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PERSONNEL ADMINISTRATION  
IN THE UNITED NATIONS' RELIEF  
AND WORKS AGENCY (UNRWA)  
LOCAL STAFF

By

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PERSONNEL ADMINISTRATION  
IN UNRWA

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To my parents and uncle, Elias Rayya,  
for their continuous efforts and en-  
couragement without which this work  
would have been impossible.

## PREFACE

Since World War II the role of the United Nations and its subsidiary organization has been actively increasing in world affairs, not only in the negative aspects such as the prevention of war in as much as possible, but in the positive efforts to improve the general conditions of the human race as well. Though still far from the ideal of a "world government" the United Nations has contributed much in preventing the governments of the world from falling on each others throats. In a nuclear world this is more than prevention of war; it is a preservation of the human race and the world civilization at large.

It has become customary for the common man to think of the United Nations as the organization which consists of the Security Council and the General Assembly from which he hears endless speeches against colonialism, apartheid, and intervention in the Congo or Cyprus. Unfortunately much less is written and spoken to the people of the activities of such organizations as the Economic and Social Council, the World Health Organization and the Food and Agricultural Organization, the efforts and contributions of which are equally significant for the human race in general and the newly independent nations in particular.

For the students and practitioners of Public Administration, the United Nations and its various organizations offer new fields of

interest for research and case studies in organizations which are different, more or less, from the traditional field of Public Administration, the major interest of which was the national governmental administration.

As one of those UN organizations, UNRWA is a good example of an evolving administration which has a record of sixteen years in the Near East during which it has been carrying out a variety of programme ranging from ration distribution, daily meals for the refugees, health care, and vocational and general education up to the University level in four different countries and under a set of social, economic and political conditions rarely met by any other single organization. Partly because of such complexity and intermingling of factors in an evaluation of UNRWA operations in general, and its personnel administration in particular, becomes a difficult task which can hardly gain a consensus of opinion. This set of factors makes UNRWA unique in the nature of its operations and policies and, hence, it is not claimed that it represents international organizations at large. Therefore, this thesis attempts to provide a scholarly descriptive account, based on secondary sources and personal experience, of personnel administration in this unique but important agency, concentrating on the "area" or locally recruited staff.

It will be noticed, throughout this thesis, that the approach in this work is mainly descriptive and that the main sources of

information about the UNRWA personnel administration are taken from the official regulations, rules, directives, etc. officially published by the Agency. In other words the formal administration's point of view prevails over the informal or the behavioural aspect. This approach was necessarily adopted, not totally to my satisfaction because, as a Management Officer in the Agency, I had to comply with the Agency's rules which prohibit staff members from publishing such material as may relate to the Agency's operations without prior approval of the Administration. The Director of Administration was kind enough to grant me a permission to write about the Agency provided that such material as may be used should be limited to the officially published documents. The Thesis was reviewed, before final publication, by Mr. L.T. Hoebe, the Senior Personnel Officer and the Director of Administration.

In writing this work I have divided it into five chapters:

Chapter I: is an introductory chapter which details the general background of UNRWA, the circumstances which led to its creation by the UN General Assembly and its legal framework.

Chapter II: Consists of a treatment of "Staff Management" as a function and an organizational unit in the Administration, the different stages through which it has passed and the present functions which shed some light on the evolution of personnel administration in the Agency. Also part of this chapter is a general and brief description of the Agency's organizational set up.

Chapter III: consists of a general description of the personnel processes in UNRWA as outlined in the Agency's Regulations, Rules Directives and other working papers.

Chapter IV: is a treatment of the Agency remuneration policy applied to locally recruited staff including the salary scales applied and the other allowances and benefits.

Chapter V: is an evaluation of the Agency's personnel policy within the complexity of prevalent factors and a projection of possible future trends in that policy.

In writing and completing this work I am greatly indebted to several persons whose assistance in one way or the other was of great help to me. My sincerest thanks are due to my advisor, Professor Keith Handerson, for his invaluable guidance and advice on this thesis and to professors of the Political Studies and Public Administration Department. I am also grateful to Mr. Robert L. Fisher, Director of Administration, UNRWA Headquarters, for his kind permission to use some of the Agency's material. Similar thanks are due to many others whose comments and advices were of great help. Responsibility, however, for the opinions expressed and conclusions arrived at in this work remain to be solely mine.

Shawki F. Abu-Jurji

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## CHAPTER I

### HISTORICAL AND LEGAL CONSIDERATIONS

Historical Background of UNRWA. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), hereafter known as the Agency, is an international organization created by the United Nations General Assembly in the aftermath of the Arab-Israeli conflict in Palestine, which caused the drift of about half a million or more Arab refugees to the neighbouring Arab countries in 1948.

In May 20, 1948, five days after the declaration of the Israeli State in Palestine, the United Nations General Assembly appointed Count Folke Bernadotte, President of the Swedish Red Cross, a mediator for Palestine. Count Bernadotte requested the United Nations to dispatch a senior official to survey the refugee problem created by the partition and the Palestine War. Meanwhile, he stated in his report that "for the international community to accept its share of responsibility for the refugees of Palestine is one of the minimum conditions for the success of its efforts to bring peace to that land," and recommended that "the right of innocent people, uprooted from their homes by the present terror and ravages of war, to return to their homes, should be affirmed and made effective, with assurance of adequate compensation for the property of those who may choose not

to return."<sup>1</sup> Count Bernadotte was assassinated on September 17 of the same year, and Ralph Bunche was appointed Acting Mediator.

In his progress report just quoted, Part Three, the U.N. Mediator stated that "action must be taken to determine the necessary measures (of relief) and to provide for their implementation,"<sup>2</sup> and that "the choice is between saving the lives of many thousands of people now or permitting them to die."

In October 18, 1948, the Acting Mediator declared that "the situation is now critical," and that "aid must not only be continued but very greatly increased if disaster is to be averted."<sup>3</sup>

Consequently, in order to alleviate conditions of poverty and misery as one of the "minimum conditions for the success of the efforts of the United Nations to bring peace to that land,"<sup>4</sup> the General Assembly adopted the recommendations of the Acting Mediator and allotted a sum of approximately \$9.5 million to provide relief for 500,000 refugees for a period of nine months (December 1, 1948-August 31, 1949) and an additional sum of \$2.5 million for "administrative

<sup>1</sup>United Nations, Progress Report of the United Nations Mediator on Palestine (A/648, Supplement No.11, September 16, 1948) (Lake Success, 1948), para. 1.

<sup>2</sup>Count Folke Bernadotte, the United Nations Mediator, estimated the number in September 1948 to be some 360,000, and one month later, Dr. Ralph Bunche, Acting U.N. Mediator, put it at some 472,000, soon to grow to 500,000 (see: U.N. Docs. A/648, pp. 47, 52; A/689/Corr. 1 and Add. 1, pp. 1-2; A/1060, Ch.III, paras. 46-53).

<sup>3</sup>United Nations, Supplemental Report of the Acting Mediator on Palestine (A/689, October 18, 1948) (Lake Success, 1948), p. 7.

<sup>4</sup>United Nations Relief and Works Agency, ed., "Resolution 194 (III), 11 December 1948", United Nations General Assembly Resolutions Regarding Assistance to Palestine Refugees: 1948-1963 (Beirut, 1964), para.3.

and local operational expenses."<sup>5</sup> The Assembly further authorized the Secretary General "to appoint a Director of United Nations Relief for Palestine Refugees to whom he may delegate such responsibility as he may consider appropriate for the overall planning and implementation of the relief programme."<sup>6</sup> This resolution created the UNRPR, the immediate predecessor of UNRWA.

The Conciliation Commission. The next step toward the establishment of UNRWA was the creation, by the U.N. General Assembly, of the Conciliation Commission for Palestine consisting of France, Turkey and the United States. This relation between the Commission and UNRWA is, however, indirect since the Conciliation Commission "has no direct responsibility for assistance to the refugees."<sup>7</sup> Nevertheless, "there is necessarily a close relationship between the task of the Commission under paragraph 11 of Resolution 194 (III) and the provision of assistance."<sup>8</sup>

The provisions of Resolution 194 (III) of December 11, 1948, established the Conciliation Commission and defined its functions. Paragraph 2a of the Resolution gave the Commission "in so far as it considers necessary in existing circumstances" the functions which were given to the U.N. Mediator, and the other functions assigned to

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<sup>5</sup> Ibid., para. 2.

<sup>6</sup> Ibid., para. 9.

<sup>7</sup> United Nations, Conciliation Commission for Palestine, Report by the Special Representative (A/4921/Add. 1) (New York, N.Y., Nov. 24, 1961), p. 10.

<sup>8</sup> Ibid., p. 11.

it by this Resolution. Among other functions, the Commission was instructed to take the necessary measures to assist the governments and authorities concerned "to achieve a final settlement of all questions outstanding between them," (para. 6), and seek arrangements with these governments which will "facilitate the economic development of the area..." (para. 10). The Resolution further instructed the Conciliation Commission "to facilitate the repatriation, resettlement, and economic and social rehabilitation of the refugees and the payment of compensation, and to maintain close relations with the Director of the United Nations Relief for Palestine Refugees (UNRPR) and, through him, with the appropriate organs and agencies of the United Nations."

The Economic Survey Mission. In accordance with the provisions of paragraph 12 of Resolution 194 (III), the Conciliation Commission appointed a United Nations Economic Survey Mission for the Middle East. In November 16, 1949, the Conciliation Commission submitted the first Interim Report of the Economic Survey Mission to the Secretary General of the United Nations. In his letter of transmittal, the chairman of the Commission, Mr. Hussein C. Yalcin, stated that the Commission "consider that this report constitutes a constructive approach to the Palestine refugee problem and believes that the General Assembly will wish to give urgent consideration to it."<sup>9</sup>

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<sup>9</sup>United Nations, Conciliation Commission for Palestine, Final Report of the United Nations Economic Survey Mission for the Middle East (Lake Success, New York, December 28, 1949), Vol. I, p. 14.

The final report of the Mission as submitted to the U.N. General Assembly, through the Secretary General, contained many recommendations and pilot projects directed toward the economic development of the area as a whole. It noted that the problem of the refugees misery and plight is "inseparable from a solution of the problem of poverty and hunger"<sup>10</sup> which characterize the Middle Eastern population in general. Therefore, the development projects proposed by the Mission were not only aimed at a solution of the refugees problem alone, but that of poverty and underdeveloped conditions of the whole area. Such projects are mainly irrigation and land projects because "basically the area is, and for a long time to come will remain, agricultural,"<sup>11</sup> and to talk of industrialization after the model of the world's great industrial centers "would be to fly in the face of nature and common sense."<sup>12</sup>

These brief hints to the Economic Survey Mission's recommendations cast some light on how the refugee problem was viewed and, as a general description, give an overall framework of UNRWA's background and setting and, if examined in detail, would give a clue to the general Agency operations since 1950.

However, of a more immediate relevance to the subject of this thesis are the recommendations which formed the immediate origin and frame of reference of the Agency as it exists and operates today.

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<sup>10</sup>Ibid., p. VII.

<sup>11</sup>Ibid., p. 1.

<sup>12</sup>Ibid., p. 2.



The Economic Survey Mission, through the Conciliation Commission, wishing to achieve peace and stability in the area recommended:

"1. That emergency relief for refugees... be continued... until 1 April 1950 under the UNRPR system..." with a policy of reducing, and finally eliminating rations "... as men become employed in gainful labour and thus become ineligible for direct relief."<sup>13</sup>

It will be seen, in subsequent chapters, that this recommendation has a direct impact, not only on UNRWA operations and aims in general, but on personnel administration specifically as well.

2. That "a programme of public works, calculated to improve the productivity of the area... should be organized as an integrated operation, in cooperation with the governments of the countries where the refugees are located."<sup>14</sup>

This second recommendation of "a programme of public works" is the main feature of UNRWA, which distinguishes it from UNRPR, its immediate predecessor. It added the "W" (for Works) function to the relief programme, and thus transformed the UNRPR, created as an emergency organization, into a more inclusive and, relatively, more enduring agency the task of which is to provide employment and work in addition to the immediate relief task. The impact of this feature of the Agency's programme will again be reflected in its personnel policy, as the coming chapters will show.

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<sup>13</sup>Ibid., pp. 16-17.

<sup>14</sup>Ibid., p. 17.

3. That "an agency should be established to organize and... direct the programmes of relief and public works herein recommended."<sup>15</sup>

The "minimum requirements for the successful implementation" of these programmes, as recommended by the Mission, should be kept in mind throughout the following chapters:

a. "Subject to rendering such reports of its activities and accounting for its expenditure to (the U.N. General Assembly) as may be required... the agency should have full autonomy and authority to make decisions within the sphere of activities entrusted to it..."<sup>16</sup>

b. That "the agency should be located in the Near East."

c. That "the personnel and assets of the UNRPR should be turned over to the new agency," thus making the latter the successor and inheritor, by all means, of the former.

d. That the agency be authorized to "counsel" with such Near Eastern governments as it desires "in preparation for the time when United Nations funds for relief and works projects shall no longer be available."<sup>17</sup>

Consequently, UNRWA started its operations on April 1, 1950. As a U.N. organization entrusted with the task of providing relief,

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<sup>15</sup> Ibid., p. 17.

<sup>16</sup> Ibid., p. 17 (underlining mine).

<sup>17</sup> Ibid., p. 17.

and setting up works programmes aimed at the rehabilitation of the refugees, the Agency was instructed that "direct relief should be terminated not later than December 31, 1950, unless otherwise determined by the General Assembly at its fifth regular session."<sup>18</sup>

In its fifth regular session, the General Assembly recognized "that direct relief cannot be terminated as provided in paragraph 6 of Resolution 302 (IV)",<sup>19</sup> and authorized the Agency to continue direct relief "to refugees who are not yet reintegrated into the economy of the Near East."<sup>20</sup> Thus, the General Assembly, after one year of UNRWA operations, recognized the impracticability of eliminating direct relief, consisting mainly of food rations, shelter and health care.

On the other hand, and as complete termination of UNRWA services, especially relief, was not feasible, the General Assembly requested the Agency, in its Resolution 513 (VI) of January 26, 1952:

to explore with the governments concerned the desirability and practicability of transferring the administration of relief to those governments at the earliest possible date...

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<sup>18</sup>United Nations Relief and Works Agency, ed., "United Nations General Assembly Resolution 302 (IV) of December 8, 1949," op.cit., para. 6.

<sup>19</sup>United Nations Relief and Works Agency, ed., "United Nations General Assembly Resolution 393 (V) of December 2, 1950," op.cit., para. 2.

<sup>20</sup>Ibid., para. 3.

As such date could not be arrived at, the General Assembly reaffirmed its previous plans of economic development of the Near Eastern countries as a preliminary step toward the termination of UNRWA services and mandate, and that by transferring responsibility for relief to the Arab governments. It thus authorized the Director of UNRWA, "at his discretion," to disburse such monies as may be available to the individual host governments for general economic development projects, subject to agreement by any such government that, within a fixed period of time, it will assume financial responsibility for an agreed number of refugees, such number to be commensurate with the cost of the project, without prejudice to paragraph 11 of Resolution 194 (III).<sup>21</sup> This paragraph was reaffirmed in December, 1957, when the General Assembly requested the governments of the area "to plan and carry out projects capable of supporting substantial numbers of refugees."<sup>22</sup>

Thus, for various reasons, the resolutions concerning transfer to host governments of the refugee program and the undertaking of work projects could not be effected. The essential issue in the refugees' problem, which is mainly political, has not been abated and UNRWA continues to operate. In Dr. Joseph Johnson's words:

Even under the most optimistic assumptions with regard to moving the refugees out of the camps and rehabilitating them, it is clear that there will be a need for assistance for a long time to come. It would be unwise

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<sup>21</sup>United Nations Relief and Works Agency, ed., "United Nations General Assembly Resolution 1018 (XI) of February 28, 1957", op.cit., para. 5.

<sup>22</sup>United Nations Relief and Works Agency, ed., "United Nations General Assembly Resolution 1191 (XII) of December 12, 1957", op.cit., para. 5.

to plan United Nations or national policies on any other assumption than that there will be Palestine Arab Refugees for at least a decade.<sup>25</sup>

Thus, UNRWA's status and mandate, by the very nature of the problem it is tackling, has acquired more permanency than was expected, though legally it is still a temporary organization. Such position is best reflected in its personnel policy, and more particularly in the terms of appointment of its area staff members--"temporary indefinite." This point will be discussed at length in the subsequent chapters.

The General Legal Framework of UNRWA. UNRWA is a subsidiary organ of the United Nations created by the General Assembly and, as such, its status and jurisdiction as an international organization are governed by many provisions some of which are general and apply to all United Nations organizations while others relate specifically to this Agency.

The first document which supports the Agency's status and jurisdiction is the United Nations Charter, Article 104 of which states that:

the organization shall enjoy in the territory of each of its Members such legal capacity as may be necessary for the exercise of its functions and the fulfillment of its purposes.

Article 105 of the Charter gave the Organization "such privileges and immunities as are necessary for the fulfillment of its

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<sup>25</sup>United Nations, Conciliation Commission for Palestine, op.cit., p. 51.

purposes", and its official "such privileges and immunities as are necessary for the independent exercise of their functions in connection with the Organization."

Such privileges and immunities as are stated in Articles 104 and 105 of the U.N. Charter were accorded to UNRWA in the General Assembly Resolution 302 (IV) of December 8, 1948, which, together with the other resolutions pertaining to assistance to Palestine refugees, form the second basis for the Agency's activities.

In paragraph 17 of the above Resolution, the General Assembly called upon the governments concerned to accord to UNRWA "the privileges, immunities, exemptions and facilities" which were previously granted to the UNRPR "together with all other privileges, immunities, exemptions and facilities necessary for the fulfillment of its functions."

The third legal basis claimed by UNRWA is the "Convention on the Privileges and Immunities of the United Nations" adopted by the General Assembly of the United Nations on 13 February, 1946. Section 17 of the said Convention exempts UNRWA, as a United Nations organization "from all direct taxes, ... from customs duties and prohibitions and restrictions on imports and exports in respect of articles imported or exported by the United Nations for its official use, and customs duties and prohibitions and restrictions on imports and exports in respect of its publications."

However, of a more immediate interest for the purpose of this thesis is Section 20 of the Convention which states that "privileges

and immunities are granted to officials in the interest of the United Nations and not for the personal benefit of the individuals themselves." This Section provides further that the Secretary General of the United Nations "shall have the right and the duty" to waive the immunities of the United Nations officials "in any case where, in his opinion, the immunity would impede the cause of justice and can be waived without prejudice to the interests of the United Nations." On the other hand, the United Nations according to Section 21 of the Convention, "shall cooperate at all times with the appropriate authorities of Members to facilitate the proper administration of justice, secure the observance of police regulations and prevent the occurrence of any abuse in connection with the privileges, immunities and facilities mentioned in this article."

In addition to the United Nations Charter, the Convention on the Immunities and Privileges of the United Nations and the various U.N. resolutions relating to assistance to the Palestine refugees, UNRWA has concluded separate and more detailed agreements with the host governments in respect of privileges and immunities pertaining to its staff and exemptions in respect of its imports and exports. A detailed treatment of such agreements falls outside the scope of this thesis, but, generally, they form the direct legal status of the Agency and cover almost all of its operations.

Personnel. The autonomous character of UNRWA gives it considerable legal freedom in choosing its personnel and pursuing policy

related thereto. Such policies and procedures as are related to personnel administration in UNRWA consist of the methods and procedures for the selection of the staff, the employment conditions, remuneration and such other aspects as will be considered in detail in the pages which follow.

The authority and responsibility for the operation of the Agency is fully vested in the Director<sup>24</sup> of UNRWA, hereafter called the Commissioner General. Designated in personnel records as Assistant Secretary General (ASG), The Commissioner-General is the Chief Executive Officer of the Agency in whose name, and on whose behalf, decisions are taken and policies are formulated and implemented. The Department Directors are "the chief executive officers of the Commissioner-General" in their respective fields. They derive their authority from him and are responsible to his office in the exercise of such authority in accordance with the provisions of Organization Directive No. 2 which outlines the organizational set up of the Agency. (See chart 1).

The authority possessed by the Commissioner-General is derived from paragraph 9b of the General Assembly Resolution 302 (IV) which gave him the authority to "select and appoint his staff in accordance with general arrangements made in agreement with the Secretary General, including such of the staff rules and regulations of the United Nations

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<sup>24</sup>The Director of UNRWA was retitled Commissioner-General in 1962. Consequently the Assistant Directors, who are the heads of Headquarters Departments, and Country Representatives in the Fields were retitled Directors; these titles will be used throughout the thesis.

<sup>25</sup>United Nations Relief and Works Agency, "Organization of Headquarters", Organization Directive No. 3 (Beirut, May 1, 1960), paras. 1 5(A)--VI27 (B) (mimeo).



as the Commissioner-General and the Secretary-General shall agree are applicable."

One of the main features in UNRWA personnel policy is that the Commissioner-General, in selecting his staff normally takes into consideration the international status of the Agency. In particular, it should be kept in mind that UNRWA relies completely for raising funds for its operations on contributions from states which, though voluntarily willing to contribute, require that they be represented on the Agency's manning table by a certain number of their nationals. Such practice is, however, not unique to UNRWA as it is United Nations practice to select staff on a quota basis. These employees constitute the category of International Staff occupying the Agency's top positions and constituting a special class which may be compared with the Administrative Class in the British Civil Service.

The International Staff members have separate rules and regulations governing their conditions of employment, compensation and benefits.

The Personnel Directive governing control of employment does not specify what posts are international or local except that one post belongs to one category or the other as may be specified by the Commissioner-General. In other words, an international staff post is one designated as such by the Commissioner-General. The same definition applies to local area posts.

As a theoretical basis for such designation it may be said that international staff posts are designated as such for the non-

existence of qualified local staff to occupy such posts. Such interpretation, however, needs a more solid basis to support it. What is of more direct concern for us is that such classification is not specified in, or required by, the U.N. Resolution; rather it is a creation of the Agency's Administration itself, having in mind that it is an international organization funded by states' contributions in cash or kind. Essentially, the international staff consist of "International Civil Servants" and the area staff of the refugee clients of the organization. The number of international staff members is relatively small if compared with the large number of local staff employed by the Agency, which number has been constantly increasing ever since the Agency started its operations. Thus, at the end of March, 1964 UNRWA had a total of 12325 local staff members, 4060 of which are daily paid. These are broken down by field and headquarters as follows:

TABLE 1.1.

UNRWA LOCAL STAFF DISTRIBUTION BY FIELD AS ON APRIL, 1964<sup>a</sup>

	<u>Headquarters</u>	<u>Jordan</u>	<u>Gaza</u>	<u>Lebanon</u>	<u>Syria</u>	<u>Total</u>
Monthly paid	363	3113	2232	1342	1215	8265
Daily paid	<u>46</u>	<u>1590</u>	<u>1485</u>	<u>502</u>	<u>437</u>	<u>4060</u>
Total	409	4703	3717	1844	1652	12325 <sup>b</sup>

<sup>a</sup>UNRWA, Area Maning Table Posts Distributed by Grade and Field (Beirut, April 13, 1964) (unpublished).

<sup>b</sup>This total of 12325 in 1964 has grown from a total of 6118 local staff members in 1951.

The Organizational Set-up. A proper understanding of UNRWA operations can best be attained by outlining, in this introductory chapter, the general organizational setup of the Agency and its machinery at Headquarters and in the respective fields.

The Geographical Organization. The Agency is divided, geographically, into the Headquarters and four main fields: Lebanon, Syria, Jordan and Gaza. Each field is headed by a Field Director called Director of UNRWA Affairs except in Gaza where the title is Director of UNRWA Operations. These four fields constitute the main host countries in which the Agency offers its services to the refugee population. In addition, there is a small office in Cairo headed by the UNRWA Representative to the United Arab Republic, a Liaison office in New York headed by the Director of UNRWA Liaison, New York, and a liaison office in Geneva headed by the Director of UNRWA Liaison in Europe. For all practical purposes these three offices are considered as headquarters offices, attached directly to the office of the Commissioner-General.

Each of the three fields of Lebanon, Syria and Jordan is divided into smaller geographical units called areas; each area is headed by an area officer who represents the Director of UNRWA Affairs in his area and is responsible for all UNRWA operations therein. Each area is, in turn, subdivided into camps each of which is headed by a camp leader. The latter heads, administratively, all UNRWA installations in his camp and, in that capacity, represents the area officer.

Under the camp leader's administration in a camp are such installations as feeding centers, milk centers, welfare centers (known as youth activities centers), schools and clinics.

In some instances, some of these installations exist outside the camp and, in such cases, they come directly under the administration of the area officer. Likewise, some of the installations, mainly vocational training centers and teacher training centers, though geographically inside an area, come administratively under the direct authority of the Field Director.

Gaza field differs from the other three fields in that the area, which is the intermediary geographical unit between the field and the camp in other fields, is missing. Being geographically small and compact, Gaza is divided into seven large camps, each headed by a camp administrator who reports directly in administrative matters, to the Director of UNRWA Operations. In this capacity, the camp administrator is, more or less, a combination of the area officer and the camp leader in Lebanon, Syria or Jordan.

Whereas the number of fields has remained constant, the number of areas and camps has changed and may increase or decrease in the future and from time to time. Such changes are effected for administrative reasons and normally follow the refugee population movements and concentrations, whether spontaneous or prearranged by the Agency. Spontaneous refugee movements are caused normally by the drive to find work around large cities such as Amman or Beirut where they live temporarily or permanently. Consequently, the setting up of an area or a camp is

not dependent on a minimum or a maximum number of population. In fact the number of population in some camps in Gaza or Jordan, for example, is many times greater than the number of population in an area in Lebanon or Syria. The number of population in camps ranges between several hundred and tens of thousands. So do the areas differ in their number of population; thus, whereas the total refugee population in one area in Lebanon is about 14,000 persons, the number of such population in another area in Jordan is about 170,000. The number of installations in an area, however, differs with the number of population served.

The Functional Organization. Functionally, UNRWA is divided into six headquarters departments each headed by a director, or an official in the same rank but with a different title; these are:

The Department of Administration, headed by the Director of Administration.

The Department of Relief Programmes, headed by the Director of Relief Programmes.

The Department of Legal Affairs, headed by the General Counsel.

The Department of Finance, headed by the Comptroller.

The Department of Education, headed by the Director of Education.

The Department of Health, headed by the Director of Health.

The Commissioner-General, appointed, as already noted, by the Secretary-General of the United Nations, is the supreme authority and the Chief Executive of the Agency. The Office of the Commissioner-General consists for administrative purposes in addition to the Commissioner-General himself, of the Deputy Commissioner-General. For policy-making

and planning of the Agency programmes the office of the Commissioner-General includes the Executive Cabinet and the General Cabinet. The Executive Cabinet is composed of the Commissioner-General and the Deputy Commissioner-General as, "as Chairman and Alternate Chairman respectively,"<sup>26</sup> together with the heads of headquarters departments listed above. The General Cabinet includes the Executive Cabinet together with field office directors and the UNRWA Representative to the United Arab Republic. Nevertheless, though not members of the Executive Cabinet, the field office directors and the UNRWA Representative to the United Arab Republic "have the right to attend the sessions of the Executive Cabinet and to participate in its work whenever circumstances permit."

Functionally, differentiation between the Executive Cabinet and the General Cabinet is made on the basis that whereas the former is "the Commissioner-General's regular instrument for policy formulation," the latter is his "instrument for policy review, coordination and formulation."<sup>27</sup>

In addition to their responsibilities as members of the Executive and General Cabinets, the headquarters department heads are responsible, individually, for the implementation and execution of programmes in

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<sup>26</sup>United Nations Relief and Works Agency, "Organization of UNRWA," Organization Directive No. 2 (Beirut, August 8, 1961), para. 9c (mimeo).

<sup>27</sup>Ibid., para. 9E.

their respective departments as laid down and approved by the Commissioner-General in Cabinet. Specifically, they are responsible for:

Exercising executive authority over their respective departments and the divisions which form part of those departments, and coordinating the work of those divisions.

Coordinating, in consultation with one another, the work of their departments and the divisions forming part of those departments;

Ensuring that policy laid down by the Commissioner-General is understood and implemented throughout the Agency.<sup>28</sup>

Headquarters departments, with the exception of the Department of Legal Affairs, are subdivided functionally, into divisions each of which has a specialized and consistent function in the department concerned. These are headed by division chiefs who are "the supervisors of the Commissioner-General's technical staff and as such will answer to the Commissioner-General through the appropriate department head." They are specifically responsible for:

Advising on and recommending policies relating to their respective functions.

Supervising those activities directly controlled and operated either wholly or in part by Headquarters.

Planning the best techniques for implementing policy directives.

Developing standards of operations and (wherever possible) preparing manuals of operations for promulgation by the department heads.

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<sup>28</sup> Ibid., para. 10 (A).

Such manuals will be binding throughout the agency.

Issuing technical instructions to field departmental and divisional officers for implementing established policy.

Visiting the fields to assess the progress of the work, to study improvements in operations and to advise field office directors and field department and division heads. They will report their findings to field office directors and to the Commissioner-General (through the appropriate headquarters department heads).<sup>29</sup>

The next smaller organizational units are branches; the latter, are divided into sections. Divisions are "subdivided into branches and sections as circumstances may require, and officers in charge may be assigned such duties as are appropriate."<sup>30</sup>

At the field level, headquarters departments are represented by similar field departments or divisions which carry out the functions assigned to them by headquarters operational departments. Thus, field departmental officers "normally exercise the same basic responsibilities in field offices as are assigned to department heads at headquarters" in the manner described above, "but may be assigned special duties by field office directors."<sup>31</sup> In other words, the organizational set up of field offices is better understood if viewed as a geographical unit of UNRWA in which all functional units at headquarters are represented.

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<sup>29</sup> Ibid., para. 10 (B).

<sup>30</sup> Ibid., para. 10 (C).

<sup>31</sup> Ibid., para. 11 (B).



Field offices are functionally divided into departments and divisions the heads of which form the field directors' cabinets with similar functions in their respective fields as are assigned to the Commissioner-General's Cabinet at headquarters level. The functional organizational set up in the different fields is, however, dissimilar and is incongruent with the headquarters departments. Thus, the Education Division in Jordan, though functionally representing the Headquarters Education Department, is a division in a field department called the department of programmes which contains, in addition, the health division in the field. In Lebanon, on the other hand, finance is a division in the Department of Administration.

In the manner outlined above, field divisions are, administrative-ly, under the authority of the field director but, technically, they receive instructions from the respective headquarters departments and divisions. Likewise, within one field, the heads of installations, such as feeding centers, schools, etc. are under the administrative authority of the area officer (or camp administrator in Gaza), but technically they are under the supervision of the functional field officers, such as the field food supervisor and the field education officer.

Though the general organizational pattern of the Agency, geographically and functionally, remains basically the same, reorganizations are effected, from time to time, whether at headquarters or in the fields, at the discretion of the Commissioner-General and as operations so require.

Definitions. Some of the terms used in this and the following chapters are more or less particular to UNRWA; for a better understanding of their meanings following are the definitions, some of which are extracted from UNRWA manuals, and directives:

1. Area: An area is a geographical subdivision of the field, the latter being subdivided into a number of areas each headed by an area officer and comprising all UNRWA services provided for the refugees therein.
2. Area staff: The term denotes the locally recruited staff of the Agency to distinguish them from international staff. Technically the term denotes the locally recruited, full-time, monthly paid staff appointed for a "temporary indefinite period." In its wider sense it embraces the other categories of locally recruited staff, such as the daily-paid employees, and the part time employees.
3. Area Staff Management Committee (ASMC): Is the committee which was established in 1957 to review the Agency's need for locally recruited staff and their grade levels; the committee was abolished in 1961.
4. Comptroller: The comptroller is the head of the Department of Finance at headquarters and, technically, its offices in the fields.
5. Country representatives or field representatives: The term denotes the chief executive officers in the respective fields of UNRWA operations (Lebanon, Syria, Gaza and Jordan). The title was changed, in 1962, to Director of UNRWA Affairs (Operations in Gaza). There is at present an UNRWA Representative to the United Arab Republic whose office is in Cairo.

6. Duty station: Designates the place or installation in which the post is established. It is designated, in the post number, by the first digit. (See 19 below).

7. Fields: Is the term which denotes the countries of UNRWA operations, namely Lebanon, Syria, Gaza and Jordan each of which is headed by a Director of UNRWA Affairs/Operations.

8. Field administration officers: Are the heads of the departments of administration in the fields.

9. Field director: (See No. 5 above).

10. Field personnel officers: Are the chiefs of personnel divisions in the fields which form part of the departments of administration.

11. Fixed term appointment: Is an appointment made for a specific period of time, such as three or six months, and automatically expires at the end of the period specified in the letter of appointment.

12. Going rate: Is the approved rate of expenditure per activity per year.

13. Graded post: Is a post established against one of the Agency's seventeen grades (2-18) in the salary scale.

14. Heads of operating units: The term designates the heads of headquarters departments and the directors of UNRWA Affairs/Operations in the fields and the UNRWA Representatives to the United Arab Republic.

15. International staff: Are the staff recruited and paid by the Agency in accordance with the United Nations conditions of service and, for that purpose, occupy posts designated by the Commissioner-General as international posts.

16. Manning table: "Is the approved schedule of posts established so as to provide and control the regular employment requirements of the Agency."<sup>32</sup>

17. Manning table post: "Is an individual position, within manning table, identified by a Title, Post Number, Salary Grade, Expenditure Code. (In current usage the term "job" is synonym with "post")."<sup>33</sup>

18. Post action: Is any action by the Director of Administration or the field office directors to establish, eliminate or reclassify manning table posts.

19. Post number: "Is a coded number identifying a particular post as to location (installation), occupation group classification, sequence in that classification at its installation, and employee category."<sup>34</sup> Post numbers in UNRWA are used for mechanical tabulation purposes. To illustrate:

Post No. 93010/8405/A designates the following:

1st digit: is the headquarters indicator.

2nd digit: is the department indicator (in this case the Department of Administration at Headquarters).

3rd digit: code identifying the type of installation.

4th and 5th digits: serial number identifying the individual installations or offices in the desired sequence within the first two

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<sup>32</sup>United Nations Relief and Works Agency, "Control of Employment", Personnel Directive No. AIX/1 (Beirut, n.d.), ¶ para. 2H (mimeo).

<sup>33</sup>Ibid., para. I.

<sup>34</sup>Ibid., para. J.

digits.<sup>35</sup>

'A' stands for the employee category which is local, temporary indefinite, monthly paid post.

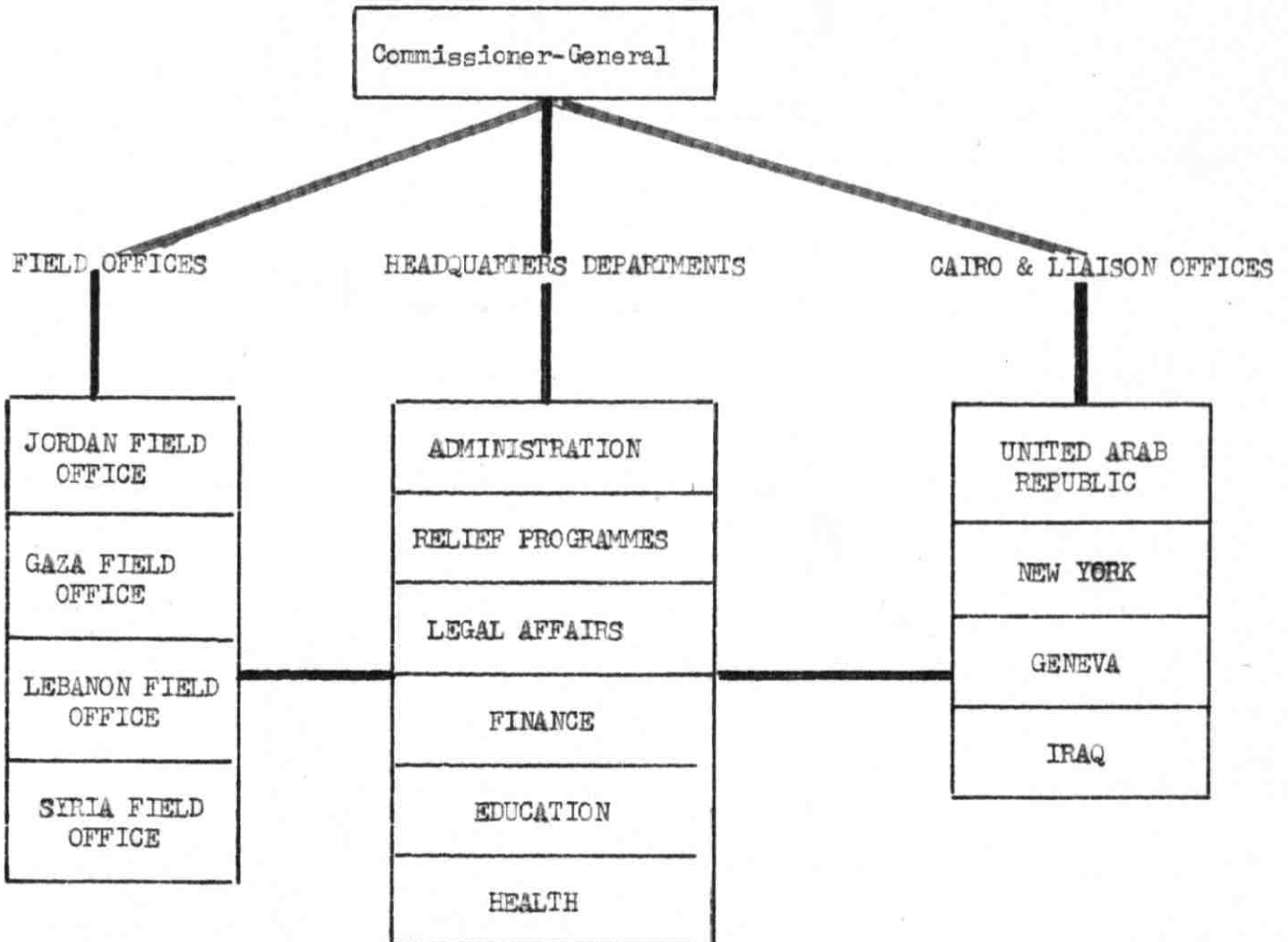
20. Ungraded post: Any of the posts other than those in grades 2 to 18 and whose incumbents are paid on a daily-basis. The incumbents of these posts are designated as 'Z' category and normally work "full-time every working day and who are to be paid a daily wage."<sup>36</sup>

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<sup>35</sup>See: United Nations Relief and Works Agency, Coding Manual (Beirut, May 1962), p. 1 (mimeo).

<sup>36</sup>United Nations Relief and Works Agency: Personnel Directive AIX/1, op.cit., para. 8B.

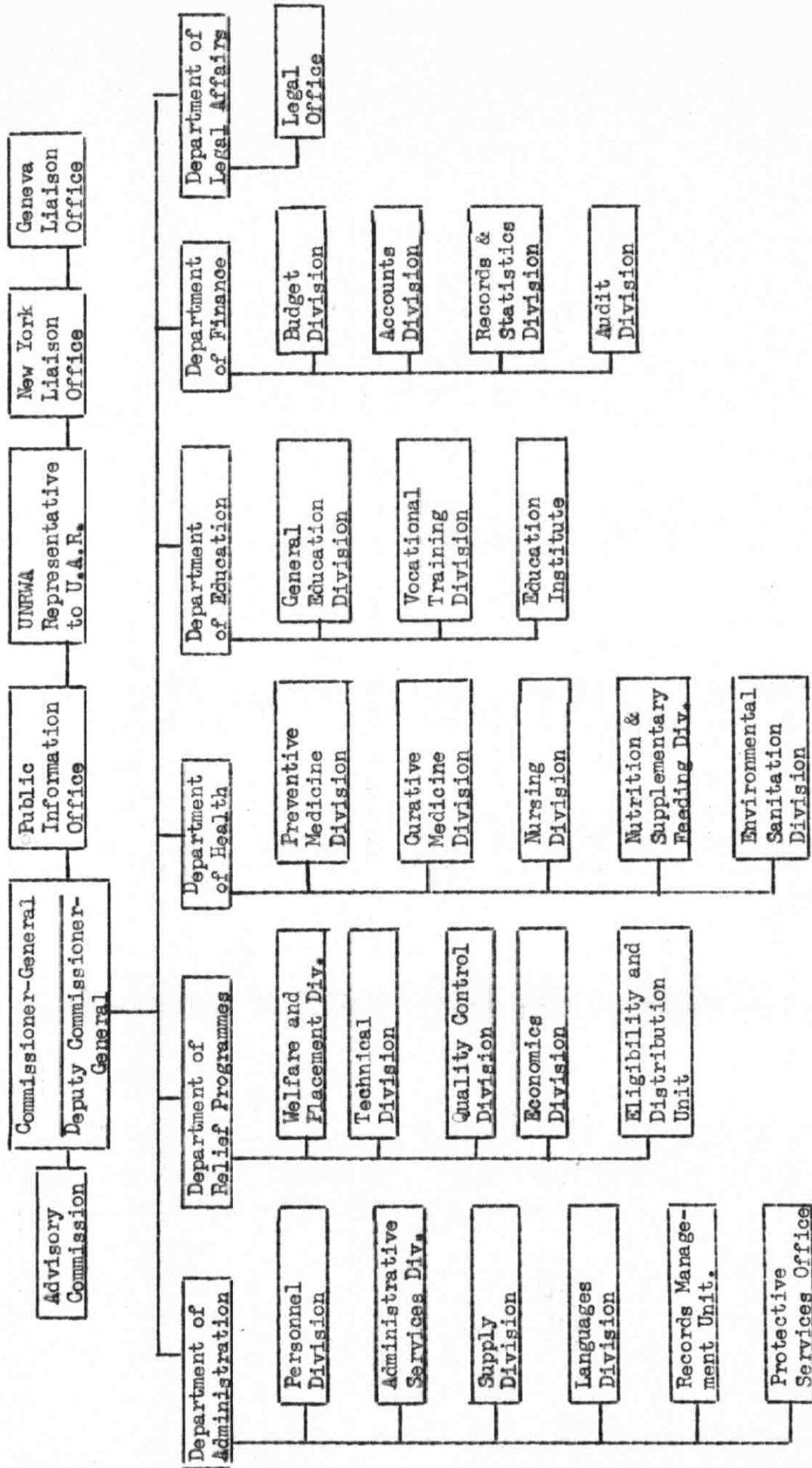
CHART 1.1  
 UNRWA ORGANIZATION CHART<sup>a</sup>



**NOTE:** Thick line indicates alternative line of command (i.e., either direct from Commissioner-General or indirect through H.Q. Departments) and alternative of communication (depending on subject matter)

<sup>a</sup> Organization Directive No.2 dated 8.8.61

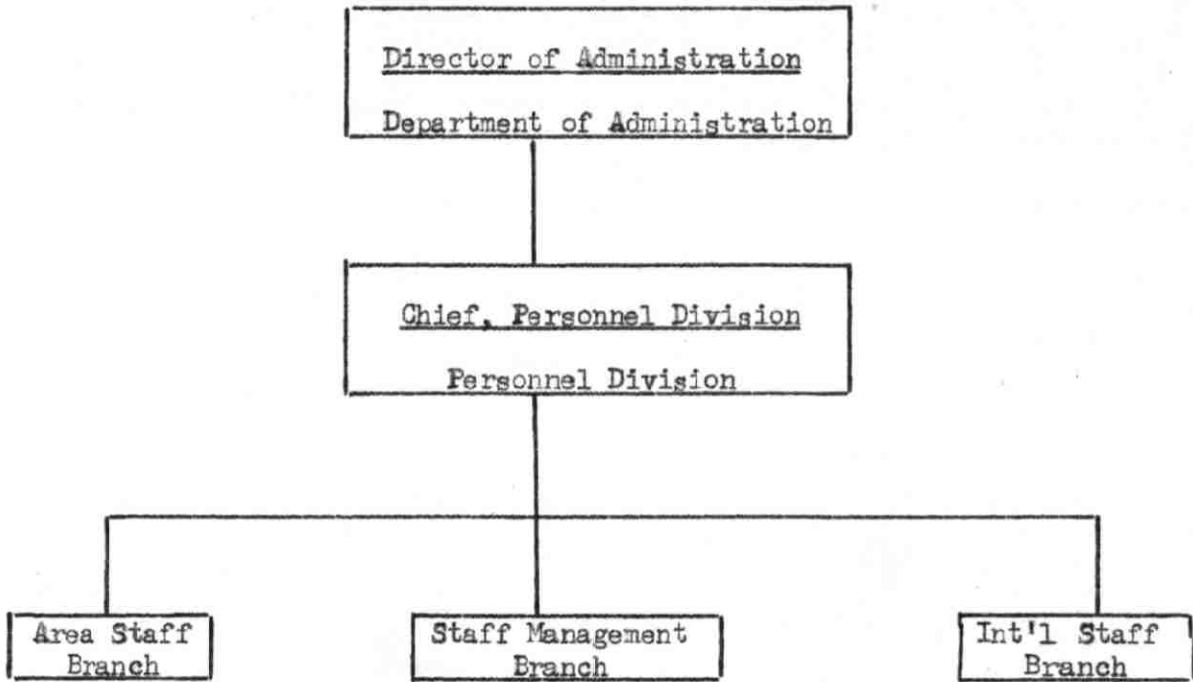
UNRWA HEADQUARTERS



b Organization Directive No.3, dated 29 September, 1960. This organization chart, while that in the organization Directive, is brought up-to-date as at 5 March, 1964.

CHART 1.3

STAFF MANAGEMENT BRANCH





## CHAPTER II

## STAFF MANAGEMENT: THE CONCEPT AND THE MACHINERY

The Staff Management Branch in UNRWA functions in an advisory capacity to the Director of Administration as the Agency's "Central Position Classification" unit for area staff. (See Organization Chart No. 1). Its evolution, both organizationally and functionally was slow.

The Management Working Party in 1954. The first move toward the establishment of a staff management unit was initiated by the Director of UNRWA in 1954 when, after almost four years of operation, the Agency was felt in need of overhauling. Consequently a "Management Working Party" was established to start an investigation of the Agency's organization and personnel. The terms of reference for the party were defined as follows:

To simplify as far as possible procedures, in order to speed-up execution of agreed plans and policies.

To eliminate duplication of work, records, control and responsibility.

To eliminate unnecessary statistics and to reduce necessary statistics to fundamentals.

To make fresh job evaluation of posts and to recommend such upgrading or downgrading as seems desirable.

To examine the area salary scales in all countries, having particular reference to salaries paid by other organizations, governments or commercial firms for similar posts.

To examine all manning tables and make any necessary recommendations for revision.

Generally to make recommendations for increasing the efficiency of our operations and reducing the costs thereof.<sup>1</sup>

The Working Party was expected to "cooperate closely with Division Chiefs at Headquarters and with Country Representatives in the Fields who are requested to grant the fullest possible facilities to the Working Party in its enquiries."<sup>2</sup>

The Management Team--1956. The wording of the circular gives the impression that the Working Party was temporary with a limited assignment for six months. The needs of such a large organization as UNRWA, however, perpetuated the life of the Party although under a different name. Thus, less than two years after the establishment of the Management Working Party it became known as the Management Team and was composed of two members. In 1956 part of the then "current routine" of the Team's work consisted of the review and consolidation of the monthly going rate and strength reports; review of the quarterly international manning table; review, publication and promulgation of

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<sup>1</sup>A circular addressed by the Director of UNRWA to Assistant Directors, General Counsel, Country Representatives and Division Chiefs at Headquarters, Beirut, November 4, 1954, p. 1.

<sup>2</sup>Ibid., p. 2.

administrative, financial and operational instructions, bulletins, circulars and interpretations of regulations; post numbering for inclusion of personnel data on punch-card system; compilation of special reports on commercial and industrial salary surveys; review of requests for temporary assistance in staff and such other items of work not all of which were directly related to position classification or personnel administration in general.

Besides the above "routine functions," as they were called, the Team was engaged in "staff reviews", a function of more direct interest for the purpose of this chapter in tracing the development of the staff Management Branch functions and organization. Such staff reviews included, as performed by the Management Team:

Review and recommendations on drafts of projects and special activities, especially on classifications, titles, gradings and establishment of staff.

Review and recommendations to the Comptroller on Requests for Budget Adjustments, especially as they affect staff.

Review and recommendation on individual Requests for Post Actions (RPAs) submitted by Assistant Directors and Division Chiefs at Headquarters and by Country Representatives.<sup>3</sup>

The Management Team, in addition, carried out major reviews of field offices and large installations. Such reviews were lengthy

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<sup>3</sup>"Management Work in Progress and in Project," A Report by the Management Team of UNRWA to the Director (Beirut, M/290920, July 14, 1956), p. 1.

and quite detailed but they encompassed each and every bit of work in the Agency installations such as the staffing pattern of the offices, organization and methods, the examination and review of operations on a functional basis throughout the Agency "to determine and remedy, if possible, the causes of disparity in cost between Field Offices for the same functions"<sup>4</sup> and several other related tasks.

At the time of the Management Team the lines of specialization in the Agency were perhaps hazy and the duties and responsibilities of the different organizational units cannot be said to have been distinctively clarified. Neither was the future of the Agency itself. By 1956, and with no possible alternative for the Agency in sight, and with an experience of about six years, the organization and functions of UNRWA started to acquire a new form. As part of this reorganization the "Personnel and Administrative Services Division" was abolished and replaced by two new units: the Personnel Division and the General Services Division--later to become the Administrative Services Division.

The Management Committee--1957. At the same time, and as part of the reorganization, the Director of UNRWA, effective 1 June, 1957 abolished the Management Team which he replaced by a "Management Committee" with the Assistant Director for Administration and General

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<sup>4</sup>Ibid., p. 3.

Services as Chairman and the Comptroller and Chief, Personnel Division or their designated representatives as permanent members, "and such additional members as may from time to time be appointed on an ad hoc basis by the Director."<sup>5</sup>

In the light of the above changes the functions of the Management Team were re-allocated among three units:

The Personnel Division assumed what was called "Procedures", including:

Review, coordination, authority for issue, publication and distribution of Administrative Instructions, General Bulletins, related regulations and informational material.

Maintaining a library of spare copies and coordinating as required with the originator of other instructions to be published.

In addition to procedures the Personnel Division assumed "Staff counselling on questions affecting staff members in their individual capacities and on matters of interpretation and implementation of published instructions."

The Finance Division--Budget and Management Branch--was allocated such functions as:

The review and approval of job descriptions, grading of posts, standardization of functions and titles, the review of current establishments and setting of new establishments as required and notification of approved establishments to operating units.

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<sup>5</sup> General Bulletin No. 178 issued by the Director of UNRWA, Beirut, May 25, 1957.

As part of the above functions and for control purposes the same unit assumed the maintenance of an individual Kardex for international and another for area staff members and an organizational Kardex by functions:

The functions which were allocated to the Management Committee were brief and ambiguous:

An overall consideration, on an Agency basis, of proposals affecting UNEWA operations and of reviews and surveys which envisage significant changes in organization, functions and methods.

Provision of permanent machinery for timely coordination of Management recommendations and initiation of Management surveys.<sup>6</sup>

Almost a year after the Management Committee was established by the Director of UNRWA and the former Management Team abolished, the terms of reference of that Committee were defined. The functions originally allocated to the Finance Division as detailed above were re-allocated to the Management Committee, thus showing a move toward the centralization of management functions in one unit in the Department of Administration. Thus in mid-1958 the terms of reference of the Management Committee were defined as follows:

The Management Committee shall determine and authorize on behalf of the Director the following actions relating to all International, Area and other posts on the UNRWA Manning Table:

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<sup>6</sup>The re-allocation of Management functions as detailed above was effected in a meeting held on the 12th and 13th of June 1957. The meeting was attended by the Assistant Director for Administration and General Services, the Comptroller, Assistant Comptroller--Budget and Management--, the Chief Personnel Division and the D/Chief Personnel Division.

Establishment and classification of new posts.

Elimination of existing posts.

The Management Committee shall determine and authorize matters of organizational structure and methods of work, so as to ensure a proper employment of UNRWA personnel, materials and facilities, and an adoption of efficient procedures.

The Management Committee shall advise on revisions of the salary scales and allowances and upon such general or specific budgetary matters that may be presented to it. It shall not determine personnel policy, but shall furnish the Chief of Personnel Division with recommendations upon such personnel actions as may be indirectly related to the executive decisions of the Committee.

The Management Committee shall appoint such committees and working groups for purposes connected with its work, and may call for special audits if required.<sup>7</sup>

Two main amendments were made to the above draft functions of the Management Committee, one of which was not implemented. A proposal to set up an "O & M" Division to take over some of the functions of the Committee was never implemented and the present Staff Management Branch is still in charge of this aspect. On the other hand the above functions in respect of the establishment and the elimination of posts was restricted to area posts and their derivatives and an International Staff Management Committee was set up to deal with international posts.

The Area Staff Management Branch--1960. To assist the Management

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<sup>7</sup>United Nations Relief and Works Agency, Personnel Division, "Draft Personnel Directive No. 6/58," Beirut, July 28, 1958 (mimeo).

Committee an Area Staff Management Branch was established in 1960 "to review and advise on staff management and utilization of staff, under arrangements approved by the Management Committee."<sup>8</sup> As detailed in the circular which established it, the branch was, in particular:

to develop and maintain a research and advisory function in the Personnel Division in the field of Staff Management, that is, to study the authorized work programmes of the Agency, and to advise on the adequacy of the staffing in terms of work to be performed..., and advise on staff needs in terms of post titles, grades and post descriptions.<sup>9</sup>

During its lifetime of four years, five months and nine days the Area Staff Management Committee held one hundred and thirty-nine regular meetings and a score of special sessions to discuss urgent or special problems. The Committee was abolished at the end of November, 1961 and its functions assumed by the Director of Administration and the Staff Management Branch.

Except for slight modifications, staff management in UNRWA has been mainly, since November, 1961, the responsibility of the Director of Administration assisted, on the technical side, by the Staff Management Branch--a small unit in the Personnel Division. Here, as elsewhere, an exact definition of staff management is lacking, and it is deemed more appropriate to state what it does rather than what it is. For this purpose the term comprehends eight func-

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<sup>8</sup>United Nations Relief and Works Agency, Personnel Division, "Functions of Staff Management Branch, Personnel Division," March 7, 1960, pp. 1-2.

<sup>9</sup>Ibid., p. 2.



tions carried out by the branch:

Determination of the types of occupations required by the Agency;

Determination of the salary or wage grade or level applicable to each occupation;

Establishment of salary and wage scales, and of general and special conditions of employment, applicable to each of the various categories of employees;

Determination of the number of employees of each occupation required by the Agency;

Classification of employees in the appropriate occupation and in the appropriate category of general and special conditions of employment;

Determination of any special allowance applicable to individual employees or to occupational groups of employees;

Determination of the types and quantities of clothing to be provided to employees at Agency expense;

Publication of staff regulations and rules, Occupation Classification Manuals, and such other directives and such procedures as are necessary to efficient staff management.<sup>10</sup>

Administratively, the above functions are mainly the responsibility of the Director of Administration; technically, however, they are the responsibility of the Staff Management Branch which stands in an advisory capacity to the Director of Administration and "reviews and advises on staff management and utilization of staff under arrangements approved by the Director of Administration..., and is responsible for all matters relating to manning table and personnel

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<sup>10</sup>United Nations Relief and Works Agency, "Staff Management," Organization Directive No. 15 (Beirut, November 30, 1961) as amended by Organization Directive No. 15 (Beirut, September 1, 1962), paras. 4A-H (mimeo).

statistics."<sup>11</sup> The findings and/or recommendations of the Staff Management unit on any of the above items are submitted to the Director of Administration who is authorized "after consultation where appropriate... with the Departments concerned at Headquarters to approve, disapprove or alter those recommendations or requests of heads of operating units on staff requirements."<sup>12</sup>

Besides the above enumerated functions of staff management which are finally the responsibility of the Director of Administration, the latter is responsible for "recommending to the Commissioner-General the salary or wage scales and general and special conditions of employment to be applied to each of the several categories of employees."<sup>13</sup> Such recommendations as may result in an increase in the Agency's budget "shall be reviewed by the Comptroller, whose recommendation shall accompany that of the Director of Administration to the Commissioner-General."<sup>14</sup> Similarly, decisions taken by the Director of Administration as falling within his authority, but would result in an increase in expenditure "shall be subject to the prior concurrence of the Comptroller."<sup>15</sup>

Decentralization. The responsibility for Manning Table establish-

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<sup>11</sup>United Nations Relief and Works Agency, "Organization of Headquarters," Organization Directive No. 3 (Beirut, May 1, 1960) as amended by "Letter of Transmittal No. 11 (Beirut, October 14, 1960) para. 8E.

<sup>12</sup>Organization Directive No. 15, op.cit., para. 8B.

<sup>13</sup>Ibid., para. 8A.

<sup>14</sup>Ibid., para. 8C.

<sup>15</sup>Ibid., para. 8D.

ments, as part of staff management functions, has been partly delegated to the "Heads of Operating Units," a term which refers to field directors and department directors at headquarters. The final control of such actions remains, however, in the hands of the Director of Administration and the Comptroller.

The decision to decentralize Manning Table control was arrived at after about a decade of highly centralized personnel administration in the Agency; and although such a step was only partial decentralization which needs yet further elaboration, it denoted that the Agency has acquired a certain degree of stability and self-confidence. The final decision to decentralize was the outcome of a long process of interaction between the headquarters and the fields, until in early 1961, it was felt that headquarters held too tight a rein upon the field offices and, hence, the former should give the latter greater leeway in regard to establishing and classifying lower-level area posts.

The feeling that a more appropriate balance should be established between the headquarters and the fields was general and met with the approval of almost all officials concerned with personnel administration in the Agency, but the question was handled from different angles and, though accepted in principle, the details remained of how much, how and when decentralization should be implemented.

On February 13, 1961, the then Country Representatives held a meeting in which they agreed in principle to the relaxation of Manning Table control by headquarters and its delegation as far as possible to the respective field offices. In fact it had always been the desire

of the field officers to have such decentralization effected in order to allow them more discretion in managing their own operations without having to refer every now and then to headquarters for authority to establish, eliminate or reclassify minor area posts.

Two months later the Management Committee considered the question of decentralization of Manning Table control to field offices and referred in its deliberations to previous discussions on the same subject. Naturally, the financial effects of any such policy decision formed the core of the deliberations. The proposals forwarded by two field offices fell under two headings:

Decentralization under headquarters approved standards, which was already agreed to in principle and was partially implemented.

Decentralization under fixed financial limits.

The committee noted that "any real decentralization of Manning Table control in the absence of decentralized budgetary 'going rate' control was not possible," and considered that the "decentralization of Manning Table control under financial limits is incompatible in principle with decentralization under approved standards and that conflicts of norms and standards would rapidly grow."<sup>16</sup> To evade such conflict of standards, if separately developed in the fields without central coordination, the committee strongly expressed its

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<sup>16</sup> Minutes of the 104th meeting, May 19 and 23, 1961, Area Staff Management Committee, Beirut, item 3a (in the files of the Committee).

conviction that "the development of Manning Table standards must be centralized," and that "the solution to the problem lies in expediting the completion of Sections III, IV, and VII of the Occupation Classification Manual"<sup>17</sup> which the Committee was working on.

No matter what other arguments or considerations may have been relevant to the point, the availability of uniform staff management standards at Headquarters to govern almost identical operations (though not circumstances) in the four fields, remained at the heart of the centralization--decentralization argument. Such standards took quite a long time to establish--though on provisional and tentative basis to the extent that even at present they are liable to several changes.

As a manifestation of this "centralized decentralization," the authority for the establishment, amendment or deletion of classifications, and the determination of the position classification and the salary and wage levels for the various classifications and posts remained strictly a Headquarters concern. Nevertheless, in mid-1961 part of the authority was delegated to the field offices to manipulate their own staff without exceeding the position classification standards laid down by Headquarters and within strictly defined financial procedures according to which the field office was not allowed to cause

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<sup>17</sup>Ibid., para. 3c. Section III: "Qualitative Grading Standards--Incumbers Qualifications;" Section IV: "Qualitative Grading Standards--Operational Factors;" Section VII: "Quantitative Budget Standards."

any extra expenditures. The field directors were authorized to establish 'A', 'P', 'Z'Z or 'W' category manning table posts at their discretion subject only to three limitations which are quite sufficient to justify the above description of "centralization decentralization":

For every post established an existing post must simultaneously be abolished;

The new post must not be of a grade higher than that of the post established, i.e., the action should not involve extra expenditure;

The new post must be of an occupation classification and grade authorized by the Occupation Classification Manual.<sup>18</sup>

The term "simultaneously" in the above quotation was the subject of different interpretations; as finally explained by Headquarters, however, the term is used to mean that the two actions should take place at the same time, i.e., having the same effective date. An interpretation of the term to mean in the same budget year was not accepted and the restrictive sense in which it was interpreted kept a somewhat light control over the authority delegated to the fields in respect of Manning Table changes.

The contents of circular MC/29 of July 21, 1961 detailed above were intended "to be evaluated in three to six months time to determine what further action may be appropriate". That action was taken in November of the same year when, satisfied with the experiment, the

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<sup>18</sup>The Management Committee, "Delegation of Authority to Establish New Posts" (Beirut, MC/29, July 21, 1961), para. 1.

Management Committee circulated, again, the circular delegating authority to establish new posts to the field and division chiefs at headquarters under a covering letter which stated that it has now approved that the authority contained in this memorandum be delegated to department heads at headquarters for staff in divisions and officers under their control.<sup>19</sup>

The authority delegated to the heads of operating units<sup>20</sup> in the circular referred to above was further extended and spelled out in more detail in the amended form of yet another document.<sup>21</sup> In its expanded form the authority delegated was expanded to cover the establishment, abolition and/or transfer of Manning Table posts by heads of operating units "as operations require" and "after consultation, where appropriate, with the departments concerned at headquarters and "engage casual employees and temporary assistants within the limitations of policies or restrictions established by the Director of Administration and of budget allotments issued by the Comptroller."<sup>22</sup>

In 1962 Organization Directive No. 15 was amended for the second time, giving the heads of operating units more leeway in handling

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<sup>19</sup>The Management Committee, "Delegation of Authority to Establish New Posts" (Beirut, MC/29, November 11, 1961), para. 1.

<sup>20</sup>The term denotes field directors and directors of headquarters departments.

<sup>21</sup>Organization Directive No. 15, op.cit., para. 7B.

<sup>22</sup>Ibid., para. 7B (iv).

their respective Manning Tables, and that by resolving the argument in respect of "the simultaneous" abolition of existing posts when new posts are to be established by local action. In the new version of the directive, authority was delegated to field directors and headquarters department heads to establish new posts provided that "existing manning table post(s) have been abolished within the six months before the new post(s) are established."<sup>23</sup> At the same time the heads of operating units were authorized to request review of adverse staff management decisions by the director of administration and/or the comptroller and "appeal an adverse staff management decision to the Commissioner-General for review and decision."<sup>24</sup>

Thus, in the manner briefed out in the preceding pages, staff management--and personnel administration in general--have increasingly become the joint responsibility of the heads of operating units, the director of administration and the comptroller.

Attached as appendices to this thesis are Appendix 'A' and Appendix 'B':

1. Appendix 'A' is Staff Management Directive No. 1, titled: "Post Classification Policy, Principles and Methods: Manning Table Posts (Graded and Ungraded)." The purpose of this directive, prepared by the Staff Management Branch and approved by the Director of Ad-

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<sup>23</sup>Ibid., para. 7B (iii)(a) as amended on September 1, 1962.

<sup>24</sup>Ibid., para. 7C.



ministration is, as laid down in the foreword to the directive, "to inform supervisors (and through them, employees) as to why positions are classified and how the classification process works."

2. Appendix 'B' is Staff Management Directive No. 3, titled: "Responsibility and Procedure to Modify the Manning Table." Attached to the directive is "Request for Post Action Form," known in the Agency by its initials, RPA, which is the basic Staff Management tool for the modification of the Manning Table. Though self-explanatory a word is felt necessary about the different parts of the form.

As shown in the heading of the RPA the form is addressed to the Director of Administration or field administration officer by the requesting officer, depending upon the nature of the proposed change in the Manning Table.

Part 1 shows the details of the requested action, such as the establishment, elimination or reclassification of the post and the organizational unit in which the action is to be taken.

Part 5 shows the decision of the Director of Administration or the field office director. If the requested action is disapproved or changed the reason is stated as part of the decision.

Part 6 "Concurrence by the Comptroller," is self-explanatory but his concurrence is required only in cases where the Director of Administration's decision causes an increase in the Agency's expenditure.

The above two annexes are considered to be appropriate enclosures to this thesis in order to give an idea about the authority, procedure

and principles pursued by UNRWA in position classification and in the modification of the Manning Table in general.<sup>25</sup> The latter is a preliminary step toward the personnel processes dealt with in the following chapter and, therefore, the general functions of Staff Management are essential for a proper understanding of personnel administration in UNRWA.

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<sup>25</sup>For a detailed analysis of position classification in UNRWA see: Muhammad T. Sadik, "Classification Problems of an International Agency with Particular Reference to Area Personnel" (unpublished Master's dissertation, Department of Political Studies and Public Administration, American University, Beirut, June, 1962).

## CHAPTER III

### THE PERSONNEL PROCESSES

Position Classification. The authority for position classification in UNRWA is contained in Staff Regulations 2.1 and 2.2 wherein it is stated, briefly, that "The Commissioner-General shall make appropriate provision for the classification of posts and staff into salary levels according to the nature of the duties and responsibilities required," and "The Commissioner-General may at his discretion fix special conditions of remuneration and employment for persons appointed for temporary assistance."<sup>1</sup> Beyond that no general principles of position classification have been detailed either in the Staff Regulations or in the Staff Rules. In the latter the page devoted for "CLASSIFICATION OF POSTS AND STAFF" under Chapter II is still, after thirteen years, blank except for the line stating "No Rules issued under this Chapter."<sup>2</sup> This, however, does not mean that the Agency operates without any sort of position classification.

Badre-Meyer Report. The first attempt to establish a comprehensive, Agency-wide classification system started as early as 1950 in the aftermath of transferring the relief activities from the Red

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<sup>1</sup>United Nations Relief and Works Agency, Staff Regulations: Applicable to Area Staff Members (Beirut, July 1, 1957), Regulation 2.2.

<sup>2</sup>United Nations Relief and Works Agency, Staff Rules: Applicable to Area Staff Members (Beirut, June 1, 1962), p. 8.

Cross Society to the newly established Agency. By the end of that year, Professors A.Y. Badre and A.J. Meyer submitted their report on the survey of wages in which they established a hierarchy of UNRWA jobs. Such hierarchy was established as a by-product of a wage survey report in which the reporters presented an employment analysis of the then prevailing employment conditions in local firms, companies and governments and a comparison with wages of UNRWA staff inherited mainly from the Red Cross Society. The frames of reference of the said survey were to make a survey of wages paid by certain institutions, companies, local governments and agencies in Lebanon, Syria, Jordan and Gaza in order to compare them to UNRWA jobs.

The Badre-Meyer report did not establish new classifications or posts but rather recommended a hierarchy of already existing posts, thus attempting to create something of an administrative hierarchy in which positions were more or less classified according to their levels of difficulty, supervision and qualifications required. Accordingly the authors set up a proposed job hierarchy of sixty classifications in which the area officer and the skilled laborer appeared, respectively, at the top and the bottom of the hierarchy in order of importance.

Increase in the Number of Classifications. The sixty classifications designed by the Badre-Meyer report in 1950 have grown, in 1963, to about 500 classifications grouped under 82 occupational groups allocated to 100 occupational codes numbered 00 to 99. Such a rapid

growth in occupational groups over the past thirteen years can, in part, be understood in the light of the huge expansion in UNRWA activities during the same period of time. Very many of the post titles under the different classifications are, however, subdivided into more than one post level (and grade). For instance there are seven levels for the classification of camp leader, ranging from camp leader 'A', grade 10 to camp leader 'G', grade 4.

The growth in the number and diversity of post classifications has continued to increase in spite of efforts to restrict such tendency and reduce the number of classifications. In March, 1960, the A.U.B. Survey Team "recommended that the number of titles be reduced according to the proposed plan... from about 450 to 360" in an attempt to "dispense with the redundant and disguised titles and create more uniformity for management and a more just treatment to the employees."<sup>3</sup> So far this recommendation has not been given priority attention by management and the anomalies in position classification continue, more or less, to exist.

Besides the more or less rapid increase in UNRWA activities, which necessitated a similar expansion in the classifications used, the geographical distribution of the Agency's activities is another pertinent factor which offers a partial explanation for the anomalies in position classification. In so far as the latter aspect is concerned,

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<sup>3</sup> American University of Beirut, The Proposed Position Classification and Compensation Plan for UNRWA, A Report by the Survey Team of the Department of Political Studies and Public Administration (March 1, 1960), p. 17 (mimeo)

the Agency, sometimes, uses different post titles to mean the same group of duties and responsibilities in different fields. The 'Deputy Camp Administrator' in Gaza, for example, carries out mainly, though not exclusively, the duties and responsibilities discharged by a 'Team Leader' in the other fields, while the latter classification is not authorized for Gaza. On the other hand, and due to the variations in the geographical organization of the Agency, the classification of Camp Administrator, for example, is unique to Gaza where the whole field is divided into large camps without the intermediary geographical level of 'Area' as in other fields. Thus the classification is a combination of Area Officer and Camp Leader in Jordan, Lebanon and Syria.

Of less importance, in this respect, is perhaps the heterogeneity of nationalities in UNRWA. Nationals of each country tend to adopt the titles and terminology used in their respective countries. One British national, for instance, insisted on using the term 'Hospital Maid' to denote 'Cleaners'--a more common term in the Agency and with little significant difference of duties and responsibilities.

Position Classification at Present. As defined in the Introduction to the Occupation Classification Manual, Occupation Classification as used in UNRWA is "the determination of the duties and responsibilities of a particular occupation in the Agency..., and its placement on the Agency's salary scale with respect to all other occupations." Occupation classification is a necessary preliminary to post classification defined in the same reference as "the determina-

tion of the duties and responsibilities of a specific Manning Table post, its assignment to a particular occupation and employee category and its placement on the Agency's salary scale:"

According to the current policy and practice in UNRWA there are four dimensions to position classification referred to as 'principles' in official papers.

Classification is based on the division of the total work of Manning Table posts into seventeen levels of difficulty for graded posts (grades 2 to 18) and four levels of difficulty for ungraded posts (U-1 to U-4). These grades exclude those of international posts and posts paid at international level salary scales which, in the Agency, range between grades GS1 and GS4 for the General Services Category, P1 and P5 for the professional category and D1 and D2 for the directors category.

There are two aspects to the classification of any post:

1. The determination of the kind of work in which the position is engaged, which consists of selecting the appropriate title, occupation and post category, and,
2. The determination of the relative level of difficulty and responsibility of the work and, consequently, assigning it to the appropriate grade level.

Posts are evaluated by the post comparison method i.e., by relating them to established standards and comparing them with other posts at the same, higher and/or lower levels in the functional area concerned or elsewhere in the organizational unit concerned or anywhere in the Agency.

To arrive at the appropriate conclusion in this respect, facts concerning a post have to be available; these are obtained from organization charts, post descriptions, desk audits and such other information media as may be pertinent and necessary for the case under consideration.

The problems of position classification in such an international organization as UNRWA may be reviewed in Mr. M. Sadik's thesis which was devoted to a considerably lengthy treatment of the subject as its title, "Classification Problems of an International Agency with Particular Reference to Area Personnel," indicates. However, with the general outlines of the "Management" aspects of personnel administration, as the term is used in UNRWA, outlined in the previous pages, the following parts will consist of a treatment of other personnel processes and conditions of employment.

Recruitment. Recruitment is usually the process by which properly qualified candidates are attracted to the service of the organization through proper and effective advertisement of the job vacancy. Catheryn Seckler-Hudson described it as "that aspect of staffing which secures interest in, and applications for, positions in governmental service."<sup>4</sup> In UNRWA this is normally a process in which the Personnel Office at Headquarters or in the field and the division concerned participate. But besides publicizing the post

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<sup>4</sup>Catheryn Seckler-Hudson, Organization and Management: Theory and Practice (The American University Press, Washington, D.C., 1957), p. 160.



vacancies and completing the personnel actions formalities, both done at the request of the heads of divisions or units concerned, personnel offices have little, if anything, to do in the recruitment of staff.

The process starts when, at the request of the supervisor concerned in the operating unit for which recruitment is made, the personnel office issues a "Vacancy Notice" advertising the vacant post to be filled; the notice usually bears a serial number, the post title, grade and salary, the location (duty station) of the post and a brief job description in which the duties and responsibilities of the post are stated. In addition the minimum education, experience and other qualifications required are stated. Such a Vacancy Notice should, according to regulations, "be advertised within Headquarters and within each Field Office in so far as this is feasible, taking into account the nature of the position to be filled, the time available for filling the position and other relevant considerations."<sup>5</sup>

In UNRWA there is not a great need for "selling" jobs within a community where demand for employment is far higher than supply. Therefore "selling" the job is, most often, limited to posting the vacancy notice and priority is given to UNRWA employees before the job is advertised, normally through the Placement Offices, for outsiders.

The top positions in UNRWA, whether administrative or technical,

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<sup>5</sup>United Nations Relief and Works Agency, "Appointment of Area Staff," Personnel Directive No. A/4 (Beirut, September 1, 1959), para. IV 2 (mimeo.)

are occupied mainly by international staff members. Whenever the Agency finds difficulty in finding the qualified local staff to fill such posts, the latter are designated as international. The effect of such policy has generally been to fill only middle and lower posts by local staff. Though, in an international organization, considerations other than the availability of qualified local staff are normally kept in mind, this policy has been helping in fusing to the Agency expert knowledge of normally highly qualified and time-tested personnel.

Attempts are made from time to time to 'localise' some of the posts in which local employees have been trained. Employment with UNRWA looked highly remunerative in 1950 to all categories of refugees who, either because as stateless they found little opportunities of employment elsewhere or, uncertain of their future as they were, did not venture to accept employment with foreign companies, mostly in the desert. They always hoped to return to their motherland having been deceived, as they were, by promises of immediate victorious return. Although employment with UNRWA at present may not look as attractive as it once appeared, it is still nevertheless the main resort for Palestinians who either lack the proper qualifications for employment elsewhere or, being stateless in some of the host countries, have little chance of getting attractive jobs in government or business.

It should be emphasized in this respect that most of the refugees were unskilled in the early 1950's, a factor which had to be taken into consideration in recruiting for high administrative and technical posts and, consequently, such recruitment had to be made to

the lower and middle posts before promoting promising candidates to higher posts which they normally learned by on-the-job experience.

Selection. The selection of staff for filling posts in UNRWA from among the available candidates is usually more difficult and less susceptible to formality than recruitment. In effect, in a great majority of cases the actual selection of a prospective employee is determined beforehand and precedes the process of recruitment to the extent that the publication of a vacancy notice is reduced to a mere formality which, were it not formally prescribed in the directives, would have been unnecessary.

The provision in the Area Staff Regulations is that "Due regard shall be paid in the appointment, transfer and promotion of staff to the necessity for securing the highest standards of efficiency, competence and integrity."<sup>6</sup> Though this remains a prime factor in selection, it is not necessarily the only one as, on the one hand, efficiency and integrity are not always susceptible to exact measures but are normally coloured by personal value judgements and, on the other hand, filling post by promotion of the next lower employee in the hierarchy appears sometimes as a necessary evil. In selection, neglecting the next lower staff member, though he may not be ideal for the job, is not as feasible and practical as it may look on paper; nor does it contribute to high employee morale. In the majority of cases selection of staff is the prerogative of the division chief or unit

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<sup>6</sup> Staff Regulation 4.3.

head for whom the prospective employee will work, or such unit head should accept such candidates as may be nominated for him by the Personnel Office. In cases where such employees have been imposed on the unit head, the results have not proved to be in the interest of smooth relationships and efficient operations in the unit. Such cases are nevertheless, negligibly few and insignificant.

Other things being equal, there are at least three common denominators governing the selection of staff in UNRWA:

Though it is nowhere specified in the Staff Rules or Regulations, consideration is given to the nationality of the candidate whereby Palestinians, for obvious reasons, are given priority over others. The term, however, does not exclude Palestinians by origin who, either before or since 1948 have acquired the nationality of the host country in which they have resided since that date. In this respect the more legally appropriate term is 'refugee'--there legally being no such nationality as Palestinian. The definition of a Palestine refugee runs as one who had lived in Palestine for two years prior to May 15, 1948 and who, as a result of the Palestine war, has suffered the loss of his means of livelihood. Exceptions to this rule are, however, more than common as several key posts in the Agency are occupied by nationals of the host countries without ever having been Palestinians either by nationality or residence.

Equally important in the selection of staff is what may be referred to as the welfare aspect. Accordingly, other things being equal, ration recipients are given priority over others who, by the

very fact that they receive no rations, are not entitled to the Agency relief services of which employment is considered, by some, to be one form.

Closely related with the above paragraph is the provision that "Except where another person equally well-qualified cannot be recruited, an appointment shall not be granted to a person who is closely related by blood or marriage to a staff member serving in the same country."<sup>7</sup> For the purpose of this provision, a closely related person includes "a husband, wife, father, mother, son, daughter, step-son, step-daughter, brother or sister of a staff member, or other relative living with such staff member in a common household."<sup>8</sup> Such provision, however, does not apply to couples who get married while both are staff members of the Agency.

The intention behind this rule is that, as a form of relief, employment should be spread to as many families as possible. On the other hand, this policy leads to the removal of more refugees from the ration rolls and other UNRWA services as, in all areas, employment by the Agency leads to the removal of its employees from the relief rolls except for some daily-paid staff members in the lower income brackets.

Appointment. Appointment is the process by which the candidate, after selection for a certain job, enters into contractual relationship

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<sup>7</sup>Staff Rule 104.3, para. 1.

<sup>8</sup>Ibid., para. 2.

with the Agency in accordance with which he accepts the terms of employment offered by the organization. Such offer and acceptance, it is important to note, are made exclusively in accordance with the Rules and Regulations of UNRWA itself irrespective of the provisions of any other labour law. Thus though local labour codes and conditions cannot be neglected, they do not normally form part of the contract between UNRWA and its staff except where specifically stated in the contract.

After selection has been made appointment becomes the concern of the Personnel Division at Headquarters and/or its field offices.

UNRWA local staff are normally appointed on 'temporary indefinite' basis, a term which applies to the great majority of local staff appointments and designates employees who work full-time, i.e., every working day, and are paid on monthly basis.

Other appointments are made for terms less than 'temporary indefinite.' Appointment may be made for a fixed period of time, e.g., three months, six months, etc. Except for difference in the time-limit of the appointment, these employees are similar to those appointed on temporary indefinite basis in that they work full-time every working day and are paid on monthly basis. Similarly part-time appointments are utilized to meet the Agency needs during peak periods of work or to fulfil such tasks as do not require full time, monthly paid staff. Some semi-skilled or unskilled staff, such as labourers, cleaners, etc., are appointed and paid on daily basis. Though some of them are paid monthly, such payment is made on the basis of the number of working days per month to the exclusion of Sundays and holidays.

Normally, appointment is initially made for a probationary period of one to three months during which the staff member is kept under trial before the appointment is confirmed by the Personnel Office upon notification by the immediate supervisor that his performance during the probationary period has been satisfactory.

Under all circumstances no appointment can be made unless a post, duly authorized by the Director of Administration and funded by the Comptroller, is made available. Thus the role of the Personnel Office in this respect is limited to filling established posts by candidates chosen by the division chief of the operating unit.

Outside Activities and Interests. In an effort to maintain its neutrality and detachment from the different interests and movements in the area of its operations, whether political or otherwise, UNRWA expects that its staff be as neutral and detached from such activities as possible. As part of such neutrality the Agency restricts the outside activities of its employees in an effort to keep their attention and allegiance to the organization they serve and its interests. Accordingly, it is law that "Staff Members shall not engage in any continuous or recurring outside occupation or employment, including self-employment, without the prior approval of the Commissioner-General."<sup>9</sup> Among such activities, in particular, is association with the management of, or holding a financial interest in any business

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<sup>9</sup>Staff Rule 101.4, para. 1.

concern, "if it were possible for him to benefit from such association or financial interest by reason of his official position with the Agency."<sup>10</sup> The mere holding of shares or interests in a company, however, does not constitute an infringement of this rule" unless such holding constitutes a substantial control."<sup>11</sup>

Equally prohibited, in law at least, are such activities as "issuing statements to the press, radio or other agencies of public information, speaking in public, taking part in film, theatre, radio or television production and submitting articles, books or other material for publication."<sup>12</sup>

On the other hand, in order that the Agency maintain its neutral and apolitical character as a relief organization and as a subsidiary member of the United Nations, it is provided that:

Staff members shall not engage in any political activity which is inconsistent with their obligations under the Staff Regulations or with their status as staff members of the Agency. Accordingly, while retaining their rights to vote and their own personal convictions, staff members shall not publicly support or publicly associate themselves with any political party, movement, group or candidate or with any political controversy, but shall so regulate their conduct as to maintain and protect at all times the impartiality and fundamentally apolitical character of the Agency."<sup>13</sup>

An infringement of the foregoing rule and engagement in political activities contrary to its provisions "may on this ground alone be declared guilty of serious misconduct... and be summarily dismissed..."<sup>14</sup>

<sup>10</sup> Ibid., para. 2.

<sup>11</sup> Ibid., para. 3.

<sup>12</sup> Ibid., para. 4.

<sup>13</sup> Staff Rule 10L.5, para. 1.

<sup>14</sup> Ibid., para. 2.



Practically, however, the picture is not as dim for politically-minded local staff as it may appear in the first reading of the Staff Rules; nor are the rules pertaining to outside activities and interests so rigidly applied as to stand as an obstacle in the employees' way to further after-office hours earnings in different walks of life. As one of the solutions for the "outside Activities and Interests Rule," the Administration has found the clue in permitting staff members to engage in such activities "provided that the decision of the Commissioner-General may be made conditional upon the staff member's transfer to some other Area Staff post in which the outside activities or interests of the staff member will not constitute an infringement of the Staff Rules."<sup>15</sup> Accordingly quite a large number of staff have afternoon jobs and/or private businesses.

Staff Movements. The term covers four sub-headings which will be treated hereunder: promotion, demotion, transfer and termination of service.

Promotion. Promotion, as distinguished from annual salary increments, is the movement of a staff member to a grade higher than that of the post he occupies. As in the case of appointment, promotion depends on the availability of a vacant post to which the employee is to be promoted. Procedurally the process follows almost the same steps and measures taken upon a new appointment. In other words, the new

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<sup>15</sup> Personnel Directive No. A/4, op.cit., para. IV 3.

vacant post should, as a rule, be advertised, applications submitted and selection for the new post by the supervisor concerned. Selection of a staff member for the new post, higher than the one he occupies, is promotion.

The process takes a different form when the employee is reclassified, within and together with the post he fills, to a higher grade. This is perhaps one of the spots where staff management has to keep its head and be carefully objective as this is an instance where confusion is made between the post and the incumbent. A modification in the manning table to the effect of reclassifying a post or regrading it is ideally a process totally unrelated to the incumbent of such post. The reclassification and/or regrading of a post should be evaluated, and judgement should be rendered with the incumbent, his qualifications, performance and/or family status out of question as such factors form part of the merit rating of the employee and are not properly factors affecting position classification.

However, being under direct pressure from their subordinates for promotions, and seeing that increase in the number of staff with higher grades under their direct supervision would possibly bring about their own promotion to keep the balance in the unit, direct supervisors normally exert a great degree of pressure on Staff Management for reclassifying upward those posts under their direct supervision. Thus it is not uncommon to find that supervisors are constantly in favour of upward reclassifications, and in several cases on bases totally alien to proper position classification. Therefore justifications

submitted by line supervisors in support of upward reclassifications have included one or more of such statements as:

The incumbent has been in his present post and grade for so many years;

The family of Mr. X--the incumbent of the post--has considerably increased over the post several years and, consequently, he cannot in his present grade make ends meet;

The incumbent has proved to be highly efficient, honest and loyal to his job.

Though in other cases such justifications are not put as bluntly as that, they are normally implied in the request to upgrade the post. Thus, in some cases, promotion of the incumbent turns out to be the prime consideration in requests for post actions submitted to management by the line supervisors.

Apart, however, from such justifications the promotion of a staff member as and when his post is upgraded comes usually as a matter of routine, though position classification-wise the incumbent might not be the most suitable candidate for the post at its new higher level of responsibility and grade level. To illustrate, it may be supposed that a certain staff member occupies a post of Clerk 'A', grade 7 and the post, upon increase in its responsibilities is reclassified to Chief Clerk Grade 9 for strictly position classification considerations totally unrelated to the incumbent; practically, and in the great majority of cases, the same incumbent is promoted from Clerk 'A' to Chief Clerk.

Unlike some organizations--government services in particular--UNRWA follows an "open door" policy on promotion, whereby the latter

is not restricted, practically at least, by such considerations as formal education, number of years in a certain grade of the cadre or such other considerations as may categorize the staff, within the same category in the manner applied, for instance, in the Lebanese civil service. Though qualifications count, the term is not very dogmatic and may be interpreted, except in a few professional posts, by the direct supervisor concerned.

This is not to suggest, however, that categorization and standardization of occupations are totally neglected but the approach is more pragmatic than dogmatic. Part three of the Occupation Classification Manual, the standard document on occupation and position classification in UNRWA, is intended "to designate those occupations in which the salary grading of any manning table post established thereunder is determined by the qualifications of the incumbent, and to establish the minimum qualifications required in such cases." Accordingly, minimum qualifications have been specified for certain posts and occupations into which no appointment or promotion may be made unless the candidate or staff member meets the required standard specified for the post. This part of the Occupation Classification Manual is, nevertheless, still far from complete except for provisions governing the appointment and promotion of general education teachers, and training instructors.

The effect of such promotion policy has been two-fold: In the first place on-the-job experience has been more rewarding, promotion-wise, than formal education; on the other hand, and as a result, the

mobility of staff within the organization has been considerable to the extent that climbing from lower junior to high senior posts has not been difficult or rare for quite a number of UNRWA employees.

Demotion. "Demotion is the transfer of a staff member from his post to another post at a lower grade or to such lower grade within the same post." It normally takes place from the grade in which the staff member is presently established to the next lower grade, "the step to be occupied in the lower grade to be determined by the principle that demotion involves a loss of base salary but that the loss may be minimized at discretion."<sup>16</sup> Where such demotion involves a move from a graded to an upgraded post" the staff member must be terminated under staff Regulation 9.1."<sup>17</sup>

The term as a disciplinary measure should be distinguished from 'downgrading' which differs from demotion both in form and in substance. In other words, every demotion involves downgrading, but the latter term need not always mean a demotion. Though sometimes the two measures lead to the same result, i.e., lower grade for the employee, their connotations remain different.

Downgrading, unlike demotion, occurs under the following circumstances detailed in the Personnel Directives as follows:

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<sup>16</sup>United Nations Relief and Works Agency, "Disciplinary Measures," Personnel Directive No. A/10, (September 1, 1959), para. 16A (mimeo.).

<sup>17</sup>Ibid., para. 16C. Staff Regulation 9.1 provides that "The Commissioner-General may at any time terminate the appointment of any staff member if, in his opinion, such action would be in the interest of the Agency."

As an alternative to termination, e.g., where the services of a particular staff member are no longer required in his existing post and grade, and there is no alternative suitable vacancy at that grade to which he can be transferred with the result that the only choice is termination or re-assignment by mutual agreement at a lower grade;

As an alternative to termination, e.g., where the staff member has not received a satisfactory Periodic Report for 12 months due to innate incapacity to perform the assigned duties but it is believed he has the capacity to perform satisfactory service in a post with less responsibilities;

On the request of a staff member, e.g., a Handi Crafts Instructor requests to return to academic teaching and his academic qualifications merit only a lower grade;

As a result of a general reclassification of grades, salaries and posts.

It is stated in the Personnel Directives that when a demotion as a disciplinary measure occurs "it will be to the base of the lower grade and normally an annual increment shall be due twelve months after the effective date of the downgrading." However, as an encouragement to good services:

... Consideration may be given to granting the annual increment on the date at which it would have been payable if the demotion had not occurred or at such other date as authorizing officers may approve providing that a satisfactory Periodic Report is received immediately prior to that date.<sup>18</sup>

On the other hand, when a downgrading occurs as an alternative to termination, as in the above-cited example, "it will be to the step

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<sup>18</sup>United Nations Relief and Works Agency, "Salaries and Related Allowances, " Personnel Directive A/3, (September 1, 1959), para. IV 2A-D (mimeo).

<sup>19</sup>Ibid., para. IV 4.

in the lower grade which gives a salary most proximate to the salary received at the date of the downgrading providing however that it is not a greater amount."<sup>20</sup>

When downgrading occurs at the request of the staff member it will normally be to the base of the lower grade. His next annual increment, on the other hand, depends upon his previous performance in the higher grade as shown by the periodic reports.

No rule as far details the policy upon downgrading as a result of a general reclassification; the provision in the Personnel Directives is that, in such cases, "Directives will be issued by the Director of Administration to cover such situation."<sup>21</sup> Practically, however, and in the majority of cases, salaries of employees whose posts are reclassified to a lower grade are kept 'protected' at the grade levels of their posts before the downgrading of those posts. Except in such cases, and since most cases of downgrading are alternative to termination, "all forms of protected salaries have been abolished,"<sup>22</sup> but though this rule had been promulgated in 1959, there is a lot of evidence to the contrary where several staff members have maintained their grades even when their transfer to posts lower than their own has been an alternative to termination.

'Protected Salary', as used in the foregoing pages and in

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<sup>20</sup> Ibid., para. IV 5 and 6.

<sup>21</sup> Ibid., para. IV 8.

<sup>22</sup> Ibid., para. IV 11.

UNRWA personnel administration, is a policy in accordance with which a staff member's salary is kept "protected" at its existing rate though, for one reason or another as indicated above, such salary should otherwise be reduced to the amount due to him at his new lower grade level. In this respect, a link may be made between such policy and the Agency's nature as a relief organization which is concerned, as such, with the welfare of its employees-clients, the great majority of whom are refugees.

Transfer. Transfer may take the form of moving a staff member from post to post in the same grade and pay level within the same organizational unit or between different units in the same field or from one field to another. The latter instance is termed "change of official duty station" and takes place "when a staff member who has been appointed to serve in a particular country for an indefinite period or for a fixed period exceeding six months is transferred to a post in another country for an indefinite period or for a fixed period exceeding six months."<sup>25</sup> All such changes of duty station are "coordinated and approved by Chief, Personnel Division at Headquarters. On receipt of a letter of authority from Chief, Personnel Division to change the duty station of a staff member "the releasing and receiving offices shall issue Personnel Actions to that effect."

Apart from the above, 'local transfers' are within the authority of field directors who may transfer any staff member under

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<sup>25</sup>Staff Rule 107.9, para. 1.



their jurisdiction from any post or installation to another within the same field. Such transfer or re-assignment of a staff member within the same field or duty station, whether on a temporary or indefinite basis "shall not constitute a change of duty station or a temporary assignment for the purpose of these Rules..."<sup>24</sup>

It may be recalled, in connection with the authority to transfer staff members within the same field, that field directors are authorized, in addition, to transfer any posts established on their Field Manning Table; but though local transfers of staff may be delegated to field administration officers, the authority to transfer posts is vested solely in the field directors and may not be delegated.

Temporary assignment, on the other hand, takes place when a staff member is assigned to duties "in a country other than the country of his duty station for a temporary period not exceeding three months,"<sup>25</sup> during such period the staff member is said to be attached or loaned to the Agency's office in the country of temporary assignment. Distinction in this respect should be made between duty travel and temporary transfer. The latter term applies as and when a staff member assumes duties normally performed by another staff member in the area to which he is transferred or when the basic duties are associated with functions to be performed in that area. Duty travel, on the other hand, is the term used when a staff member travels to a country other than

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<sup>24</sup>Staff Rule 107.11, para. 1.

<sup>25</sup>Ibid., Staff Rule 107.10, para. 1.

that of his duty station to perform functions forming part of his own duties in that country.

Separation from Service. Separation from service has several aspects and different forms some of which have been abolished in the last revision of the Staff Rules in 1962. Treatment of the different forms of separation will be dealt with on the basis mainly of such treatment in the Staff Regulations, Rules and Personnel Directives.

The authority for separation from service in general may be traced back to the Staff Regulations which, it may be remembered, are promulgated under the authority of paragraph 9 of Resolution 302 (IV) adopted by the General Assembly of the United Nations on the 8th of December 1949. These Staff Regulations form the authority for all processes and aspects of personnel administration in UNRWA. In respect of separation special reference may be made to Regulation 9.1 which stipulates that "The Commissioner-General may at any time terminate the appointment of any staff member if, in his opinion, such action would be in the interest of the Agency." Accordingly, the Commissioner-General is the ultimate authority for this, as well as all other actions, taken by the Agency officials on his behalf.

Termination. Termination is one form of separation from the service "initiated by the Agency... by giving to a staff member a written notice of termination as required under staff Regulation 9.3" which stipulates that "a staff member whose temporary appointment is to be terminated shall be given not less than 14 days written notice of

such termination or such notice as may otherwise be stipulated in his letter of appointment."<sup>26</sup>

Termination in this manner should be distinguished from summary dismissal which will be treated in subsequent paragraphs. However, the decision to terminate a staff member should, as a rule, be communicated to him by means of a letter informing him of the decision and specifying the period of notice given to him and the effective date of such termination.

The authority to terminate a staff member is delegated to Chief, Personnel Division at Headquarters for Headquarters local staff and to the Directors of UNRWA Affairs/Operations in the fields for the staff under their respective jurisdictions. Field directors may, and unusually do, delegate such authority to Field Administration Officers or Field Personnel Officers; but any further sub-delegation of such authority to officials lower in level than the Field Administration Officers requires the prior written approval of the Director of Administration at Headquarters.

Though according to the provisions of Staff Rules and Regulations no justification need be given to the staff member for his termination except that such action is "in the interest of the Agency," two main causes underlie such form of separation from service:

- The incapability of a staff member to carry out properly his duties and obligations pertaining to his post. Practically,

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<sup>26</sup> Staff Rule 109.1, para. 1.

however, a staff member is normally given several chances for proving his ability in different, usually less responsible posts when he fails to perform properly such duties and responsibilities in his original post.

- A general reorganization to the effect of rendering redundant a large number of posts is the second basis for the termination of such staff members who happen to occupy those posts. Where the administration finds the possibility of re-appointing some of those employees in some other posts, though the implementation of the plan might take a longer time than it would have taken, it normally follows that course in an attempt to avoid any adverse effects on its employees.

Retirement on Grounds of Age. It is policy that "a staff member shall not be retained in active service after having reached the age of 60 years unless, in the interest of the Agency, the Commissioner-General authorises an extension of his age limit".<sup>27</sup> Such extension is only approved in the most exceptional cases "where the extent to which the Agency's interests in an extension are fully demonstrated and approved,"<sup>28</sup> but in no case a staff member's service may be extended after having attained the age of 65 years. Notwithstanding these provisions, and in the case of the teaching staff only,

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<sup>27</sup> Staff Rule 109.2, para. 2.

<sup>28</sup> United Nations Relief and Works Agency, "Separation from Service," Personnel Directive No. A/9 (Beirut, September 1, 1959), para. II A (mimeo.)

the Field Directors are authorized to extend the service of a teacher by a few weeks "to the end of the term in which retirement would normally have taken place."<sup>29</sup>

Requests by supervisors to extend the service of their staff members beyond their retirement age are authorized by the Chief, Personnel Division at Headquarters and Directors of UNRWA Affairs/Operations in their respective fields; but such extension should not exceed one year. In all cases, however, where the service of an employee is to be extended, the staff member is required to undergo medical examination by a doctor nominated by the field health officer who should certify that the staff member "is not incapacitated from the normal performance of his normal duties."<sup>30</sup>

Abandonment of Post. A staff member may be separated from service if he "voluntarily absents himself from duty and such absence neither has been authorized nor is subsequently authorized<sup>31</sup> in accordance with current rules and regulations. When such a staff member does not report for duty or submit any written explanation of his unauthorized absence, authority is delegated to Chief, Personnel Division at Headquarters and field administration officers in the field to send a letter to the staff member by registered mail and with a request for return receipt, "whenever possible" calling him to report for duty or

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<sup>29</sup>Ibid., para. III 1B.

<sup>30</sup>Ibid., para. III 1B.

<sup>31</sup>Staff Rule 109.4, para. 1.

submit an acceptable justification for his absence within a specific period of time. A failure on the part of the staff member to report for duty within the date stipulated in the letter may lead to his separation from service unless, for very exceptional reasons, a different measure is taken against the staff member. In the latter instance the matter should be referred to the Director of Administration at Headquarters or field directors in the fields for decision.

Expiry of Fixed-Term Appointment. Fixed term appointment is either appointment to a fixed term post, i.e. one established for a definite period of time, e.g., for six months, or appointment to a permanent post but for a definite period of time as in cases where such appointment is for the sake of replacing a staff member on annual or sick leave.

A fixed term appointment of a staff member comes to an end on the date of its expiry "without prior notice on the expiration date specified in the letter of appointment. A staff member holding a fixed term appointment shall automatically be separated from Agency service on the expiration date of that appointment, unless he has been reappointed or otherwise separated prior to that date.<sup>32</sup>

Thus, whereas separation from service in normal cases is due to causes pertinent to the incumbent, separation in this case is due to the post irrespective of the merits of the employee who occupies it. Distinction may as well be made between separation from a fixed-term

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<sup>32</sup>Staff Rule 109.5.

post and separation from other posts on other grounds. It may be recalled that area staff members should, necessarily, be appointed on "temporary indefinite basis"--a term which does not apply to staff members appointed for a fixed-term and consequently, the latter are not area staff, i.e., "A" category employees. Unlike area staff members, an employee separated due to the expiry of a fixed-term appointment would not be eligible for the separation benefits which accrue to area staff members upon separation. In other words, fixed term employees, normally appointed for not more than six months, are not participants in the Provident Fund--a concept which will be discussed in the next chapter. Such action is justified by the policy that "it is not intended that fixed term appointment should be issued to Area Staff Members except only a short term basis in cases where a special justification exists."<sup>33</sup>

When area staff members are to be appointed for a fixed term of duration (e.g. for a period of six months or, in any event, for less than one year), it is considered by the Agency to be a "normal United Nations practice" that upon the expiry of such an appointment "no termination or separation benefits become payable."<sup>34</sup>

Distinction is made by the Agency between this case and cases where fixed term appointments are terminated before or extended beyond the date specified in the letter of appointment. Detailed rules and

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<sup>33</sup> Personnel Directive A/9, op.cit., para. 3.

<sup>34</sup> Ibid., para. IV 4.

regulations have not so far been issued to cover such cases though it is noted that more detailed instructions on this subject will be issued "in the near future following the completion of certain enquiries which are now in progress."<sup>35</sup> That was in September, 1959; but because such detailed instructions have not been finalized yet, authority for the appointment or separation of fixed-term staff is still centralized in the Headquarters. Nevertheless, the present practice is that prior notice is given to a fixed term staff member if he is to be terminated prior to the normal expiry of his appointment; if such appointment is to be extended beyond the original date another letter of appointment is issued extending the service of the employee.

Resignation. Resignation is a form of separation from service always initiated by a staff member by means of a written letter of resignation specifying his intention to leave the service of the Agency. In a letter of resignation, a staff member is required to give the Agency "such period of notice as is provided for in his letter of appointment and, if such period is not specified, "not less than 14 calendar days' notice," or such other period of notice as the Commissioner-General may at his discretion accept."<sup>36</sup>

Except where resignation takes effect upon completion of maternity leave, or following sick or special leave, "staff members

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<sup>35</sup> Ibid., para. IV 4.

<sup>36</sup> Staff Rule 109.6, para. 1.



shall continue to perform their duties during the period of notice of resignation." The Commissioner-General may, "at his discretion" release a staff member from his duties before the expiration of the notice period.<sup>37</sup>

Disciplinary Actions. Cases that are likely to lead to the application of disciplinary measures normally vary in nature and degree of seriousness to the extent that no complete list of such actions as may necessitate disciplinary actions can be established. Nevertheless four examples of instances where disciplinary actions would be imposed are listed, so far, in the personnel records of UNRWA:

Failure to carry out and discharge the basic duties and obligations specified in the Agency's Rules, Regulations and Directives;

Failure to comply with contractual obligations;

Failure to comply with written or oral instructions of supervisors; and,

Repeated relatively minor departures from the above standards.<sup>38</sup>

There are five forms of disciplinary measures applied by the Agency:

Written Censure: defined as:

Letter addressed to a staff member by the Agency in which he is advised of the reasons for censure. Depending upon the circumstances, a written censure may contain a warning that, if no improvement is forthcoming (if necessary within a stated period of time), either disciplinary measures or administrative action (e.g. transfer to another post) may be taken.<sup>39</sup>

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<sup>37</sup> Staff Rule 109.6, para. 4.

<sup>38</sup> Personnel Directive No. A/10, op.cit., para. I 1.

<sup>39</sup> Ibid., para. I 4.

Suspension without Pay. As a disciplinary measure, suspension without pay is "the retention of the staff member for a limited period of time during which no salary or other emoluments will be paid."<sup>40</sup> Such suspension should not exceed fourteen days during which the staff member so punished is relieved of his duties for the whole period of suspension.

This form of disciplinary action should be distinguished from "suspension pending investigation" which may be with or without pay. The latter measure is resorted to when investigation is to be made to find out whether any or all of the following are established:

- Whether there is charge of serious misconduct or misconduct;
- whether the charge is prima facie well founded;
- whether staff member's continuance in office pending an investigation would prejudice the interest of the Agency.<sup>41</sup>

The decision to suspend a staff member with or without pay depends on whether all of the above three elements are present; but where suspension is to be made without pay for a period exceeding fourteen calendar days the prior written approval of the Director of Administration should be obtained.

Thus, whereas suspension without pay as an end is a disciplinary measure, such suspension pending investigation is not "initially a disciplinary measure though it might become one if the charges against

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<sup>40</sup> Ibid., para. I 5.

<sup>41</sup> Ibid., para. II (A).

the staff member are established upon investigation.

Demotion. Is the transfer of a staff member from his post to another at a lower grade level. Such demotion is normally from the grade in which the staff member is established to the next lower grade, the step to be occupied in the lower grade to be determined by the provision that "demotion involves a loss of base salary but that the loss may be minimised at discretion."<sup>42</sup>

A staff member demoted for disciplinary reasons would not be subsequently promoted without the authority of the Chief, Personnel Division at Headquarters or field directors in their respective fields "who will personally review each case."<sup>43</sup>

Termination for Misconduct. Normally ordinary termination for reasons other than misconduct does not constitute a disciplinary measure; but where a staff member's appointment is terminated on the specific ground of misconduct, then this "and no other case of termination" will constitute a disciplinary measure" although without affecting entitlement to separation benefits."<sup>44</sup>

Summary Dismissal for Serious Misconduct. Actions of this nature are effected under Staff Regulation 10.3 which provides that "The Commissioner-General may summarily dismiss a staff member for serious misconduct." If, however, a case is of such a nature that,

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<sup>42</sup> Ibid., para. 16 A.

<sup>43</sup> Ibid., para. 16 B.

<sup>44</sup> Ibid., para. 17.

if proven, the disciplinary action is likely to be summary dismissal for serious misconduct or termination for misconduct" great care must be taken to ensure that there is no miscarriage of justice."<sup>45</sup> This latter provision is further substantiated by the provision that "if the evidence is incontrovertible the necessary disciplinary measure may be taken to establish the relevant facts beyond all reasonable doubt."<sup>46</sup> Such fact finding tasks are normally entrusted to a board of enquiry appointed from among the staff members by the field director or Director of Administration "with very specific terms of reference." The board should be required to "give answers to specific questions designed to assist the field director or Director of Administration to establish the facts and to determine whether or not disciplinary action should be taken."<sup>47</sup> A board of enquiry so established should be limited to fact finding and should not go beyond that to recommend the course of action that should be taken.

It is of particular interest to note that separation from service is resorted to, as a disciplinary measure, in few and extreme cases only and when the case of the staff member concerned is hopeless. Other disciplinary actions are resorted to as substitutes for summary dismissal or other forms of termination. Demotion, for one, is normally considered as a discretionary alternative to termination for misconduct. Even after disciplinary actions are imposed, staff

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<sup>45</sup> Ibid., para. 18 B.

<sup>46</sup> Ibid., para. 18 C.

<sup>47</sup> Ibid., para. 18 C.

members have considerable opportunities of recovering their positions for "it is a matter of policy" that staff members who have been demoted or censured" shall be given reasonable opportunities to resume their former position... if their conduct improves."<sup>48</sup>

Administrative Remedies of Staff. Just as disciplinary measures in UNRWA are governed by the Agency's rules and regulations to the exclusion of other, particularly local, laws, so does the Agency provide, under the same rules and regulations, for administrative remedies of staff in case any of the disciplinary actions provisions are misused. The machinery set up for staff appeals is the joint appeals board set up under the provisions of the staff regulations which provide that:

The Commissioner-General of UNRWA shall establish a Joint Appeals Board with staff participation to advise him in case of any appeal made by a staff member against an administrative decision to terminate him, in respect of which he alleges the non-observance of his terms of appointment including all pertinent regulations and rules, or against disciplinary action under Regulation 103.<sup>49</sup>

The board is a fact-finding group which submits its findings to the Commissioner-General who has the final word in accepting or rejecting its recommendations. As such the board is "an advisory body" which:

in the case of an appeal against a decision based on inefficiency, relative efficiency or redundancy of a

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<sup>48</sup>Ibid., para. IV B.

<sup>49</sup>Staff Regulation 11.1. Staff Regulation 103, referred to above provides that "The Commissioner-General may summarily dismiss a staff member for serious misconduct."

staff member... shall not consider the substantive questions of efficiency or redundancy, but only evidence that the decision has been motivated by prejudice or by some other extraneous factor.<sup>50</sup>

The Board is composed of three staff members:

A chairman, selected from a panel of responsible officials of the Agency appointed annually by the Commissioner-General after consultation with the Staff Association concerned, if and when formed;

One staff member appointed annually by the Commissioner-General

One staff member elected annually by ballot by the staff.<sup>51</sup>

Though no specification is made as to whether such staff participating in the board should be local or international, the actual membership consists of a combination of the membership two categories. For the purpose of electing members to the joint appeals board, staff members are divided into five electoral units comprising staff members at Headquarters and each of the four fields. For the purpose of each appeal "the elected member of the Joint Appeals Board shall be the member elected by the electoral unit to which the staff member whose appeal is to be considered belongs."<sup>52</sup> Alternate members are elected to replace an elected member of the board in case the latter is disqualified or unable to attend the sessions. All members of the joint appeals board and the alternate members are eligible for re-election or re-appointment.

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<sup>50</sup>Staff Rule III.1, para. 3.

<sup>51</sup>Staff Regulation II.1, para. b.

Procedure for Appeal. Area staff members appeal to the board as the last resort for reverting or over-ruling a decision by the administration to terminate him or take a disciplinary action against him. Attempts to reverse such decisions should be made, before appeal, with the administration itself and that by requesting the field director concerned or the Director of Administration to reconsider such decisions taken by the field administration officer or the Chief, Personnel Division at Headquarters. In case of appeal to the administration itself, any decision affecting a staff member is open for reconsideration by higher authorities. Decisions appealed to the joint appeals board are, on the other hand, more limited and fall under fewer categories.

Failing to revert a decision to terminate or punish him, a staff member may carry his case to the joint appeals board by submitting a written appeal in which he should specify his allegations to the secretary of the joint appeals board within specific time-limits which in any case should not exceed two weeks after the staff member has received a reply from the Director of Administration or the field director or, if no reply has been received, within two weeks from the date of the staff member's letter to the above-mentioned officials. Except in a few exceptional cases where the joint appeals board may waive such time limits, an appeal shall not be receivable unless the time limits have been met.

Upon receiving an appeal from a staff member in the foregoing manner the secretary of the board transmits one copy of the appeal to

the Agency's administration which should prepare its reply thereto within three weeks. As part of this reply the Chief, Personnel Division or the field administration officer, as the case may be, are required "to prepare an accurate and comprehensive summary of the case in a form suitable for use as an annexure to the Agency's reply to the Joint Appeals Board."<sup>53</sup> If the appeal case arises from the field, the field administration officer should prepare the case and forward it to Chief, Personnel Division at Headquarters who prepares a summary of the case and forwards it, in turn, as soon as possible to the General Counsel for review and for the insertion of such legal arguments as may be required. Thereupon, the General Counsel submits the Agency's reply to the board which starts consideration of the case only after receiving the Agency's reply to the allegations of the appellant. The board is convened by the Director of Administration upon request to do so by the secretary of the board who notifies the appellant of its composition. The appellant may choose another staff member to present his case to the board if he so wishes, but such representation may not be entrusted to a person who is not a staff member of UNRWA.

Proceedings before the board are normally "limited to the original statement of appeal, the administration's reply thereto, and supporting evidence." In addition to such statements and counter-

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<sup>53</sup> Personnel Directive A/11, op.cit., para. 5.



statements as may be submitted by the appellant and the administration, the board "may authorize the submission, either orally or in writing, of brief statements and rebuttals."<sup>54</sup>

In formulating its conclusions on the case, the board has authority to call before it members of the Agency staff who may be able to provide information concerning the issue under consideration and, having in mind that it should submit its report to the Commissioner-General within four weeks after undertaking consideration of an appeal, the board is authorized "to impose a time limit for the production of any such additional statement or evidence which it may request."<sup>55</sup>

The filing of an appeal case does not automatically suspend the action against which the appeal is made. Only the decision of the Commissioner-General can annul the decision if the case is brought before the joint appeals board. The Commissioner-General is not bound to accept the findings and recommendations of the board whether arrived at by majority or unanimous vote. Such recommendations are submitted to the Commissioner-General in a report which must include a summary of the proceedings in the appeal as well as the board's recommendations. Votes on the recommendations should be recorded, and any member of the board may have dissenting opinion included in the report. As an intermediary step the report of the board is submitted to the general counsel who, upon instructions from the Commissioner-

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<sup>54</sup> Staff Rule 111.3 para. 9.

<sup>55</sup> Ibid., para. 10.

General, prepares for the latter's signature "a letter notifying the staff member of the decision reached by the Commissioner-General."<sup>56</sup>

The Area Staff Association. The first Staff Association in UNRWA was established in October, 1955. Since that date the Association has undergone several changes two of which are significant:

When the establishment of the Association was first contemplated by the administration, the intention was to establish one association for the whole staff, local and international, as it was thought such a measure would, to some extent, break down the artificial barrier between international and area staff. The experiment was applied for some time before the Association was broken into two, one for the local staff and another for internationals.

The intention of the local staff of UNRWA was then to set up one association for the whole Agency area staff in the Headquarters and the fields rather than separate associations in the respective fields. This plan was never realized as the Agency has not allowed an Agency-wide association. Such standing is in conformity with the staff rules which provide for the establishment of "separate staff associations."

As an illustration of the existing staff associations, the basic characteristics of which are almost identical, the Headquarters association may be taken as an example.

Staff associations are established by means of adopting a

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<sup>56</sup>Ibid., Para. 8.

statute by a two-thirds majority vote of the local staff members serving at the field or Headquarters for which the association is established, "provided always that such statute and any and all amendments thereto are approved in writing by the Commissioner-General."<sup>57</sup>

The purpose of the Headquarters Staff Association, the statute of which was approved by the Commissioner-General in December, 1960, is:

... to contribute to the promotion of the objectives of UNRWA by the efficient and loyal discharge of the functions assigned to the Agency;

to promote and safeguard the rights, interests and welfare of the staff;

to promote recreational and social activities among all members of the staff.<sup>58</sup>

These objectives are common to all other area staff associations in UNRWA as the first and second items quoted above are stated, in addition, in paragraph 5 of Staff Rule 108.1. These objectives are pursued, nevertheless, by the following means, among others:

The setting up of the organs specified (in the Statute) for the purpose of enabling the Staff to form and voice its opinion;

Cooperation with and recommendations to the Commissioner-General of UNRWA.

The functions of the Association are exercised through:

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<sup>57</sup>Staff Rule 108.1, para. 4.

<sup>58</sup>United Nations Relief and Works Agency, Headquarters Area Staff Association, The Statute (December, 1960), Article 2 (mimeo.)

The ordinary or extraordinary staff assembly which consists of "more than one third of the Staff Association members being present,"<sup>59</sup> and,

The executive committee, consisting of seven members elected from among the members of the Association by the general assembly.

Nevertheless, for various reasons the area staff associations in UNRWA have not been able to act effectively as "pressure groups" in the manner of most such labour groupings.

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<sup>59</sup>Ibid., Article 7 (b).

## CHAPTER IV

### REMUNERATION AND EMPLOYEE BENEFITS POLICY

General Considerations. The remuneration and benefits policy in UNRWA, as in other organizations, is a compliment to position classification and personnel administration in general. The general principle in public personnel administration literature, in the determination of salaries and related allowances is that of "equal pay for equal work."

As a legislative function the determination of the salary scales and related allowances and benefits is a prerogative of the Commissioner-General of UNRWA who, assisted by the Cabinet, fixes such remuneration policy as he finds appropriate and necessary for the recruitment of such proper staff as may be necessary for the implementation of the Agency's policies and programs. Whereas the wages, allowances and fringe benefits applicable to the international staff of the Agency are governed by similar criteria in the United Nations and its subsidiary organization, UNRWA included, the remuneration policy applicable to the locally recruited staff of the Agency is governed more by local factors, including the local labor market and, hence, bear little resemblance to the international staff salaries and fringe benefits. Though as a United Nations organization UNRWA is not bound to comply with the local labor laws in the respective host countries, the impact of such laws and other local conditions cannot be

completely ignored.

On the other hand, as a United Nations organization, UNRWA aspires to be a 'good employer', if not 'one of the best employers in the Area', but sometimes the Agency is not certified to have achieved that purpose.

Thus according to the A.U.B. Survey Team which surveyed, in 1959, the Agency's position classification and compensation plans:

The position which UNRWA now occupies as an employer is not satisfactory in light of the Agency's desire to be regarded as 'a good employer' on the local scene. The salaries paid, both adjusted and unadjusted, are well below the maximum found in the area, generally that paid by the foreign oil companies. More specially, UNRWA's salary levels are above the mid-point of the range found for a position in only two of the twelve bench mark positions checked, and for three of the positions UNRWA represents the minimum.<sup>1</sup>

Reference by the reporters to oil companies is of special significance since such companies normally represent the highest compensation level in the area. Reference has not been made to comparison between Government and UNRWA rates of pay which would show very favorable rates for the Agency. Nevertheless, the Agency adjusted its salary scale, in 1960 and subsequent to the A.U.B. Survey Team's recommendations, by increasing the old rates by an average of 15%.

Treatment of the UNRWA compensation policy in this thesis will be made on the basis of the 1960 rates and, for practical reasons related to the concepts adopted by the Agency, will follow, more or less, the pattern followed in the UNRWA rules, regulations and directives.

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<sup>1</sup>American University of Beirut, The Proposed Position Classification and Compensation Plan for UNRWA, A Report by the Survey Team of the Department of Political Studies and Public Administration (March 1, 1960), p. 9 (mimeo.)

Salaries and Wages. Salary and wage administration in UNRWA is based on the categorization of the Agency staff into several categories depending upon the nature of the contract between the Agency and the staff member concerned and the conditions of service involved. The employee categories have already been dealt with in previous chapters from the position classification angle; in treating these categories from the salary administration point of view another breakdown of the Agency staff into such categories is most pertinent at this point. Such breakdown will, as elsewhere in the thesis, be limited to the categories of locally recruited staff to the exclusion of the international staff members who form a special category which does not fall within the scope of this treatment. Here also emphasis will be greater on the 'temporary indefinite' local staff members for these constitute the great majority of the Agency staff and their conditions of service represent best UNRWA's compensation policy.

'Temporary Indefinite' Staff--'A' Category. Employees appointed to posts in this category form the bulk of the Agency staff appointed on 'temporary indefinite' basis. The 'temporary' appointment of local staff is basic to all categories and the addition of the word 'indefinite' does little to change the nature of such appointment. Employees in this category are on monthly pay rates paid monthly in arrears and in the local currency of the country in which they serve in accordance with separate salary scales set up for each of the fields of UNRWA operations, i.e., Gaza, Jordan, Lebanon, Syria and the United Arab Republic.

The same salary scale applies to Lebanon Field, Headquarters and Syria in the respective local currencies of the two countries, while separate salary scales are provided for Gaza and the United Arab Republic, with slightly higher rates for the latter.

Staff in this category are divided into seventeen salary levels or grades ranging from grade two at the bottom to grade eighteen at the top of the scale. Each grade is subdivided into ten incremental steps and, for some grades, provision is made for a maximum of four additional transitional steps given to a staff member in special cases and at the discretion of the Administration as and when special justification exists for such exceptional increments.

In setting up those salary scales the administration recognized the differences in the local conditions and, especially, the prevailing pay rates and cost of living in the different countries of UNRWA operations. Such differences are reflected in the salary scales to the extent that, for example, the monthly salary of a Grade 14 employee in Gaza (L.E. 81) is equivalent, in its absolute value, to that of a Grade 10 employee in Lebanon (L.L. 540). Though the absolute cost to the Agency of equally graded staff members in the different fields is different, these salaries are considered to match favorably if the different local conditions in the respective fields are taken into consideration. In other words, equally graded employees in the different fields are considered to be at the same level and, consequently, L.E. 81 in Gaza are considered to be equivalent, in their purchasing value to L.L. 890 in Lebanon, both being the monthly salaries of Grade 14



employees. However, to give a clear idea about the different costs to the Agency of its staff in the different fields, following is a table showing comparative annual costs:

TABLE 4.1

COMPARATIVE ANNUAL COSTS OF UNRWA STAFF IN THE DIFFERENT FIELDS (U.S. DOLLARS)--AS ON APRIL, 1964.<sup>a</sup>

<u>Grade</u>	<u>Gaza and the U.A.R.</u>	<u>Lebanon and H.Q.</u>	<u>Syria</u>	<u>Jordan</u>
2	442	680	536	605
3	524	800	630	706
4	607	920	725	806
5	690	1080	851	941
6	800	1240	976	1075
7	911	1440	1134	1243
8	1021	1640	1292	1445
9	1159	1880	1481	1680
10	1325	2160	1701	1949
11	1490	2480	1952	2218
12	1684	2800	2205	2520
13	1932	3160	2488	2822
14	2236	3560	2803	3158
15	2567	4000	3150	3528
16	2926	4480	3528	3898
17	3312	5040	3969	4334
18	3726	5680	4473	4805

<sup>a</sup>Budget Technical Instruction No. 13, Annexes I-V.

Two other points should be noted in the comparative salary scales of UNRWA:

Overlapping of pay rates among the different grades is at present, restricted to two consecutive grades and does not exceed it to the third higher grade. In other words, the salary of a lower grade overlaps with that of the next higher grade but the top of that grade never reaches the bottom of the third higher grade. To illustrate, in the Lebanon and Syria salary scales the salary for the top of grade 5 (step 10) overlaps with and exceeds the starting salary for grade 6 (step 1) and is about equivalent to grade 6 step 4; such salary for grade 5 does not however reach the starting salary for grade 7. This was not the case before 1960 when, in some instances, the top salary of some grades exceeded the starting salary for the third higher grade. The disadvantages of the latter system, i.e., prior to 1960, were noted by the A.U.B. Survey Team:

The present UNRWA salary scale suffers from overlap among the various grades. Although some overlap is unavoidable and desirable within limitations, yet excessive overlap is apt to lead to a chaotic rate structure and defeat the primary objective of position classification by violating the basic principle of equal pay for equal work.<sup>2</sup>

On the other hand, there is a variation in the ratios of the incremental steps from one grade to another. Thus, whereas the absolute amount of money is higher for annual incremental steps in higher grades, the ratio of such increment to the base salary of the

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<sup>2</sup>Ibid., p. 10.

grade is greater, generally, in lower grades. Thus, in the salary scale for Lebanon the percentage ratio of the increment to the base salary is 3.5% for grade 2 but 1.9 for grade 18. Though some variations exist in between these two extremes the general tendency remains as stated above.

The annual increments to the employees' salaries, which should be distinguished from upgradings or promotions which consist of transfer to a higher grade, are granted annually "to staff members whose services have been satisfactory."<sup>3</sup> Satisfactory service for the purpose of granting annual increments is considered to be "satisfactory performance and conduct of staff members in their assignments as evaluated by their supervisors"<sup>4</sup> by means of 'Periodic Reports' submitted to the personnel office of the field, or Headquarters, in which the employee is duty stationed.

Employees' salaries are paid monthly in arrears, but in certain circumstances specified in the Staff Rules or at the discretion of the Commissioner-General "in exceptional and compelling circumstances, and if the request of the staff member is supported by a detailed justification in writing,"<sup>5</sup> such payment may be made in advance. Such salary advances are normally "recovered by payroll deduction not later than the month following that in which the advance is made and,

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<sup>3</sup> Staff Rule 103.2, para. 1.

<sup>4</sup> Ibid., para. 2.

<sup>5</sup> Staff Rule 103.4, para. 2.

if possible, in the same month, by equal instalments in not more than three consecutive months following that in which the advance is made."<sup>6</sup>

As employees of an international organization, and in accordance with the clauses of the treaty on the immunities and privileges of the United Nations, UNRWA local staff are exempted from local income tax deductions on their salaries and allowances paid by the Agency. Hence, no deductions, other than those for participation in the Provident Fund, are made from the employees salaries except "for contributions authorized by staff members, for indebtedness to the Agency and/or for indebtedness to third parties when any deduction for this purpose is authorized by the Commissioner-General."<sup>7</sup> In the latter instance of indebtedness to third parties legal implications are involved but, generally, such cases are few and, though it can claim immunity to the indebted staff member's salary, the Agency, at the discretion of the Commissioner-General, may choose to settle such cases in the interest of the Agency's integrity and reputation.

Daily Paid, Unclassified Employees ('Z' Category). Apart from the monthly-paid staff, whether on temporary-indefinite or fixed term appointments, the Agency employs a large number of refugees on daily-paid basis. The great majority of these employees are appointed to

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<sup>6</sup> Ibid., para. 3.

<sup>7</sup> Staff Rule 103.6, para. 1.

lower-grades but unclassified posts of laborers, guards, cleaners, etc.

This category of employees was established when, in 1960, Grade One was abolished from the salary scale and the incumbents of posts in that grade were converted to unclassified, daily-paid staff. For the latter the salary scale consists of four grades in which the daily rate of pay, or wage, rather than the monthly rate is specified. As in the case of the monthly-paid staff, the daily-paids are paid in arrears in the local currency of the country in which they are employed and their rates of pay differ from one country to another according to the prevailing wages and costs of living in the respective fields of UNRWA operations. Though daily paid, some of these employees are employed 'permanently', i.e., full months of twenty-six days each, as in the case of guards, gardeners and messengers. Others are employed for a limited number of days per month and some of them, are employed on part-time basis, that is, for one third or two-thirds of the daily working hours (designated as 'W' category). The pay rates, in all of the above cases, remain the same.

As the conversion of the previous Grade One employees to daily paid staff involved a change in category (from 'A' to 'Z'), the said employees were terminated in accordance with the provisions of the contracts signed by them as 'A' Category staff members and, simultaneously, a new contract was offered them as daily paid employees.

The reason underlying the creation of the new 'Z' category and the shifting of Grade One employees from one category to the

other was an administrative one. Grade One employees consisted almost entirely of semi-skilled and unskilled laborers. In 1960 the Agency was confronted with the problem of administering over ten thousand employees scattered throughout its area of operations. The task of applying the same rules and procedures to administrative and clerical staff and to manual laborers, with respective salaries ranging from \$5,000 to \$400 per annum, was one of obvious and increasing difficulty. Consequently, the Agency decided to place all regular manual workers in a special category governed by independent conditions of service. The changeover was carried out without causing a loss of total income to the employees affected by the change. The only change which was introduced in this connection was a provision which limited the working week to six days for the former unclassified employees some of whom were employed and paid for seven days per week. Practically no loss was caused by the change either to the former Grade One or to the unclassified employees. On the contrary the occupants of the formerly unclassified area staff members have gained appreciably in terms of total monetary income. In Gaza, for example, whereas the present 'E' Category laborers formerly worked at least six days a week, or 25 or 26 days a month for salaries ranging from LE. 11.0 to LE. 10.0 in the unclassified posts, they now work the same number of days for a daily wage ranging from LE. 0.52 to LE. 0.68 on the basis of only twenty-five working days per month and, therefore, wages range from LE. 13.0 to LE. 17.0.

Social Security. The term, as used in UNRWA, designates four aspects which fall under the Agency policy in this respect:

Provident Fund

Sick Leave

Maternity Leave

Compensation for Death, Injury or Illness attributable to service.

Provident Fund. The Provident Fund may be viewed as a substitute for retirement benefits which an Agency of short duration such as UNRWA cannot afford to pay.

As defined in the Staff Rules, it is "a scheme established by the Commissioner-General within the framework of these Rules for the purpose of providing to eligible staff members upon their separation those benefits... to which they may become entitled."<sup>8</sup> To achieve this purpose the Agency has established for each eligible staff member an account, known as the 'participant's account', in which credits are entered in accordance with the provisions of the pertinent Staff Rules. The Provident Fund benefits payable to the staff member upon separation "are ... governed by the credits in his account and are not dependent on or in any way governed by the amount of Provident Fund assets set aside by the Agency."<sup>9</sup>

Participation in the Provident Fund is open to staff members

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<sup>8</sup>Staff Rule 106.1, para. 1.

<sup>9</sup>Ibid., para. 2.

holding temporary indefinite appointments in Grade Two or above. Such participation is automatic and commences on the date on which the participant receives his letter of appointment in, or promotion to Grade Two or above provided that:

- "This date shall not be earlier than 1 March, 1955 and,
- Participation in the Provident Fund shall not take effect retroactively."<sup>10</sup>

Upon separation from the service of the Agency for whatever reason a staff member ceases to be a participant in the scheme.

Participation in the Provident Fund takes the form of crediting monthly to the employee's account his share of the Fund in the same currency as that in which the contributor's base salary is payable. The Provident Fund account consists of a 5% monthly deduction from the employee's base salary and a 10% contribution by the Agency to the employee's account. Upon separation a participant staff member is paid the Provident Fund amount due to him which consists of the employee's Provident Fund benefits "equal to the balance of staff credits in his account current to the date of separation" and, in addition, "an Agency Provident Fund benefit equal to the balance of Agency credits in his account current to the date of separation."<sup>11</sup> However, a participant receives only the Staff Provident Fund benefits,

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<sup>10</sup> Ibid., para. 4. When the Provident Fund scheme was started on 1 March, 1955, the staff members who were in the Agency on that date were given the choice of participating in the new scheme or not.

<sup>11</sup> Staff Rule 109.10, para. 2.



accumulated from the 5% deductions from his salary and would not be eligible for the Agency Provident benefits if he has fewer than six months staff credits in his account; or is summarily dismissed under Area Staff Regulation 10.3; or is separated through abandonment of post under Rule 109.4; or holds a letter of appointment which entitles him to receive a cash payment on separation in accordance with the laws of the country in which he is employed.<sup>12</sup>

It is provided, on the other hand, that "under no circumstances" shall a staff member lose his right to the participant's benefits (5% deductions) except where the staff member is indebted to the Agency; in this case only the Agency has the right to reduce a participant's benefit "by the amount of any indebtedness of the participants to the Agency."<sup>13</sup>

Lately the Commissioner-General, in a circular addressed to the Agency's local staff declared his preparedness "to amend the Provident Fund Regulations so as to enable any staff member to pay additional contributions on his own behalf beyond the statutory contribution." Such additional contributions, he added, "would be optional and would not be matched by the Agency, but would earn interest at the same rate (currently about 5%) as ordinary contributions." The Commissioner-General forwarded this suggestion "as a convenient

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<sup>12</sup>Ibid., para. 3. The Staff Rules and Staff Regulations quoted above have already been treated in previous pages under their respective subjects.

<sup>13</sup>Ibid., paras. 4 and 5.

and safe method for saving and investment by the Agency's staff."<sup>14</sup>  
 This is still a proposal the outcome of which has not so far been known. The same circular contained other proposals which will be dealt with under the appropriate subheadings.

Sick Leave. In accordance with the Sick Leave Rule, staff members "who are incapacitated from the performance of their duties by illness or injury, or whose attendance is prevented by public health requirements may be granted sick leave with full pay"<sup>15</sup> in accordance with the provisions pertaining thereto. According to those provisions each staff member is credited with eighteen working days for each year of service against which authorized absences of sick leave are debited. Such unused leave entitlements as may remain at the end of each leave are carried forward at the end of each year of service, provided that the total sick leave credit available to a staff member "shall not at any time exceed 54 working days." Unused accrued sick leave lapses upon the separation of a staff member, "and no payment shall be made in lieu thereof."<sup>16</sup>

Except with the special approval of the Commissioner-General, whose authority in this respect is delegated to Administration Officers and Personnel Officers, no staff member may be granted sick leave for a period of more than three consecutive working days with-

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<sup>14</sup>Letter from Dr. John Davis, Commissioner-General of UNRWA, to the Chairman of the Headquarters Area Staff Association, Beirut, September 10, 1963, p. 4 (mimeo.)

<sup>15</sup>Staff Rule 106.2, para. 1.

<sup>16</sup>Ibid., para. 3.

out producing a certificate from a duly qualified medical practitioner "to the effect that he is unable to perform his duties and stating the nature of the illness and the probable duration of the incapacity." Such certificate should, except in cases beyond the control of the staff member, be produced not later than the end of the fourth working day following the initial absence from his duty. On receipt of such certificate, the proper authorizing officer decides whether sick leave should be granted. If the decision is in the negative the number of days for which the staff member absented himself from duty are deduced from his annual leave entitlements or considered to have been on leave without pay for the same number of days.

In accordance with the Staff Rules, if a staff member on annual leave falls sick for more than three days or more, sick leave may be granted on production of a satisfactory medical certificate or other acceptable evidence--normally from an UNRWA medical officer. In such circumstances a staff member should submit the necessary documents as soon as practicable and, in any case, immediately on his return to duty. A staff member on annual leave is not authorized to extend the period of his leave by reason of sickness without prior authorization to that effect.

On the other hand, where a staff member has exhausted all his annual and sick leave entitlements, he may be granted an advance of sick leave up to a maximum of ten working days which are debited against his future sick leave accruals. Any advance sick leave out-

standing on separation is treated as indebtedness to the Agency.<sup>17</sup>

Maternity Leave. Female staff members in UNRWA are required to absent themselves from their duties for two weeks immediately before the anticipated date of delivery and for four weeks following that date. During this period of compulsory maternity leave a staff member continues to draw full salary and allowances, if any, if she has been in the Agency for two or more years and "provided that she has first produced a medical certificate acceptable to the Agency forecasting the probable date of delivery."<sup>18</sup>

Besides the compulsory maternity leave a staff member is entitled to further absence from duty if her conditions so warrant; such absence consists of maternity leave with half salary and half allowances, if any, for up to four weeks immediately before the two weeks of compulsory prenatal absence and for up to two weeks immediately after the four weeks of compulsory post-natal absence "provided that she has produced a medical certificate acceptable to the Agency recommending such additional absence. In case the actual date of delivery precedes the date forecast in the medical certificate, a staff member who has taken pre-natal optional maternity leave with half pay shall receive full pay for the two weeks immediately prior to the delivery date."<sup>19</sup> Similar adjustment is provided for in case where the actual

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<sup>17</sup> See Staff Rule 106.2.

<sup>18</sup> Staff Rule 106.3, para. 2.

<sup>19</sup> Ibid., para. 3 c.

date of delivery is delayed beyond the date forecast in the medical certificate. In such a case the staff member "shall remain on maternity leave with pay and allowances, if any, up to the date of delivery" subject to a further provision that "pre-natal absences exceeding eight weeks and post-natal absences exceeding six weeks will be treated as annual leave, special or sick leave as the circumstances warrant"<sup>20</sup> and provided that "the pre-natal absence on full pay is limited to two weeks.

The same above provisions apply to a staff member who has been in the Agency for less than two years but more than one year at the anticipated date of confinement "except that she will receive half salary, and half allowances, if any, during the whole of the pre-natal and post-natal maternity leave periods."<sup>21</sup>

Staff rules make some further limitations on maternity leave for staff members who, at the delivery date, will have been for less than one year in continuous service in the Agency. In this case such staff members, like others, are required to absent themselves from their duties for the two weeks pre-natal and four weeks post-natal maternity leave; but such leave is at the expense of the staff member and she would not receive any salary or allowances for the leave period. Compulsory absence for mothers who have been for less than one year in continuous service at the delivery date "will first be deducted

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<sup>20</sup>Ibid., paras. 3 D and E.

<sup>21</sup>Ibid., para. 4.

from annual leave and, when this is exhausted, will be treated as special leave without pay."<sup>22</sup>

Under all circumstances "sick leave shall not be granted in lieu of the maternity leave" prescribed in the Staff Rules, and return to duty after maternity leave "will be permitted only on production of a medical certificate of fitness which is acceptable to the Agency."<sup>23</sup>

Compensation for Death, Injury or Illness. As part of the social security benefits for its local staff member UNRWA has drawn up a compensation for death, injury or illness scheme to ensure such employees who may suffer physical injuries attributable to service a certain measure of security and fair treatment.

Compensation is awarded in the event of death, injury or illness of a staff member "which the Agency determines to be attributable to the performance of official duties on behalf of the Agency..." Such compensation may be denied to an injured staff member if the injury has been occasioned by "the wilful misconduct" of the staff member or by his "wilful intent to bring about the death, injury or illness on himself or another."<sup>24</sup>

Consequently, the above incidents are considered to be attributable to service if they occur "as a direct result of travel by means of transportation furnished by, or at the expense of the Agency, in connection with the performance of official duties," or when such

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<sup>22</sup>Ibid., para. 5.

<sup>23</sup>Ibid., paras. 6 and 7.

<sup>24</sup>Staff Rule 106.4, para. 1.

death, injury or illness "directly resulted from strikes, riots or civil disturbances, provided that at the time of such death or injury the staff member was acting in his official capacity at his usual post of duty, or at another post consequent to an order given by a superior Agency official," or when the accident "directly resulted from war, declared or undeclared, provided that at the time of such death or injury the staff member was serving at the Agency's request in a country other than that in which he was resident at the time of his initial appointment by the Agency, and would not have suffered such death or injury had it not been for his employment with the Agency."<sup>25</sup>

In determining the amounts payable as compensation for such cases as quoted in the foregoing paragraphs, the Agency has chosen, for convenience, to resort to local laws for guidance. Thus, the amount of compensation payable under this scheme "shall be the amount which would normally be payable in the circumstances of the case under the workmen's compensation or labour law applicable in the country in which the death, injury or illness occurred."<sup>26</sup> Nevertheless, where such compensation includes the cost of medical or hospital treatment, such hospitalization or treatment "shall be provided in Agency operated or subsidized hospitals unless in exceptional circumstances the Agency authorizes other arrangements."<sup>27</sup>

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<sup>25</sup> Ibid., para. 2.

<sup>26</sup> Ibid., para. 3.

<sup>27</sup> Ibid., para. 3 A..

Further, and as an interim measure before a case of injury, illness or death is settled finally, the Agency continues an incapacitated staff member in full pay status "for a period not exceeding six months from the date of the injury or illness or until he is declared able to return to work or is offered a settlement for permanent disability, whichever is earlier." A payment of this sort is normally made "in lieu of the payments of salary or partial salary which are provided by law for the period." Where incapacity exceeds six months, compensation payments for such additional period "will be determined in accordance with the workmen's compensation or labour law applicable in accordance with this Rule."<sup>28</sup> For the sake of the above provisions, all payments of salary and/or other emoluments, whether paid in accordance with the workmen's compensation or labour laws or pursuant to the relevant provisions of this Rule "are considered compensation."<sup>29</sup>

#### Other Benefits.

Annual Leave. UNRWA area staff members are entitled to an annual leave with full pay at the rate of  $1\frac{1}{4}$  working days for each calendar month of service. Such leave entitlement does not apply to casual daily paid staff nor to the unclassified staff who are entitled to different leave benefits.

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<sup>28</sup> Ibid., para. 3 B.

<sup>29</sup> Ibid., para. 4.



As a matter of policy, staff members are "required to take a substantial part of the annual leave to which they are entitled in each calendar year."<sup>30</sup> Accordingly, "not more than five working days of untaken annual leave accrued in anyone calendar year shall be carried forward on or after the first day of January of the calendar year next following;"<sup>31</sup> further, "not more than 20 working days of untaken accrued annual leave, in total, shall be carried forward on or after the first day of January of any calendar year."<sup>32</sup> Any accumulation of leave beyond the authorized number of days permitted in this rule is forfeited and the leave entitlements are adjusted accordingly, and no payment is made in lieu of accrued annual leave except where the staff member leaves the Agency.

In taking their annual leaves, staff members must take full or half days, and not any other fractions of days. For leave purposes only a week is considered to consist of five working days and, for an absence of seven consecutive days "five working days of accrued leave shall be deducted. "If the leave is for less than seven consecutive days "each day of absence which is a normal working day shall count as one day's leave." Further, a day which is not a working day is not considered as annual leave and, hence, it is not deducted from a staff member's annual leave entitlements. With the above arrangements, fifteen working days leave entitlements, if taken in total or in five day in-

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<sup>30</sup>United Nations Relief and Works Agency, "Annual Leave, Advanced Leave and Special Leave, Personnel Directive No. A/5, (Beirut, September 1, 1959), para. I 1.

<sup>31</sup>Staff Rule 105.1, para. 3 A.

<sup>32</sup>Ibid., para. 3 B.

stalments add up to twenty-one calendar days per year.

For the convenience of staff members, and if the interest of the Agency is not affected, an employee may, "in exceptional cases," be granted an advance annual leave for a maximum of five working days "provided that his service is expected to continue for a period beyond that necessary to accrue the leave so advanced."<sup>33</sup>

Special Leave. Special leave is deemed to be "a discretionary privilege of extremely limited application, and may be approved on health grounds when sick leave, advanced sick leave and annual leave accruals have been exhausted, and on certain other grounds when annual leave accruals have been exhausted."<sup>34</sup> Thus, special leave with full or partial pay or without pay may be granted "in the interest of the Agency... for such periods as the Commissioner-General may prescribe."<sup>35</sup> Such cases when annual leave is authorized consist of exceptionally long illness, sitting for an examination which will improve a staff member's professional qualifications, attending a court of law or other judicial body "in a capacity other than that of plaintiff or defendant," or the attendance of a study course at an advanced level. In the latter case special leave may be approved for periods up to a year,"<sup>36</sup> normally without pay unless the Agency has special interest in the course of study.

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<sup>33</sup> Ibid., para. 10.

<sup>34</sup> United Nations Relief and Works Agency, Personnel Directive No. A/5, op.cit., para. III 1.

<sup>35</sup> Staff Rule 105.2, para. 1.

<sup>36</sup> United Nations Relief and Works Agency, Personnel Directive No. A/5, op.cit., para. III 1.

The authority to grant a special leave for up to one month is delegated to the Chief, Personnel Division at Headquarters and the Directors of UNRWA Affairs/Operations in the fields. Where such leave in excess of one month is to be authorized, advanced written approval of the Director of Administration at Headquarters should be obtained. Such authority cannot be sub-delegated except that Directors of UNRWA Affairs/Operations may sub-delegate their respective authorities for granting special leaves of up to one month to the field administration officers in their respective fields.

Post Allowances. Apart from, and in addition to the base salary of some posts, the Agency provides for some categories of post allowances. The latter are defined as "those allowances which are established in addition to the salary grade under the relevant provisions of the Staff Regulations and Staff Rules as being applicable to certain designated manning table posts, or groups of posts, in order to compensate for special or additional duties attaching thereto." Such allowances are "invariably associated with considerations of the individual post descriptions, and never with special conditions deriving from the appointment of an incumbent. They are attached to posts regardless of the incumbent."<sup>37</sup> In spite of the latter official statement the incumbent, quite expectedly, plays an important role in the implementation of such policy.

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<sup>37</sup>United Nations Relief and Works Agency, Occupation Classification Manual, (Beirut, January 1, 1961), Part VIII, p. 1 (as per amendment No. 16). (mimeo.)

TABLE 4.2  
POST ALLOWANCES<sup>a</sup>

<u>Classification</u>	<u>Bilingual Shorthand and Typing</u>	<u>Bilingual Typing only</u>	<u>Country</u>
Confidential Secretary	L.L. 50.00	L.L. 25.00	Lebanon
Secretary	L.L. 50.00	L.L. 25.00	
Stenographer	L.L. 50.00	L.L. 25.00	
Typist	Nil	L.L. 25.00	
Confidential Secretary	J.D. 5.000	J.D. 2.5000	Jordan
Secretary	J.D. 5.000	J.D. 2.500	
Stenographer	J.D. 5.000	J.D. 2.500	
Typist	Nil	J.D. 2.500	
Confidential Secretary	L.E. 5.00	L.E. 2.500	Egypt
Secretary	L.E. 5.00	L.E. 2.500	
Stenographer	L.E. 5.00	L.E. 2.500	
Typist	Nil	L.E. 2.500	
Confidential Secretary	L.E. 4.500	L.E. 2.250	Gaza
Secretary	L.E. 4.500	L.E. 2.250	
Stenographer	L.E. 4.500	L.E. 2.250	
Typist	Nil	L.E. 2.250	
Confidential Secretary	L.S. 50.00	L.S. 25.00	Syria
Secretary	L.S. 50.00	L.S. 25.00	
Stenographer	L.S. 50.00	L.S. 25.00	
Typist	Nil	L.S. 25.00	

<sup>a</sup>O.C.M., Part VIII, p. 5.

With time the list of post allowances is growing in number. There are at present ten categories of post allowances the definitions of which may be of some interest.

Bilingual Allowances. "Applicable to certain designated posts of confidential secretary, secretary, stenographer and typist". The rates specified in the Occupation Classification Manual for secretaries, stenographers and typists required to type and/or take shorthand in a second language other than English (normally French or Arabic) are specified for the respective fields in Table 4.2 above.

Administrative Allowances for Head Teachers. "Applicable to posts occupied by Head Teachers" and dependent upon the number of teachers supervised ranging from L.E. 1,500, J.D. 1,500, L.L. 15 and L.S. 15 for head teachers having no teachers under their supervision, to L.E. 7,500, J.D. 7,500, L.L. 75 and L.S. 75 for head teachers supervising thirty teachers. Such allowances become larger in amount for schools with at least two secondary classes.

Special Drivers' Allowances. "Applicable to certain designated posts of driver, rates to be determined by the Director of Administration." Drivers authorised such allowances are normally those of the Commissioner-General, Deputy Commissioner-General and Directors and range from L.L. 83 to L.L. 33 or its equivalent per month.

Area Officer Allowances. "Applicable to certain designated posts of Area Officer, rates to be determined by the Director of

Administration." These allowances amount to L.L. 30 and L.S. 30 in Lebanon and Syria respectively, L.E. 3.000 for camp administrators in Gaza and range from J.D. 20 to J.D. 35 per month in Jordan, depending upon the size of and number of population in each area.

Representation Allowances. "Applicable to certain designated executive posts" such as principals of vocational, technical and teacher training centers or other division chiefs who, by the nature of their positions, receive several visitors in their respective offices.

Special Duty Allowances. "Applicable to certain designated Protective Services posts" the incumbents of which are supposed to work under exceptionally difficult and unfavourable conditions and relationships.

Temporary Special Allowances. "Applicable to certain designated posts which are temporarily difficult to fill." Such allowances are normally authorized for a definite time-limit during which the Agency cannot fill certain posts at their grade levels and an upgrading of which would disrupt the grading balance of some other post or classifications.

Additional Assignment Allowances. "Applicable to certain designated posts when special or additional assignments are required to be performed outside the normal course of duty." It is a rule that staff members "may be required to carry out assignments clearly.

unrelated to their normal post duties and outside of normal hours of duty."<sup>38</sup> In such cases an allowance for these assignments may be paid.

Additional assignment allowances cover also acting appointments for periods in excess of three months. Normally, staff members "are expected to assume, as a normal part of their work assignments and without extra compensation, the duties and responsibilities of higher level posts for periods of up to three months. If, however, they should be required to assume such higher duties and responsibilities for periods in excess of three months,<sup>39</sup> the Director of Administration may authorize payment of allowances the amount of which he determines for any such excess period.

Practice Teaching Supervisor Allowances. "Applicable to certain designated Teacher posts for preparing and presenting model lessons, assisting student teachers in preparing their lesson plans, observing student teachers present their instruction, evaluating the performance of student teachers and suggesting remedial work."

Hardship Allowances. "Applicable to certain designated post located in areas where living conditions are extremely harsh, involving physical and environmental difficulties." This classification of allowances has recently been established for two posts in Aqaba, Jordan.

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<sup>38</sup>United Nations Relief and Works Agency, "Salaries and Related Allowances," Personnel Directive No. A/3, (Beirut, September 1, 1959) Part VI, para. 5 A (mimeo.).

<sup>39</sup>Ibid., para. 3 A.

Procedurally, all post allowances are requested from and authorized by the Director of Administration. As enumerated in the Occupation Classification Manual the various categories of post allowances show considerable overlapping to the extent that the number of such categories has become unduly large. To illustrate the area officers' allowances are, in fact, representation allowances and they are authorized on that basis. Administrative allowances for head teachers are similarly authorized for representational expenditures. Likewise, special duty allowances authorized for protective services posts do not differ in classification from the newly established hardship allowances.

Such a rapid growth in the number of post allowance categories is mainly attributable to the lack of selectivity and screening of post allowance submissions by the Staff Management Office. Normally such submissions are examined from one angle--whether allowances are necessary or not and whether the amount requested is justifiable. Beyond that the terminology used by the requesting field or division goes into the books unmodified and if such term is new to the Staff Management records it takes little time to find a definition and establish it in the Occupation Classification Manual.

Travel Subsistence Allowances (TSA). Whenever an UNRWA staff member is required to travel on official duty outside his duty station whether within the same field or between the fields of UNRWA operations, he receives a "travel subsistence allowance" subject to specific rates



and conditions specified in the Staff Rules. Such allowances are higher for higher grades of area staff members and, in 1962, TSA were increased whereby "rates heretofore applicable only to staff members in Grade 14 and above are henceforth to be applied to all staff members in Grade 10 and above."<sup>40</sup> In accordance therewith the new revised schedules became as follows:

Schedule 'A'--TSA for staff members travelling within the country of their duty station:<sup>41</sup>

TABLE 4.3

## TRAVEL SUBSISTENCE ALLOWANCES (SCHEDULE "A")

<u>Duration of official travel</u>	<u>Country of duty station in which travel takes place</u>	<u>Grade of Staff Member</u>		
		<u>Grade 10 or above</u>	<u>Grades 7-9</u>	<u>Grades 6 or below</u>
One night of for each 24 hours	United Arab Republic	L.E. 2.5	L.E. 1.5	L.E. 1.0
	Gaza	L.E. 2.5	L.E. 1.6	L.E. 1.0
	Jordan	J.D. 2.5	J.D. 1.6	J.D. 1.0
	Lebanon	L.L. 22.0	L.L.16.0	L.L.12.0
	Syrian Arab Republic	L.S. 22.0	L.S.16.0	L.S.12.0
More than 12 hours but not overnight	All countries	Half of the above rates		
8-12 hours (inclusive) but not overnight	All countries	One fourth of the above rates		

<sup>40</sup>United Nations Relief and Works Agency, "Travel Subsistence Rates," (Staff Circular No. A/1/62) (Beirut, December 11, 1962) para. 3.

<sup>41</sup>Staff Rule 107.5, Schedules 'A' and 'B' as revised in Staff Circular No. A/1/62 of December 11, 1962, paras. 4 and 5.

Schedule 'B'--TSA for staff members travelling outside the country of their duty station:

TABLE 4.4

## TRAVEL SUBSISTENCE ALLOWANCES (SCHEDULE 'B')

Duration of official travel	Grade of Staff Member		
	Grade 10 or above	Grades 7-9 inclusive	Grades 1-6 incl.
One night or for each 24 hours	\$8.50	\$6.00	\$5.00
More than 12 hours but not overnight	4.00	2.50	2.50
8 to 12 hours (inclusive) but not overnight	2.00	1.25	1.25

Income Tax. Still another benefit due to UNRWA staff is that, as part of the Agency's immunities and privileges, the salaries of the local staff members are exempt from local income tax. Attempts have been made by some of the host governments to collect income taxes from UNRWA employees, but, presently, exemption has become a recognized privilege by all governments concerned.

Children's Allowances. As a result of the Commissioner-General's address to the employees in September, 1963 the Administration has, with effect from January 1, 1964 promulgated a new amendment to the Personnel Directives granting the area staff members of the Agency children's allowances according to the following monthly rates in the respective fields:

TABLE 4.5  
CHILDREN'S ALLOWANCES<sup>a</sup>

<u>Country of Duty Station</u>	<u>Monthly Rate per Authorized Dependent</u>
Lebanon	L.L. 10.00
Jordan	J.D. 1.000
S.A.R.	L.S. 10.00
Gaza & U.A.R.	L.E. 0.850

<sup>a</sup>United Nations Relief and Works Agency, Amendment to Personnel Directive A/3, Children's Allowances, Letter of Transmittal No. 36, (Beirut, February 29, 1964), para. VIII, (mimeo.).

The above allowances "shall not be paid in respect to more than five dependent children of one staff member," and:

shall only be paid in respect to dependent children who have reached their sixth year of age and who are under the age of twenty-one, except that the allowance in respect to dependent children between the ages of eighteen and twentyone shall be paid annually in arrears provided that such children are in full time attendance at a recognized educational institution. Where attendance has been for less than two thirds of the year in question, the allowance shall be paid proportionally in the amount which the period of attendance bears to the school year.<sup>42</sup>

In special cases, however, the children's allowances "may also be paid annually in arrears, at the sole discretion of the Agency,

<sup>42</sup>United Nations Relief and Works Agency, "Children's Allowances," (Staff Circular No. A/1/64) (Beirut, January 11, 1964) para. 1 (ii).

in respect to an unmarried dependent child of eighteen years or above who is permanently and totally disabled."<sup>43</sup>

Where an area staff member's spouse is an area staff member, "the male staff member only shall be entitled to payment of children's allowance."<sup>44</sup>

Children's allowances are applicable to all monthly paid local staff members whether appointed on temporary indefinite, fixed term or part-time basis; excluded from the allowances are all daily-paid staff members.

Hours of Work, Official Holidays and Overtime. UNRWA operates on a 40-hours-week basis, "provided however that the normal working week applicable to particular posts, duties or assignment may be varied at the Commissioner-General's discretion, taking into account the nature of the duties performed and the surrounding circumstances."<sup>45</sup>

In addition to the normal duty hours, staff members are expected to work beyond the normal tour of duty whenever requested to do so. Normally no cash payments are made by the Agency in respect of any overtime worked by a staff member but, "subject to the exigencies of the service, a staff member may at the Commissioner-General's discretion be granted compensatory time off" provided that such extra duty has been "authorized in advance and duly recorded."<sup>46</sup>

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<sup>43</sup> Ibid., para. 1 (iv).

<sup>44</sup> Amendment to Personnel Directive No. A/3, op.cit., para. 2 (v).

<sup>45</sup> Staff Rule 101.1, para. 1.

<sup>46</sup> Staff Rule 101.3.

On the other hand, the Agency observes eight official holidays per year. Such holidays as are observed in the different fields are prescribed by the Commissioner-General in administrative circulars and official instructions.

## CHAPTER V

### CONCLUSION AND PROSPECTS

The establishment of UNRWA, in 1950, as an international relief organization was the by-product of an essentially political problem in which, next to the Palestinians themselves, the host Arab countries, which gave asylum to the refugees and hence became the respective fields of UNRWA operations were active parts. Though not directly involved in the Palestine war of 1948 or its consequences from the political point, such consequences inevitably reflected themselves on the Agency operations. The basic role of UNRWA was, and continues to be, humanitarian concerned with the alleviation of plight and misery to which the Palestine refugees were subjected. Nevertheless such humanitarian task has not, and could not, in its broad lines be isolated from the various developments in the Near East in general.

Established in April, 1950, as a temporary and urgent task force for nine months to offer direct and badly needed relief services to the refugees, the Agency has outlived the expectations of its "founding fathers" and grew to a huge multifunctional organization the services of which have become indispensable so long as no solution is reached for the political problem which was the direct cause for the creation of UNRWA.

Thus, a relatively long life-span and the expectation that its mandate will be further renewed after its expiry in June 1965 has given the opportunity for the evolution and development of Agency standards of operations and procedures including those related to its personnel policies and procedures for area staff.

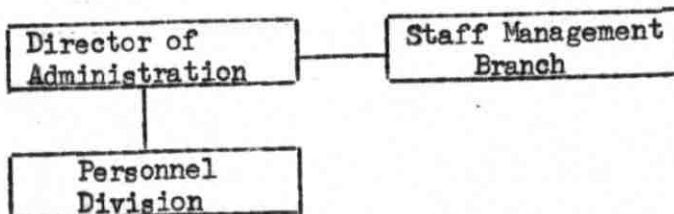
Staff Management. In treating personnel administration it has not been possible to overstep the functions of Staff Management which, as an organizational unit and a function, are preliminary to and inseparable from the personnel administration in UNRWA. The link here between the Manning Table, or the cadre, and position classification on the one hand and personnel on the other is closer than its counterparts in more formalized bureaucracies such as in government administrations. In the latter the cadre, embracing the number and grade levels of posts required in an organizational unit form part of the government budget estimates which are subject to approval by the legislative authority and, hence, are harder to modify at the discretion of the executive authority. Though the number of posts and their grade levels in UNRWA are again part of the budget estimates, the fusion, however, between the "legislative" and "executive" authorities, which are almost the same, makes any necessary modification in the manning table and position classification pattern more handy and less cumbersome. Such a situation is normally advantageous in that it makes the position classification process more flexible and adaptable to the fluctuating needs of the organization.

The disadvantage of such close relationship between position classification and personnel and the flexibility in manning table changes is the tendency, on the one hand, to create a confusion of post titles and classifications and, consequently, the difficulty of controlling disguised post titles and classifications which normally creep into the position classification system of the organization. Such tendency is partly due to the more or less close relationship between position classification, which ideally is an objective and detached process, and the employees affected by it. In other words, the process becomes less detached and, hence, more affected by the human factor.

In its course of development the position classification system in UNRWA has considerably increased the number of classifications to the extent that some disguised titles have crept into the different occupations. As the Agency employs the post comparison method the existence of more than 450-500 classifications gives a wide range of discretion to the management man to choose one set of posts rather than another in classifying a new post. Though such tendency might have been inevitable when the various functions of the Agency were in the process of building up, a thorough and comprehensive review at present of the post classifications utilized appears to commend itself as a necessary measure. The purpose of such review is to shake down and regroup the number of present classifications to a minimum so that a clearer picture would be available for the post classifier in determining the appropriate title and grade level of a new classification.



On the other hand the location of the Staff Management Branch, which is the O & M unit of the Agency and its functions appear to be incompatible. As a staff unit in the traditional sense of the term, the Branch, as we have seen in previous chapters, advises the Director of Administration and recommends to him the appropriate O & M actions and position classification. Procedurally the latter precedes any personnel action by the Personnel Division in that before any appointment is made there should be a vacant post approved by the Director of Administration normally on advice from the Senior Management Officer who is the Head of the Staff Management Branch. The location of this Branch in the Personnel Division is incompatible with its functions and does not represent the actual relationship between it, the Director of Administration and the Personnel Division. Therefore, organizationally, the Branch should be shown as a unit directly attached to the Office of the Director of Administration as in the Organization Chart below:



The general background and context of UNRWA in the previous chapters and in the introductory pages of this chapter offer a clue to an understanding of the Agency's personnel administration.

The Political Atmosphere of UNRWA. A prime factor is that UNRWA, a fundamentally apolitical organization, operates in a politically charged atmosphere and tackles the immediate needs of refugees who are the victims of one of the world's most complicated problems. This position characterizes the Agency with a sensitivity rarely felt in any other organization. Such sensitivity is particularly felt in the personnel administration of the locally recruited staff who feel that employment with UNRWA, just like any other form of relief provided by the Agency, is a right that the United Nations owes to them. The refugees, though right in expressing their disappointment and bitterness toward the United Nations and its major powers, fail to draw the line between the political resolutions of the United Nations pertaining to their political issue, and the mission of UNRWA which is basically humanitarian. As a matter of fact all complaints against the Agency have been politically oriented on such grounds as "plots" and plans to "liquidate" the Palestine problem, resettle the refugees outside their home-land and the employment of foreigners in the Agency. In such an emotional and political atmosphere any administrative measures by the Agency having the slightest adverse effect on the refugees or employees have widely and liberally been interpreted and tied with major issues of political life in the area. Thus the termination of a certain number of local staff in one of the installations

gives the clue to charges of anti-refugees and anti-Arab attitudes and talks of liquidation of the Agency and, consequently, the Palestine problem. With time the Agency Administration has learned the significance of such sensitive issues which have led, in several cases and under refugees and local press pressure, to the intervention of local authorities.

The Geographical Distribution of UNRWA Operations. The geographical distribution of UNRWA operations, and hence its employees, in four major fields is another factor which bears on the Agency's personnel policies. The living conditions differ from one field of UNRWA operations to another and, consequently, the Agency employees are differently affected in the different countries; hence personnel conditions of employment and benefits cannot be rigidly and strictly applied throughout the area of UNRWA operations without taking into consideration the different needs.

Thus, of the four fields Lebanon represents the country with the highest cost of living followed by Jordan, Syria and Gaza respectively. Such differences are, as a matter of fact, reflected in the Agency salary scales for the respective countries. Such recognition has not, however, been carried further to cover the other fringe benefits. In this respect children allowances, established as of the first of January, 1964, and intended to cover part of school tuition fees, have not reflected the differences in the educational systems of the four countries and the variations in the school costs. Thus, whereas schools in Gaza are either possessed and run by the Government or by

UNRWA, and both are free and provide free education for all, including the UNRWA employees' children, school costs in Lebanon are too well known to be exposed in detail. Nevertheless, the Agency employees in Gaza were given children allowances equal to employees in Lebanon.

These facts are, of course, very well known to the Agency Administration but it is doubtful whether it could have adopted any different course of action without facing endless complaints which would have eventually led to the interference of the local authorities on behalf of the employees as refugees.

Employee Categories. The variations in the employees interests are not only horizontal but perpendicular as well. With the two main categories of local staff, monthly and daily-paid, and with the former occupying seventeen different grade levels, there inevitably comes up a conflict of interests among what we may arbitrarily call the senior and junior monthly paid staff and between each of these and the daily-paid.

Thus according to the present staff rules all local monthly-paid staff, grades two through eighteen, and ranging from guards and messengers to medical officers, engineers and senior administrators, are entitled to the same Agency medical treatment and the same annual leave entitlements. It is a general phenomenon that employees in the lower grades are less interested in their annual leaves than the senior staff who can better afford, financially, to utilize their time-off. This has, in fact, been proved by the leave entitlements which accumulated

for junior staff until the Agency ruled that only a certain portion of the leave entitlements could be carried forward from year to year. In case, however, the Agency finds it more equitable to increase the leave entitlements for senior staff it would be highly upsetting for the junior staff not to enjoy the same right. The same applies to other benefits where conflict of interests between the different categories exists. Thus, any adjustment in the salary scales for monthly paid staff would inevitably affect the daily-paid skilled and unskilled staff and vice versa.

Work Vs. Relief. Such cases are further complicated by the work-versus-relief issue which, implicitly, governs the Agency's personnel policies. It is a predominant attitude, confirmed by the Agency's frames of reference, to consider the local employees as refugees who receive their share of the relief programme by obtaining employment with the Agency. As such, the local staff are employee refugees or refugee employees and their names are deleted from the ration rolls upon employment wholly or in part in accordance with an income scale determined and applied by the Agency.

This attitude is further implicitly enhanced by the general attitude of the employees themselves toward the Agency Administration as exemplified in the kind of mentality prevailing in the Area Staff Associations. In petitioning and negotiating with the Agency Administration the Staff Associations have been repetitively confusing two separate issues: their status as refugees on the one hand and their status as employees on the other. Thus in negotiating for better pay and benefits

they do so as employees who should be treated as such. Nevertheless, when the Administration plans to carry out a reorganization which would lead to termination of extra staff the Association objects to such measures, successfully or not, on the grounds that the employees are refugees who are entitled to relief in terms of employment. The attitude of the Associations and the employees in general is built on rather emotional grounds and, as they want to eat their cake and spare it, they have not been successful in forming a well-founded Staff Associations with common objectives.

The work-relief issue has given rise to another peculiar situation which has been affecting the Agency's personnel policy for the last fifteen years and will continue to do so for some time to come.

As a relief Agency for Palestine refugees UNRWA gives priority, in the selection of staff, to those refugees whom, in fact, it exists to serve and employ. Thus, with very few exceptions the great majority of UNRWA employees are Palestinians who are selected for jobs though they might not be the best qualified candidates available. Consequently it is not unusual to find that some divisions or installations are "overstaffed," partly due to the incapacity of the employees to perform work at a better and more efficient level. In this respect it has been noted that:

If the Agency would apply rigid qualification standards probably many of the present incumbents would wind up with no jobs as in many cases the Agency gives employment to particular persons to help them earn their living... UNRWA cannot forget that it is a relief agency for a particular population.<sup>1</sup>

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<sup>1</sup>Muhammad T. Sadik, "Classification Problems of an International Agency with Particular Reference to Area Personnel" (unpublished Master's dissertation, Department of Political Studies and Public Administration, American University, Beirut, June, 1962), p. 116.

In a statement before the United Nations Special Political Committee the ex-Commissioner-General of UNRWA, Dr. John Davis stated that:

UNRWA employs about 4,300 individuals as teachers, and of these, roughly only one quarter are officially accredited under the laws which pertain in the host countries. This, of course, does not necessarily mean that they are poor teachers, but it does mean that as teachers they have inferior status within the educational environment in which they work.<sup>2</sup>

The statement applies even more to employees other than teachers who, in the majority of cases, are recruited to low-level posts and obtain their promotions through on-the-job experience.

The Temporary Mandate. A further factor affecting UNRWA personnel policy is the temporary mandate of the Agency. This status is reflected in two respects:

Any long-range planning of policies and procedures cannot but take into consideration the value of such schemes in view of the possible liquidation of the Agency.

In establishing the salary wage scales, more important in this respect, the other benefits, the temporary mandate of the Agency cannot but be taken into consideration. Partly because it cannot afford to establish a retirement system the Agency has found the solution in the Provident Fund system based on Agency and staff contributions.

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<sup>2</sup>Statement by the Commissioner-General of the United Nations Relief and Works Agency before the Special Political Committee of the United Nations, November 4, 1963, p. 4 (mimeo.).

Limited Financial Resources. The most important single factor influencing UNRWA policy is perhaps its chronic shortage of funds which recurred over a number of years but most seriously in 1957 and 1962. Faced with limited financial resources and its obligations toward the basic relief and education programmes for the refugees, the Agency has been obliged, from time to time, to tighten its belts to make ends meet. Whatever the direct or indirect causes of such financial crises may have been they have directly affected the Agency's personnel policy in general and employees' benefits in particular. Even when the Agency recognized, implicitly or explicitly, the need and justice to review for better some of the benefits it was faced with an unbalanced budget which brought such plans to a standstill. This is best illustrated by the ex-Commissioner-General's address to the employees in which he stated:

I know that you and your colleagues already well understand the problems which confront the Agency with respect to a chronic shortage of funds and to the temporary, short-term nature of our mandate. These difficulties inherently limit the Agency's ability to do what it may otherwise consider desirable and justified for its staff. More precisely, UNRWA must always seriously weigh its responsibility to the refugees whom it exists to serve and its need to stay within its budget against its desire to improve staff conditions.... it is the means, not the will, that are lacking.<sup>3</sup>

Characteristics of Personnel Administration in UNRWA. The various factors detailed in the foregoing pages have affected the

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<sup>3</sup>Letter from Dr. John Davis, Commissioner-General of UNRWA, to the Chairman of the Headquarters Area Staff Association, Beirut, September 10, 1963, p. 1, (mimeo.).



UNRWA personnel administration in one way or the other and imprinted it with certain characteristics which emanate from its nature of operations.

Centralization at Headquarters. Thus in the first place personnel administration is centralized at Headquarters. All personnel policies and procedures applied by the personnel offices in the various fields are laid down at Headquarters and exceptions thereto have to be referred to Chief, Personnel Division or the Director of Administration for a ruling. The field offices are limited in certain respects even where otherwise authority could have been delegated to the fields. The granting of a special leave, for example, requires the prior approval of the Director of Administration if it exceeds one month.<sup>4</sup> Such centralization is better illustrated in the provisions governing the staff management aspect of personnel administration, i.e. the authority to establish, reclassify or eliminate posts in the respective fields. Such authority is vested mainly in the Director of Administration at Headquarters. Even the decentralization of this authority to field directors is still limited and governed by Headquarters standards. Thus, the authority to establish or reclassify posts by the field directors or, for that matter, the heads of operating units at Headquarters, is limited by three main and sig-

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<sup>4</sup>See United Nations Relief and Works Agency, "Annual Leave, Advanced Leave, and Special Leave," Personnel Directive No. A/5 (Beirut, September 1, 1959), para. III B 2. (mimeo).

nificant provisions:

... any new post (should be) of an occupation classification and salary or wage grade authorized by the Occupation Classification Manual;

- the standards set out in the Occupation Classification Manual (should be) adhered to;

existing manning table post(s) (should) have been abolished within the six months before the new post(s) are established, and in any case provided that the savings are equal to or greater than the cost of post(s) established;<sup>5</sup>

These provisions may be related to the financial position of the Agency on the one hand and to the desire, in a relatively new Agency operating in four main fields to maintain the integrity of its operations by the application of one set of standards on the other hand.

Incomparability of Employment Conditions. Another characteristic of UNRWA personnel administration is that though the Agency aspires to be a good employer it cannot, and there is no reason why it should, compete with profit making, especially large oil companies in the area. Operating in a highly competitive, largely refugee, labour market, faced with various obligations to its refugee clients and limited sources of funds the Agency does not appear to be obliged to compete with financially better-off firms. Though a high turnover rate may be upsetting to profit-making companies who like to see the experience acquired by their employees utilized within the companies

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<sup>5</sup>United Nations Relief and Works Agency, "Staff Management," Organization Directive No. 15 (Beirut, September 1, 1962), para. B iii. (mimeo.).

themselves, the problem is not necessarily so upsetting in UNRWA. On the contrary the latter likes to see its largely refugee staff utilizing experience acquired in the Agency service in fruitful employment elsewhere. This achieves two purposes for a relief and works agency: it leads to the elimination of more refugee names from the relief rolls on the one hand and gives the opportunity to other refugees to find work, and gain such experience, with the Agency itself. If such is the case what happens to efficiency?

In his thesis Mr. M. Sadik concluded that: "UNRWA is a relief Agency, and it may be contented that efficiency does not count as much in the administration of many of its activities as in most agencies."<sup>6</sup>

I should state here that I disagree with Mr. Sadik's interpretation of "efficiency" which he makes on the basis that the Agency employs more staff than it normally requires because of their qualifications, but does not recall that by so doing the Agency is achieving part of its ultimate purpose by training the refugees on the job and, hence, placing them in outside jobs. As such the concept of "efficiency" in the case of UNRWA should be interpreted in a rather more liberal and comprehensive sense and not in such a restrictive manner as to limit it to one aspect of the organization which could be a means rather than an end. To this end more expenditure, in itself, is not necessarily inefficient. In an organization such as UNRWA, where employment is a form of relief, and where the Agency is there to provide both, the employment of more people contributes more to the achievement of its objective in so far as it can afford financially to employ that number.

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<sup>6</sup> Sadik, op. cit., p. 115 (underlining original).

It is true that whatever money it can spare may be needed for the provision of direct relief services which are needed by the refugees; but even such direct relief services, in themselves, are considered to be necessary temporary measures and the ultimate objective remains that of reducing, if possible, the number of such refugees who need the direct relief services and eliminating their names from the relief rolls once they become self-supporting through fruitful employment or professions. This is confirmed by the frames of reference established for UNRWA by the General Assembly of the United Nations, by the Commissioner-General of UNRWA who stated that "it is imperative that the rectification of ration rolls be carried out in an orderly manner and as rapidly as possible" and that "maturing refugees must be given every opportunity to learn skills,"<sup>7</sup> and by the actual shift of emphasis of the Agency in recent years from direct relief services to general education and vocational and teacher training.

In so far as the internal running of the administration is concerned, high turnover in itself does not appear to affect seriously the operations of the organization as and when such turnover proves to be high. This may be explained largely on two bases:

As already noted almost all top executive and policy-making posts, down to the level of division chief, and, in some cases, branch heads are occupied by international professional staff members who make, or participate in making the Agency's policy and establish the

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<sup>7</sup>Statement by Dr. John H. Davis, op.cit., p. 9.

procedures and guidelines for its implementation. Local staff, who occupy the middle and lower posts are generally more concerned with the application of such policies and procedures.

As the Agency follows an open policy on promotion and gives priority in filling posts to staff members, the trend is generally to fill posts which become vacant for whatever reason by promoting the next lower employee who normally has become acquainted, to an acceptable degree, with the tasks assigned to the next higher post.

High Mobility of Staff Movements. This leads to a third characteristic of personnel administration in UNRWA, i.e., a relatively high mobility of staff movements within the ranks of the locally recruited staff. As the Agency follows an open policy on promotion governed more by pragmatism than dogmatism and more by experience than formal education, staff members have an almost free access to the higher grades the promotion to which is not governed by a certain number of years in service in the lower grade. Such mobility may be considered, more or less, as an advantage for the employees who need not always await their annual step-to-step increments. This mobility is further encouraged by giving priority, in filling new vacancies, to the Agency staff before advertising them for outside candidates.

Stress on In-service Training. One of the outstanding characteristics and trends of personnel administration in UNRWA is the ever-increasing stress on the importance of in-service training for its

local staff members. The need for in-service training was recognized from the beginning of the Agency's mandate to improve the qualifications of its employees for better job performance on the one hand and to qualify them for employment outside the Agency on the other hand. Thus, as far back as 1954, the Agency sent some of its staff for training courses at the American University of Beirut and other institutions, but the scope of such training is becoming increasingly wide especially for the education and health staff. Thus in the school year 1963/64 about 1400 vocational training and teacher training instructors, school teachers and supervisors have received in-service training courses and the number is expected to increase every year.

Training of teachers has consisted, so far, of summer training courses. As of the beginning of 1964, UNRWA has initiated an in-service training institute the objective of which is, according to a statement by the Commissioner-General:

to enable UNRWA teachers to obtain accreditation (or its equivalent) within the countries where they reside. This, we hope to do by the use of our existing teacher training centers, particularly during the summer months, and by offering extension and correspondence courses in which teachers can enroll while teaching. The cost of this during the present mandate period will be between \$350,000 and 400,000;... Our objective is to enable at least a high percentage of our teachers to qualify for teaching certificates within a three-year period... To the extent that this programme succeeds, the education provided refugee students by UNRWA will improve, the teachers in UNRWA schools will gain a status of equality with other teachers in the region and UNRWA's educational program will be brought into closer harmony with those of the host countries.<sup>8</sup>

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<sup>8</sup> Ibid., p. 4.

Similar in-service training courses are conducted for the vocational and teacher training instructors and the Department of Health staff, such as nurses, sanitation officers, etc. for the same purposes outlined above for teacher training.

Training for other staff, such as administrative and clerical employees, is more limited and conducted on individual bases when, in the interest of the Agency, the staff members are granted scholarships for study abroad to improve their abilities.

Prospects. The future developments of personnel administration in UNRWA depend upon a multiplicity of factors several of which can hardly be determined as of now since they are, in many respects, the outcome of larger, more subjective and complicated issues.

Thus, would UNRWA decentralize further its operations, including personnel? The answer lies in two factors which would press the issue in two opposite directions. The formulation and completion of standards at Headquarters to govern personnel administration is apt to lead to more decentralization of that aspect of the Agency's operations. Though such trend may be administratively feasible and efficient, in the broad sense of the term, the extent to which it will be carried out depends on the future of the Agency as a whole. Thus enquiries have been made as to the possibility of transferring the Agency's functions to other United Nations organizations and/or to the host governments. In case the U.N. General Assembly resolves to transfer UNRWA functions to the local governments the interim period during which such process is carried out would be a period of de-

centralization of functions, including personnel, to the respective host governments. Such transfer is, however, unlikely in the near future as, according to the Commissioner-General:

Any premature effort to liquidate UNRWA will serve no useful purpose but, on the contrary, will add to the instability of the Middle East, reduce the rate of economic progress and even run the risk of generating open strife and loss of life within the Middle East.<sup>9</sup>

Thus, with a longer mandate for the Agency and with the completion of standards the likely course of action is to decentralize personnel administration to the fields but to continue the centralization of major policy decisions at Headquarters to the extent necessary for adopting less costly and cumbersome administration but, at the same time, preserving the integrity of policies and uniformity of decisions.

Another likely course of action for the Agency is not only a recognition of the need for the improvement of local staff conditions of service, but taking actual steps toward the improvement of such conditions. This trend has already been started by granting the children allowances which might become more inclusive and the preparation for a general health plan based on Agency and staff contributions. Such improvements might be slowed down by financial limitations, but the trend is there, no matter what the time it will take.

The trend to improve conditions of service might have, inevitably, to cause a reconsideration of the employees' status vs. their

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<sup>9</sup>Ibid., p. 7.



status as refugees and a split of the two concepts which, though related, mean different things to the employees themselves. The latter, especially the monthly paid staff, have more interest in their status as employees than as refugees for they cease to be in the latter category once they acquire employment with the Agency or elsewhere. As such the extent to which the employees status will be improved depends to a large extent on the employees willingness to recognize that any organization employs the number of people it needs for its operations rather than the number it has to employ because they need employment.

Finally, and partly as a part of the drive toward economy, the trend might be toward localizing a considerable number of the senior posts which have so far been occupied by international staff members who may be considered on a form of technical assistance mission during which they train the local staff members and prepare them for senior posts.

Whether and when the above evaluations would follow the foregoing courses depends, again, on a multiplicity of factors some of which have been treated in the previous pages. A margin for the unknowns in such a complicated situation should always be accounted for.

APPENDIX I

UNITED NATIONS RELIEF AND WORKS AGENCY  
FOR PALESTINE REFUGEES

Headquarters,  
Beirut

23 January 1963

STAFF MANAGEMENT DIRECTIVES

FOREWORD

1. Organization Directive No. 15, para. 8(B)(xii) authorized the Director of Administration to "prescribe such procedures related to staff management as he deems necessary". Pursuant to this authority a technical manual entitled Staff Management Directives herewith is activated.
2. The Staff Management Directives will include newly-prepared materials as well as old materials relating to staff management taken from existing Area Personnel Directives.
3. Staff Management Directives are for the use of UNRWA supervisors of Area staff members, to give them information, guidance and assistance in preparing and processing Requests for Post Action (RPAs) and related papers.
4. Staff Management Directive No. 1, "Post Classification Policy, Principles and Methods: Manning Table Posts (Graded and Ungraded)", is issued as the first directive in this series. Its purpose is to inform supervisors (and through them, employees) as to why positions are classified and how the classification process works. This directive is intended to help supervisors to improve their post action presentations by concentrating upon the relevant post classification factors or standards and eliminating the non-classification elements (problems of personnel management, promotion, pay, cost of living, etc.) which so often creep into RPAs.

R.L. Fisher  
Director of Administration

UNITED NATIONS RELIEF AND WORKS AGENCY  
FOR PALESTINE REFUGEES

Headquarters,  
Beirut

23 January 1963

STAFF MANAGEMENT DIRECTIVE NO. 1

Subject: Post Classification Policy, Principles and Methods:  
Manning Table Posts (Graded and Ungraded)

1. Policy

Basic Agency policy concerning Post Classification is set forth in Area Staff Regulation 2.1, reading as follows:

"The Director [Commissioner-General] shall make appropriate provision for the classification of posts and staff into salary levels according to the nature of the duties and responsibilities required".

2. Definition

Post Classification has been defined in Personnel Directive No. AIX/1, paragraph 9(B), as follows:

"Post Classification is the determination of the duties and responsibilities of a specific Manning Table post, its assignment to a particular occupation classification and employee category, and its placement on the Agency's salary scale".

3. Object and Purpose

Post Classification is the Agency's means of attaining desirable consistency in staff members' pay so that the principle of equal pay for substantially equal work may be followed. Post classification aims to do this by establishing the relative level of difficulty of the duties and responsibilities of each post as compared with all other posts in the Agency.

4. Principles

(A) Levels of Difficulty

Classification is based on the arbitrary division of the total work of Manning Table posts into 17 levels of difficulty for graded posts (Grades 2 to 18) and 4 levels of difficulty for ungraded posts (U-1 to U-4).

(B) Classification Decisions

The classification of a post involves the making of two decisions:

- (i) Determination of the kind of work in which the position is engaged (selection of the appropriate post title, occupation classification and employee group);
- (ii) Determination of the relative level of difficulty and responsibility of that work (selection of grade).

(C) Post Comparisons

Posts are evaluated by relating them to established standards and by comparing them with other posts (at the same or higher or lower grade levels), in the functional area concerned, or elsewhere in the organization unit or anywhere in the Agency. (Reference: Director of Administration's letter to Director of UNRWA Affairs, Jordan, OR 120/4(A), "Job Evaluation by the Post Classification Method", dated 16 March 1962).

(D) Sources of Information

Facts concerning a post have to be available before the post can be properly classified. The principal source of information is the Post (Job) Description, supported by a Justification in all cases and an Organization Chart when applicable. (Reference para. 6 of Annex 'B' to Personnel Directive AIX/1). Additional information about posts and their relationship to each other is obtained by study of organization structures, work procedures and methods, the Management files, etc., through desk analysis as well as by on-the-spot review.

5. Factors in Evaluating Posts

Evaluation of posts is made on the basis of the following eight factors or standards:

(A) Supervisory Control Exercised over the Post:

The nature and degree of deliberate, planned supervision exercised over the work of the post by higher authority. Such control is positive and reflects the definite decision of superior authority to limit the scope of work and the kind and finality of decisions permitted.

(B) Guide Lines:

The extent to which the decisions made and actions taken are controlled by precedents, prescribed work practices, operational limitations, or other guide lines.

(C) Originality of Thinking Required:

The degree of inventiveness, imagination and ability-to-innovate actually required by the work; the necessity for the solution of problems which have not been so dealt with before in order to make their original solution unnecessary.

(D) Variety:

The degree of diversification of work in the post so far as that diversification represents inherently different kinds of work, which require the use of unrelated techniques and call for essentially dissimilar knowledges and skills.

(E) Personal Relationships:

The measure of the "what", "why" and "how" of that phase of work which is carried on by giving and securing information, explaining policy and methods, and persuading-to-action through person-to-person contact.

(F) Commitments:

The kind and amount of authority vested in the post to bind the organization unit to a policy, course of action or particular action, with consideration of the limitations on such authority.

(G) Control of Work of Others;

(i) The kind and extent of the post's supervisory authority with respect to the manner in which such control is exercised over subordinate staff members and the degree of its completeness and finality.

- (ii) Measurement of the volume and level of supervisory and management responsibility as indicated by the total number, grade and diversity of subordinates under the control of the position.

(H) Responsibility:

The amount and kinds of responsibility inherent in the post, including:

- (i) responsibility for decision-making and the consequences of such decisions,
- (ii) responsibility for raising, safeguarding and/or expending funds,
- (iii) responsibility for supplies, equipment and/or property,
- (iv) responsibility for assisting, guiding or directing people who are the Agency's clients (i.e. refugees).

A.R. DeAngelis  
Senior Management Officer

Approved:

R.L. Fisher  
Director of Administration

Distribution "HQ 3"

APPENDIX II

UNITED NATIONS RELIEF AND WORKS AGENCY  
FOR PALESTINE REFUGEES

Headquarters,  
Beirut

17 December 1963

To: : All Individuals concerned with Personnel  
Administration

From : A/Director of Administration

Subject : Staff Management Directive No. 3.

1. With effect from 1 January 1964, Staff Management Directive No. 3 cancels and supersedes the following sections of Personnel Directive No. AIX/1:

Para. 17(B)	Procedures to Modify the Manning Table
Para. 18 Attachment	Organization Chart and Post Description Nos. 1 and 2.
Annex 'B'	Procedures to Modify the Manning Table.
Attachment No. 2	Organization Chart.
Attachment No. 3	Post Description.

2. I specifically invite your attention to para. 9(B)(iii) of the new Directive which sets forth in some detail the requirements and form for a justification. You will also note that the Post Description form (Attachment No. 3) has been considerably altered to reflect a more comprehensive picture of the post. Careful attention to the preparation of these two documents in accord with the provisions of this Directive will greatly benefit all concerned.

3. Considerable thought and effort have gone into the preparation of this Directive. Its primary objective lies in providing both Headquarters and the Field with as much specific guidance as possible in the preparation of RPAs. Much of the delay encountered in the past in processing RPAs from the various fields and from Headquarters has stemmed from the inadequate presentations made. To a considerable degree, these inadequacies have been the logical result of insufficient guidance offered by Headquarters. It is my hope that this Staff Management Directive will provide that specific and detailed guidance which is necessary to allow effective preparation and prompt consideration of RPAs.

L.P. Gendron



UNITED NATIONS RELIEF AND WORKS AGENCY  
FOR PALESTINE REFUGEES

Headquarters  
Beirut

10 December 1963

STAFF MANAGEMENT DIRECTIVE NO. 3

Subject: Responsibility and Procedures to Modify the Manning Table

1. Purpose

To clearly define responsibility for the initiation of RPAs and to set forth required procedures for their preparation and subsequent submission.

2. Effective Date

1 January 1964

3. General

- (A) This Directive is to be read in conjunction with Organization Directive No. 15, and Staff Management Directives Nos. 1 and 2.
- (B) All proposed modifications to the manning table will be initiated by means of a Request for Post Action (hereafter referred to as an RPA--see Attachment No. 1 to this Directive). "Modification" in this context includes not only establishment or elimination of posts and post salary level reclassification but also any installation or category modifications and any changes in occupation, title or expenditure code.
- (C) All RPAs submitted to the International Staff Management Committee or to the Director of Administration must be supported by the information required in paragraph 9 below.

4. Authority to Modify the Manning Table

(See Organization Directive No. 15, the Foreword and Introduction to Parts III, IV and VII of the Occupation Classification Manual).

## 5. Initiating RPAs--Responsibility

The responsibility for initiating RPAs to modify the manning table is assigned as follows:

### (A) RPAs submitted to the ISMC or to the DA at HQ

#### (i) Field

To Field Administration Officers in respect to Area posts (category A) and to category 'X', 'P', 'Z' and 'W' posts under their jurisdiction. These RPAs should be counter-signed by the Field Office Directors.

#### (ii) Headquarters

To Headquarters Department Heads and Headquarters Division Chiefs in respect to:

(a) Category 'I', 'L', 'S', 'R', 'P' and 'V' posts and 'X' posts paid with reference to International salary scales after consultation with Chief, Personnel Division. In respect to field office international posts prior consultation with the Field Office Director will normally precede submission of an RPA.

(b) Area posts (categories 'A', 'X', 'P', 'X' and 'W') and other posts under the jurisdiction of Headquarters and paid with reference to area salary scales.

### (B) Local RPAs--Submitted to the Field Office Director in the Field and to the Headquarters Department Head Concerned at Headquarters

#### (i) Field

To the Field Officer concerned (Field Health Officer, Field Welfare Officer, etc.) in respect to area posts (category 'A') and other posts (categories 'X', 'P', 'Z' and 'W') under their jurisdiction paid with reference to area salary scales.

#### (ii) Headquarters

To the Division Chiefs at Headquarters in respect to area posts (category 'A') and other posts (categories 'X', 'P', 'Z' and 'W') under their jurisdiction at Headquarters.

6. Numbering Control of RPAs

(A) All RPAs will be serially numbered to ensure control.

(i) Field

In Field Offices there will be two control series:

- (a) To record all RPAs sent to the ISMC and/or Director of Administration.
- (b) To record all local RPAs acted upon within the authority of the Field Office.
- (c) The number will consist of a Field Office prefix (L,G,S,J), a serial number and the final two digits of the calendar year. (e.g. J/10/63). The same system will apply to local RPAs but the suffix L (for local) will be added. (e.g. J/10/63/L).

(ii) Headquarters(a) RPAs Requiring Headquarters Management Authority

- (1) At Headquarters there will be a separate control series of numbers for each Headquarters Division for all RPAs requiring approval by the International Staff Management Committee or the Director of Administration. These control series will be maintained by the Staff Management Branch. The RPA control number will consist of a Division prefix (BUD, RSD, etc.), a serial number and the final two digits of the calendar year. (e.g. BUD/10/63).

(b) Local RPAs

Headquarters Departments or Divisions will maintain a control series of numbers for local RPAs acted upon by Headquarters Department Heads. The RPA control number will consist of a letter designation if controlled by a Department (F for Finance) or a prefix if controlled on a divisional level (PER, ASD, IAN, etc.), a serial number, the final two digits of the calendar year and the suffix 'L' (for "Local") (e.g. F/10/63/L-Departmental Control) or (P, S & T/10/63/L--Divisional Control).

7. Processing of RPAs(A) Field Office Authority

- (i) RPAs which are to be locally approved must be limited to the authority laid down in paragraph 7 of Organization Directive No. 15. Particular care should be taken in assigning the post number and the finance code. If there is doubt whether an RPA can be approved at Field Office level, reference should be made to the Director of Administration.
- (ii) Great care should be taken at all times to see that category classification of post ('A', 'X', 'P', 'Z' or 'W') and incumbent agree.
- (iii) One copy of every locally approved RPA should be sent to the Budget Division at Headquarters. These copies should be despatched currently and should be sent not less frequently than once per week. As these copies require processing by Budget no later than the cut-off date they must be received by Budget at least two days prior to the cut-off date for the Period.
- (iv) RPAs approved locally require the prior signature of the Field Finance Officer that funds are available. (See Budget Technical Instruction No. 27).

(B) Headquarters Authority

- (i) RPAs which are to be locally approved at Headquarters must be limited to the authority laid down in paragraph 7 of Organization Directive No. 15. A check must be made with Personnel to insure that the new post number is correct.
- (ii) RPAs pertaining to International Posts should be addressed to Chairman, International Staff Management Committee at Headquarters together with all supporting documents as required in paragraph 9 below. International RPAs will be submitted in the original and four copies. All correspondence with the Director of Administration in relation to RPAs concerned with posts paid with reference to the International salary scale should be submitted in the original and four copies.
- (iii) All other RPAs will be addressed to the Director of Administration, Headquarters by the Field Officer or

Headquarters initiating officer together with all supporting documents as required in paragraph 9 below. These RPAs will be submitted in the original and three copies.

- (iv) All copies of RPAs approved by the Director of Administration for Area Posts at Headquarters and RPAs approved by the International Staff Management Committee for all posts paid with reference to the International salary scale throughout the Agency will be passed directly by Staff Management Branch to Personnel for completion in respect to post number.
- (v) The decision of the Director of Administration or the International Staff Management Committee will be recorded in full in Part 5 of the RPA.
- (vi) In respect of RPAs requiring approval by the International Staff Management Committee or the Director of Administration, the kardex record of the manning table will not be amended at the time of submission of the RPA, but only upon return of the RPA with the approval endorsed in Part 5.
- (vii) In respect of locally approved RPAs, the kardex record must be amended before despatch of the copy of the RPA to Budget Division.
- (viii) All RPAs approved by the Director of Administration and involving extra expenditure by the Agency will be referred to the Comptroller for his concurrence.
- (ix) Thereafter, all copies of completed RPAs will be passed to Budget Division for necessary budget action, including designation of financial code.
- (x) All copies of the RPA will then be returned duly completed in Part 7 to the Staff Management Branch with the related Budget Adjustment Advice (if required) attached to the originator's copy. The Staff Management Branch will then distribute all copies to the appropriate addresses as follows:

Original ..... Budget Division  
 1st Copy ..... Personnel Division, HQ  
 2nd Copy ..... Originator  
 3rd Copy ..... Staff Management Files.

4th Copy (International RPAs) International Staff  
Management Files

- (xi) Disapproved RPAs will be distributed in the same fashion as approved RPAs.

8. Subsequent Action

- (A) For all approved RPAs concerned with 'I', 'L', 'R', 'S', 'P' and 'V' posts and 'X' posts paid with reference to International salary scales and all other Headquarters posts, Chief, Personnel Division, Headquarters will initiate personnel action as appropriate.
- (B) For all 'A', 'X', 'P', 'Z' and 'W' posts paid with reference to area salary scales at Headquarters, Personnel Officer (Area) will receive the RPA with the related Budget Adjustment Advice (BAA), and initiate personnel action as appropriate.
- (C) For all 'A', 'X', 'P', 'W' and 'Z' posts paid with reference to area salary scales in Field Offices, Field Finance Officer will receive the RPA with the related Budget Adjustment Advice (BAA), detach the latter and forward the former to the Field Administration Officer who will initiate action as appropriate.

9. Information Required in Support of RPAs Submitted to the Director of Administration or to the International Staff Management Committee.

(A) General

- (i) Requests for Post Action are usually submitted to:
- (a) Effect reorganization of staffing following the assumption of new functions and responsibilities; the consolidation of functions and responsibilities; and the elimination of functions and responsibilities.
- (b) Obtain additional posts to handle an increased volume of work.
- (c) Reclassify posts following changes in duties and responsibilities.
- (ii) The justification submitted in support of requests coming under one of the above categories should follow a definite pattern as set out hereunder.

- (iii) In preparing RPAs particular care should be taken in the completion of the section on financial effects and initiating officers should consult freely with the Field Finance Officer, or in Headquarters, with the Budget Division. It is essential that, apart from the direct cost of salary, the indirect costs of associated requirements should be fully and accurately assessed.

(B) Reorganization of Staffing

Requests for Post Action in this category should be accompanied by:

- (i) An Organization Chart setting out the total number of manning table posts required with the additional posts clearly indicated (perhaps by underlining them in red), the existing and recommended grades for all posts, and existing and recommended lines of authority. (See Attachment No. 2 to this Directive).
- (ii) A Post Description (see Attachment No. 3 to this Directive). For all new posts unless the nature of the proposed action clearly does not require this and both an old and a new post description where changes have been made in either the work performed or in supervisory or other responsibilities.
- (iii) A Justification. Basically, every justification in support of an RPA should be designed to present a case so clearly, so completely, so logically, so fully supported by fact and detail that the approving authority will be convinced, without reservation, that the request is both proper and deserving. While this may be an ideal presentation this basic objective should be kept clearly in mind. The responsibility rests with the originator of the RPA to anticipate queries and questions likely to arise and to answer them fully in the initial presentation. The inadequate presentation of an RPA invariably results in delay and frequently results in disapproval of the RPA or rejection of the RPA without consideration. In specific terms, a justification should be in the form of a clear, comprehensive and reasoned statement setting forth:-

- (a) A detailed explanation of the circumstances necessitating the variation to the manning table such as a transfer of duties, increased responsibility, etc. The question of primary importance is "why"?: why is the modification necessary or highly desirable?
  - (b) The advantages to be gained from the modification such as more efficient operations, increased output, better supervision or control, budget savings, etc., with the details of the advantages clearly set forth.
  - (c) The effect of the proposed action on other posts within or outside of the Division, especially in circumstances where increased staffing follows a transfer of functions. Where there is no effect on other posts this should clearly be stated.
  - (d) Workload statistics (if these are the basis or partial basis for the request) set out in specific terms and showing actual increases rather than percentages. Where workload statistics are not pertinent this should be so stated and the reason given.
- (iv) Non-Acceptable Justification
- (a) All too frequently extraneous information and irrelevant facts are included in a justification to buoy up an otherwise untenable position. A number of statements frequently presented which are not acceptable in a justification are:
    - (1) The incumbent has been in Grade X a number of years; is at the top of the grade; or is ready for promotion.
    - (2) The incumbent of a post has the educational or experience qualifications for a post of a higher level.
    - (3) The incumbent of a post has not been promoted recently and a promotion would boost his morale.
    - (4) The incumbent is in debt.
    - (5) The incumbent has increased the size of his family.



- (6) The cost of living has increased.
- (7) The salaries paid in the local labour market for similar work are different from those paid by the Agency.

N.B. While not pertinent for post classification purposes, items "6" and "7" above are important factors in the consideration of the overall Agency grading pattern and salary scales and should be brought to the attention of the Director of Administration.

- (b) It is equally unacceptable to include in a justification:
  - (1) An iteration of the duties and responsibilities required of the post. These items should properly already have been set forth in the Post Description.
  - (2) A statement covering the transfer of duties and responsibilities to one post which would tend to upgrade that post without an accompanying statement concerned with the effect on the post from which the duties and responsibilities were transferred.
  - (3) A simple statement noting that workload has increased without a detailed breakdown of the type and quantity of additional work.

(C) Additional Posts to Handle Increased Workload

RPA's in this category need not be accompanied by an Organization Chart but otherwise, the provisions of paragraph (B) above are applicable.

(D) Reclassification of Posts following changes in duties and responsibilities:

- (i) RPA's in this category need not be accompanied by an Organization Chart but otherwise, the provisions of paragraph (B) above are applicable.
- (ii) RPA's in this category require submission of two sets of post descriptions:

- (a) The original post description upon which the post was formerly graded.
- (b) The new post description upon which the RPA rests.

(E) Rejection of RPAs

RPAs which fail to comply with the provisions of this Directive, with particular emphasis on the presentation of an adequate justification, will be rejected without consideration and returned to the initiating unit.

(F) Review of Management Decisions (See Organization Directive No. 15)

- (i) Requests for review by the Director of Administration and/or the Comptroller of adverse staff management decisions may be made by resubmitting RPAs to the Director of Administration provided that:
  - (a) Further new justification is submitted where feasible in support of the request for review.
  - (b) Where no further justification is submitted it is incumbent upon the initiator of the request for review to demonstrate why it is not feasible to provide further justification.
- (ii) Requests for review of adverse staff management decisions that fail to comply with the provisions for review set forth above will be rejected without consideration and returned to the initiating unit.

A.R. De Angelis  
Senior Management Officer

Approved:

L.P. Gendron  
Acting Director of Administration

06.1.355.1

ATTACHMENT NO. 1 TO STAFF  
MANAGEMENT DIRECTIVE NO.3

OFFICE: \_\_\_\_\_

CONTROL No. \_\_\_\_\_

( See para. 3 of Annex B to  
Personnel Directive AIX/1 )

## REQUEST FOR POST ACTION

To : ( Director of Administration )  
( Field Office Director )

From : ( \_\_\_\_\_ ) HQ.  
( \_\_\_\_\_ ) Field Office

1. APPROVAL IS REQUESTED FOR THE FOLLOWING POST ACTION: ( Check one )

- Establishment of a New Post ( Use only the left-hand column )
- Elimination of an Existing Post ( Use only the left-hand column )
- Reclassification/Regrading of an Existing Post ( Use both columns to show FROM and TO )
- OTHER ( SPECIFY ) \_\_\_\_\_

FROM		TO	
Classification			
Grade			
Post No.			
Finance Code			
Dept.			
Div.			
Branch			
Opening Date :	Closing Date :	Opening Date :	Closing Date :

2. ANCILLARY EFFECTS: ( Brief narrative of all ancillary effects, including other staffing, services, or equipment involving direct or indirect expenditure ).

3. FINANCIAL EFFECTS OF REQUESTED ACTION INCLUDING ANCILLARY EFFECTS

FINANCE CODE	ANNUAL RECURRENT COST ( \$ )	NON-RECURRENT COST ( \$ )

4. JUSTIFICATION FOR REQUESTED ACTION: ( ) Is set forth below ( ) Is attached  
( Check one )

06.1.355.1

ATTACHMENT NO. 1 TO STAFF  
MANAGEMENT DIRECTIVE NO.3

OFFICE: \_\_\_\_\_

CONTROL No. \_\_\_\_\_

( See para. 3 of Annex B to  
Personnel Directive AIX/1 )

## REQUEST FOR POST ACTION

To : ( Director of Administration )  
( Field Office Director )

From : ( \_\_\_\_\_ ) HQ.  
( \_\_\_\_\_ ) Field Office

1. APPROVAL IS REQUESTED FOR THE FOLLOWING POST ACTION: ( Check one )

- Establishment of a New Post ( Use only the left-hand column )
- Elimination of an Existing Post ( Use only the left-hand column )
- Reclassification/Regrading of an Existing Post ( Use both columns to show FROM and TO )
- OTHER ( SPECIFY ) \_\_\_\_\_

FROM		TO	
Classification			
Grade			
Post No.			
Finance Code			
Dept.			
Div.			
Branch			
Opening Date :	Closing Date :	Opening Date :	Closing Date :

2. ANCILLARY EFFECTS: ( Brief narrative of all ancillary effects, including other staffing, services, or equipment involving direct or indirect expenditure ).

3. FINANCIAL EFFECTS OF REQUESTED ACTION INCLUDING ANCILLARY EFFECTS

FINANCE CODE	ANNUAL RECURRENT COST ( \$ )	NON-RECURRENT COST ( \$ )

4. JUSTIFICATION FOR REQUESTED ACTION: ( ) Is set forth below ( ) Is attached  
( Check one )

Requesting Officer's Signature \_\_\_\_\_

Requesting Officer's Title \_\_\_\_\_

Date \_\_\_\_\_

5. DECISION OF (DIRECTOR OF ADMINISTRATION)  
(FIELD OFFICE DIRECTOR)

(Check one)

- Request approved
- Request NOT approved
- Other action (Specify) \_\_\_\_\_

Because \_\_\_\_\_

(Director of Administration)  
(Field Office Director)  
(cross out one)

Date \_\_\_\_\_

6. CONCURRENCE BY COMPTROLLER

(Check one)

- I concur in the decision of Director of Administration,
- do not

because \_\_\_\_\_

Comptroller

7. ACTION BY (CHIEF, BUDGET DIVISION)  
(Check one) (FIELD FINANCE OFFICER)

- A. Funds are available in the approved budget.
- B. Funds have been issued/withdrawn as appropriate. See B. A. A. No. \_\_\_\_\_
- C. Other (Specify) \_\_\_\_\_

Date \_\_\_\_\_

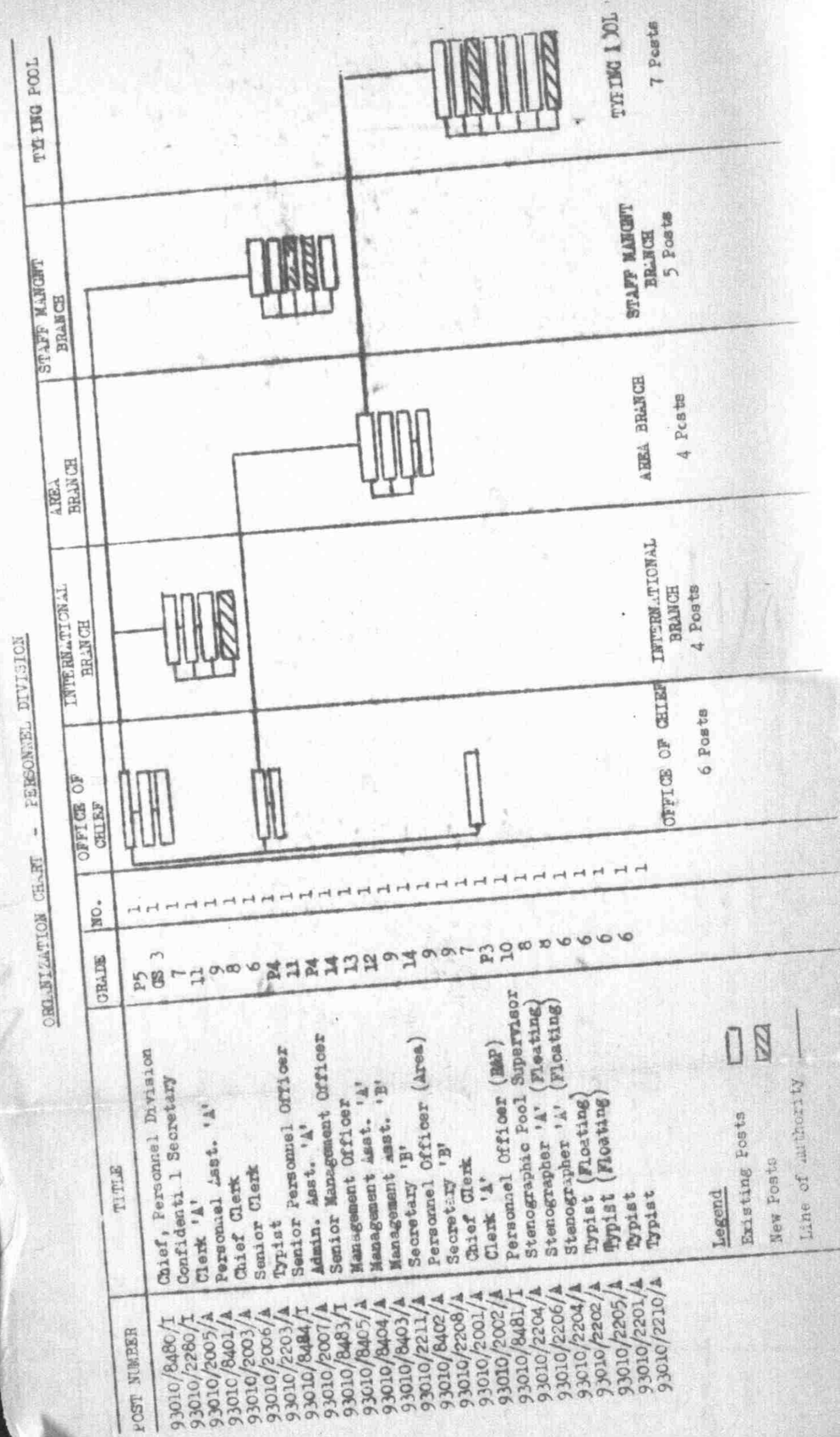
(cross out one) (Chief, Budget Division)  
(Field Finance Officer)

Instructions for Preparation and Completion of RPAs.

- Prepare and submit the Request for Post Action in conformity with the requirements of Personnel Directive No. AIX/1 Annex B paying particular attention to para. 4 (PROCESSING RPAs) and para. 6 (INFORMATION REQUIRED IN SUPPORT OF RPAs...). Such information need not include the Job Evaluation Proforma but must include a Post (Job) Description and a Justification in all cases and an Organization Chart when applicable.
- The issuing officer will complete Sections 1, 2, 3 and 4 of the RPA in full and forward the request directly to Director of Administration (or Field Administration Officer), together with related supporting documents. Chief, Budget Division (or Field Finance Officer) should be consulted for assistance in completion of Section 3.
- Disposal of completed RPAs will be in accordance with Personnel Directive AIX/1, Annex 'B', except if otherwise instructed.
- Where an RPA requires approval by Beirut HQ, action to implement the proposal may be taken only after receipt of the approved copy, duly completed. Implementation of all RPAs will conform with Staff Regulations and Rules and related instructions, except when a different effective date has been expressly authorised herein.

Attachment No. 2 to Staff Management Directive No. 1

ORGANIZATION CHART - PERSONNEL DIVISION



Attachment No. 3 to  
Staff Management Directive No. 3  
(1.1.64)

POST DESCRIPTION

Post Title: Department or Office:  
HQ or Field: Division:  
Grade of Post: Branch:  
Date:

1. NATURE AND EXTENT OF WORK:

A. Basic Function:

State briefly the basic function and purpose of the post.

B. Work Performed:

Divide the job into its major parts and describe the primary duties (avoid minute detail) of each part in a separate numbered sub-paragraph. Specify the approximate percentage of time allotted to each major part. Avoid the use of vague terms such as maintains, checks, handles, prepares, takes care of, assists, etc. Example: The Director of a Department or Field Office handles correspondence--so does a messenger. Tell exactly what is done. Example: He reviews for accuracy and content correspondence prepared by his assistant or secretary and signs the correspondence. If this is difficult to explain, give a brief example.

C. Mental Demands:

Specify in some detail (if not clearly indicated in 1 B. above) the initiative, originality of thought, creativity or inventiveness required to effectively carry out the specific duties and responsibilities of this post.

2. SUPERVISION AND FUNCTIONAL ASSISTANCE RECEIVED:

A. Supervisor:

Give the post title of the position's immediate, direct supervisor.

B. Supervision:

- (i) Specify the nature and degree of deliberate, planned supervision exercised over the work of the post by higher authority.
- (ii) State the extent to which higher authority specifies when and how work is to be done; extent to which work is observed in order to direct it: purpose of review of completed work; types of assignments received; number worked on at one time. Is supervision exercised when assignments are made or while the work is being performed?

C. Work Flow:

- (i) Where does the work come from for this post; what is its state of completion when it arrives; what is done with it by the incumbent of this post and where does it go when the incumbent has completed his work on it?
- (ii) Describe any weekly, monthly, seasonal or cyclical fluctuation in type and/or quantity of work and specify the reason(s) for the fluctuation.

D. Functional Assistance:

State the nature and extent of and necessity for functional and/or technical assistance that is available from:

- (i) established operating procedures, practices, methods, written instructions, etc.
- (ii) regulations, rules, policies, principles, controlling precedents.
- (iii) advice and assistance from persons other than supervisors.

3. RESPONSIBILITY AND AUTHORITY:

A. Employees:

State briefly the nature and extent of responsibility for the work of others with regard to:

- (i) simple, direct, routine supervision, handing out work, seeing that established practices are followed.
- (ii) employee discipline, welfare, morale, etc.
- (iii) planning work operations, selecting, assigning and reassigning personnel.

- (iv) numbers and grades of all personnel broken down as indicated under (i), (ii) and (iii) above with specific note whether responsibility is direct or indirect.

B. Operations or Functions:

Specify the nature and degree of responsibility for operations, processes or other functions.

C. Policy, Plans, Procedures:

Specify the nature and degree of responsibility for policy, planning, procedures, methods, etc.

D. Materials and/or Products:

Specify the nature and degree of responsibility and authority for materials (excluding equipment) and/or products.

E. Equipment:

State briefly the nature and extent of responsibility and authority for physical property, such as buildings, machinery, tools and other facilities.

F. Money:

Specify the nature and extent of responsibility for money and authority to monetarily commit the Agency.

G. Importance of Accuracy:

Specify the results of mistakes or inaccuracies with regard to:

(i) results not readily correctible and subsequent cost to the Agency in terms of time, labor, money, prestige, etc.

(ii) cost to the Agency of correction in terms of time, labor, money, prestige, etc.

- H. Personal Work Contacts: (Note: This does not include ordinary relations between superior and subordinate employees nor relations with fellow employees within one organizational unit).



(i) Internal:

Specify purpose and difficulty of contact with regard to the following:

- (a) with whom are the contacts?
- (b) what is the frequency of contact?
- (c) state the purpose of the contact (to give, receive, exchange information; to plan or make arrangements; to explain, clarify, interpret; to gain acceptance of ideas, defend, persuade; to develop policies, principles; to participate in group action).
- (d) what conditions, if any, exist to make it easy or difficult to accomplish the purposes of contacts (precedents of smooth or difficult working relationships, organizational structure, etc.)

(ii) External:

Specify the responsibility and authority for relations between the Agency and outside firms, organizations, individuals or governmental agencies with regard to (i) (a), (b), (c) and (d) above.

4. MINIMUM QUALIFICATIONS:A. Education:

Specify the minimum level of formal education required to perform the job.

B. Experience:

Specify the nature and extent of required experience to perform the job.

C. Knowledge, Skills and Abilities:

Specify the nature and extent of other knowledge, skills and abilities required (not just desirable or possessed by the present incumbent) to effectively carry out the work of this post.

N.B. Please keep your remarks concise and relevant to the post described.

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