

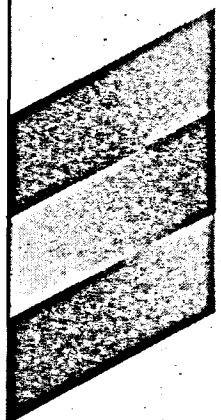
.b2620583(E)

doc  
CA1  
EA  
92C24  
ENG

# Canadians at International Organizations



External Affairs and  
International Trade Canada



Larry J. W. Duffield  
External Affairs and International Trade Canada  
July 1992

Canada

# *Canadians Employed at International Organizations*

## **Contents**

Executive Summary	i
Introduction	1
Demographics	2
Respondents - Assessment of Their Experience	4
Income Tax and Pensions	8
Benefits	11
Re-entry to Canada	12
Job Content	14
Opportunities for Women	15
Dependents Rights	16
Relations Between Governments and IO Employees	18
Conclusion	20
Recommendations	21
Appendix A - Survey Questionnaire	ii
Appendix B - Homogeneity Tests	vi
Appendix C - Contact List	vii

43-269-066  
.b2620583

## Executive Summary

The Government of Canada (GOC) contributes more than \$1 billion annually—about one third of its ODA—to International Organizations (IO), which employ 1,600 Canadians. The GOC, out of interest for their well-being, sponsored an 88 question survey which asked them, for the first time, to identify issues and feelings that affected their IO experience. There were 847 questionnaires completed and returned, along with 1,579 comments which provided anecdotal evidence. Along with a demographic profile, specific sections included:

- salary
- income taxes
- benefits
- re-entry to Canada
- job content
- opportunities for women
- dependents' rights, and
- governmental relations

These Canadians want an improved relationship with the GOC. Canadians at IO promote Canada to the world; their responses indicate that they deliberately select and/or promote Canadian goods and services in the work of their IO. However, their dedication and motivation to their IO are unchallengeable—their intent is to increase linkages with their Government because they consider that will contribute also to the missions of the IO. Canadians at IO expect that the GOC should be prepared to promote their interests. Specific examples include:

- being consulted by their compatriots in the business of their IO
- recognition for their contribution to Canada's foreign policy
- the ability to exercise their right to vote while serving at IO, and
- the possibility of accessing Canadian programs like the Canada Pension Plan and unemployment insurance while employed at IO.

# Employment of Canadians at International Organizations

*“For Canada, the single most important priority is to make the United Nations stronger, more effective and more relevant to today's challenges.”*

The Honourable Barbara McDougall  
Secretary of State for External Affairs  
September 25, 1991 address to the  
Forty Sixth Session of the UN General Assembly

## Introduction

Since 1978, the Government of Canada (GOC) has had a policy to actively promote the placement and progression of suitable qualified Canadians in responsible positions within multilateral organizations—a responsibility shared jointly by the Public Service Commission (PSC) and External Affairs and International Trade Canada (EAITC). Over several years, there had been recurring evidence that Canadians were frustrated in the process of their employment at International Organizations (IO).

Sensitivity to such frustration grew through the regular visits to IO centres and other activities of External Affairs International Programs (EAIP) directorate, PSC. The scope of the problem was addressed by Ambassador Fortier to Under Secretary of State for External Affairs Marchand in April, 1991, and it was felt that a fuller consideration seemed appropriate. The result is this study which questioned Canadians, past and present, employed at IO.

Little was known about the sample population of Canadians employed at IO and the design of the study had to take that into consideration. The study was structured to encompass three essential elements:

- 1) identify and define the population
- 2) determine (a) what are their concerns? and (b) where are their priorities?
- 3) survey their views with a questionnaire, substantiate the evidence, draw conclusions, and make recommendations.

Employee concerns of a peculiar Canadian nature were distinguished from those of a more generic international nature. The Canadian concerns are of particular interest to EAITC, the PSC, the almost 15 Missions which are accredited to the more than 80 IO in which Canada is a member, and which employ Canadians, and the approximately 25 agencies and departments represented on the Interdepartmental Committee on Specialized Agencies (ICSA).

For concerns more international in nature, the UN Secretariat was identified as the senior IO in terms of its administrative policy influences and the numbers of Canadians which it employed. Following distribution of the Study's initial Terms of Reference to ICOSA and Missions, a visit was arranged to New York in November.

As UN support was seen to be essential, encouragement and support for the study's objectives was provided during meetings with Abdou Ciss, Assistant Secretary General and select others in the UN, as well as with the International Civil Service Commission (ICSC), UNDP, and UNICEF.<sup>1</sup>

The consultation formula established a model for subsequent visit programs to Montreal and New York,<sup>2</sup> and thereafter to Washington, London, Brussels, Geneva, Paris, Vienna, and Rome. Although the questionnaire provided the statistical foundation, the several hundred consultations with representatives of the three players—the Canadian employees, the IO, and the Canadian Missions—provided the qualitative input and colour.

By the end of the data gathering phase, meetings had been held with IO which employ 95 per cent of the sample population. Essential information on *Relations Between Governments and IO Employees*, a controversial area, was culled from meetings with representatives from France, the United Kingdom, the European Community, the USA, and the German staff association in New York.

More significantly, the detail, thought, and passion expressed in nearly 1,600 comments and some 850 completed questionnaires provided a wealth of information. Canadians employed at IO show themselves to be dedicated, motivated and acutely conscious of their surroundings. They harbour a desire to raise their contribution to Canada to the same level at which they contribute to the IO now employing them.

1. Amongst others.

2. Again in January.

## Demographics

The population of the Study is all Canadians employed at international organizations (IO). 1,723 questionnaires were distributed worldwide and by mid July, 847 had been returned completed, an excellent response rate of 49 per cent. An attempt was made to survey those who had completed their IO service; however, less than 100 could be tracked.<sup>3</sup>

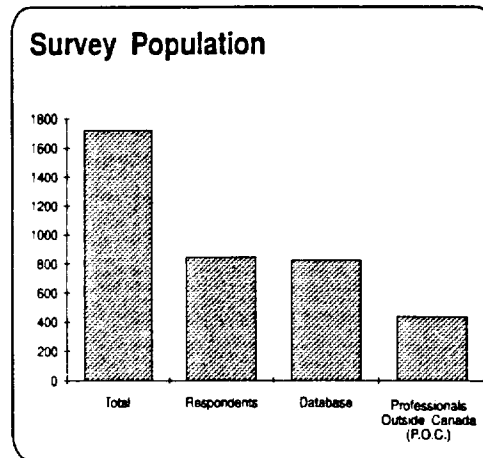


Figure 1

Since each IO—not the GOC—is responsible for the recruiting, career development, and administration of its employees, there has not been any practical way to obtain comprehensive information on the Canadians at IO. This study produced the first demographic profile of Canadians at IO.

To manage the electronic data base produced from the questionnaire, and to maximize the statistical information available to each reader, frequency responses of two population groups (fig. 1) are presented in Appendix A for analysis in this report:

- a) the 825 respondents who returned completed questionnaires by mid-July 1992, and
- b) the 437 respondents located outside Canada who are at a professional level.

3. As the Report went to print, the possibility of some 835 recipients of the UN system or pensioners resident in Canada receiving the questionnaire became known. However, the largest number are expected to be former ICAO employees.

As is described in Appendix B, the total population is composed of numerous subgroups, most of whom are not homogeneous with one another. Just as people differ from each other, so do their responses to the questionnaire, but, in the context of the homogeneity tests, the two populations presented in the report are homogeneous, so their responses overall can be compared.

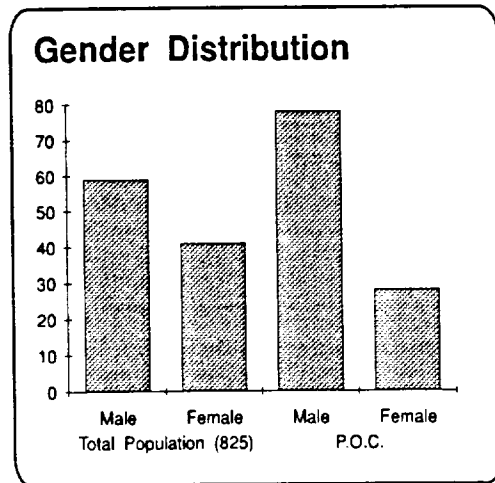


Figure 2

It should be noted that, while males predominate in both groups (fig. 2), they are particularly disproportionate (78%) in the subgroup Professionals Outside Canada (P.O.C).

Secondly, males are a mature, experienced and stable group:

- almost half have a status of permanent
- more than 55 per cent have more than five years at an IO and more than 10 years work experience in Canada
- 74 per cent are over 40 years old, and
- 1 in 3 of the subgroup are over 50.

Family characteristics are also interesting, as not even 1 in 5 are single, yet almost 3 in 10 are unaccompanied at their duty station. Mobility affects family, often adversely, which is reflected in numerous other areas of the survey as well.

From job and location perspectives, nearly 2 of 3 are employed within the UN system, while the remainder split themselves (3:2) between IO like OECD, GATT, NATO, and international financial institutions.

Exclusive of Canada, approximately 50 per cent of the subgroup are in Europe, 25 per

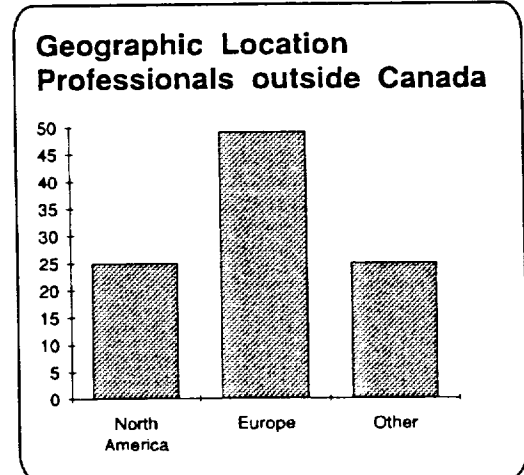


Figure 3

cent are in the USA, and the remainder spread around the world—Africa (11%), Asia (10%), and Latin America (3%)(see fig. 3).

A major finding was that about 60 per cent learned of the IO employment opportunity through personal contacts and more than 40 per cent at the professional level previously worked for the Federal Government. A scant 1 in 15 learned via the Public Service Commission (PSC) of the position even though 75 per cent of the positions were subject to international competition.

Reflecting the observation that many of the respondents view their IO employment as a long term venture, more than 50 per cent did not know under what circumstances that they would return to Canada, but 96 per cent said that they would return!

Many respondents attached priority to the expression of professional/personal situations. These comments began to establish themes which reappeared throughout the survey. A second type of comment—mostly critical—was on information (availability, access, quality) sources in Canada. Most frequently, these fell into two categories:

- income taxes, and
- re-entry (and/or job opportunities) to Canada.

A third category of comments related to

pride in working for IO versus the frustration caused by the lack of recognition from the GOC for their work. They expressed irony too that they were penalized—not rewarded—by the GOC: they were not extended the same privileges and benefits as Canadians living in Canada, despite, as many pointed out, they had paid the equivalent of income taxes to their IO while they contributed directly to Canada's multilateral policy.

Some gender differences have been noted. Amongst the female respondents, 22 per cent at the professional level outside Canada, only 25 per cent were previously employed by the Federal Government. Almost twice as many women—nearly 40 per cent—as men did not claim a marital partner or dependent, and as a group, women were significantly younger. More than half are under 40 years old, compared to less than 28 per cent of the males.

Such gender differences clearly account for key themes which emerged, regarding (for the most part inadequate) organizational support and policies towards families and personal needs. These shortcomings, as the statistics demonstrate, are attributed as much to the GOC as to the IO.

## Respondents' Assessment of their Experience

Respondents were asked what they felt about themselves, their jobs and their personal situation. *Voting* evoked passionate comments.

Respondents rated fourteen employment factors in three related ways. Overall, the top six factors across the three questions are illustrated by Table 1:

**Table 1: Employment Factors**

Rank	B1 <sup>a</sup>	B2 <sup>b</sup>	B3 <sup>c</sup>
1. Job Content	90 <sup>d</sup>	41	59
2. Salary	41	42	69
3. Income Tax	27	23	25
4. Dependents' Education	26	31	66
5. Career	48	11	47
6. Relocation Entitlements	16	34	56

a. *Very/critically important* priority to accept position at IO.

b. *Very good/excellent* information was provided.

c. IO was *better/much better* versus previous employer.

d. All figures are in percentages.

Respondents were consistent. There was only one exception in each of the three questions which did not affect the ranking as shown. For example, re-entry to Canada was ranked fourth in question B1, "importance to accepting the IO position," but was ninth overall because it came a resounding last of fourteen on question B3, which compared experience on the IO job to their previous (usually) Canadian position.

A positive interpretation would be that, due to the high degree of IO job satisfaction, the importance of returning to Canada diminished. Also, as was later substantiated, maintaining *networks* in Canada, which is key to

re-entry and job location, becomes difficult due to the lack of established links, as well as distance and time away from Canada.

Severance pay benefits were sixth, just ahead of career development in the third question, B3, which ranked the IO job experience with previous employment. As 40 per cent said, the Federal Government was their previous employer—the benefits package at IO generally was reported to be quite generous.

A close correlation exists between respondents pre-employment considerations and their subsequent experience. The extraordinarily high (90%) importance attached to job content when considering an IO position places a great burden of responsibility on recruiting.

At this phase, prospective employees must be provided with full, comprehensive information on the job package and the potential for change that employees must contend with their families if, when, and after an IO position could be accepted.

A consistently high *positive* rating was provided by respondents with regards to how their IO employment affected themselves (88%), their family (65%), and their career (71%). More than 80 per cent considered their quality of life to have improved, or was similar by joining an IO.

That *positive* sense was substantiated by how respondents considered others viewed their IO employment, including family (84%), peers (87%), and even former employers (72%). Similarly, 73 per cent felt that their living conditions at the IO compared favourably or were about the same as in Canada.

As about 25 per cent of the population lived outside of North America and Europe, the positive responses on living conditions and quality of life are even more impressive. Many comments, however, were qualified as the cost of living (relative or compensated) in major centres such as New York, specifically, and in Europe were cited frequently. So to were the peculiar situations which many in developing country duty stations found themselves, particularly those where

calamities prevailed.

The exception in question B2 was the quality of information available for long term career development, which only 11 per cent said was either very good or excellent, or, conversely, 68 per cent rated as only fair or poor. Respondents were categorically critical about the quality of all information provided. Health benefits information did rank third in quality, for example, but only 32 per cent said it was very good or excellent.<sup>4</sup>

The majority of the study population (62%) did not involve the GOC in getting their job, and only a modest 6 per cent were on a secondment or interchange agreement. 89 per cent said that they had a career relationship with the IO. While 39 per cent of the respondents acknowledged the GOC as contributing to their employment, for most, the contribution was arm's length. Many comments also indicated, critically, GOC interest terminated with the IO employment decision.

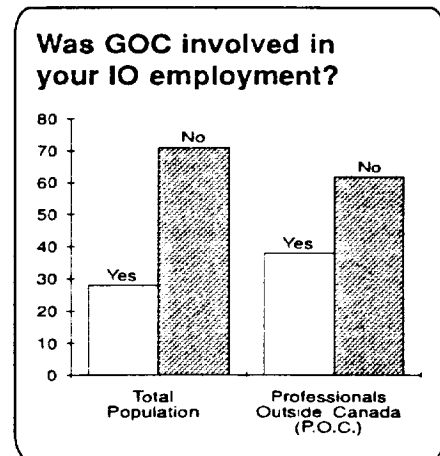


Figure 4

The question on voting provided the most overwhelming—97 per cent—common response: yes. In mid-July, Elections Canada provided comprehensive information regarding the voting prospects for Canadians outside Canada. As several respondents eloquently and fervently pointed out, the

<sup>4</sup> Subsequent comments criticized the quality, cost, accessibility and availability of health care and dental benefits outside Canada, confirming that such information was, at best, incomplete.



Charter of Rights and Freedoms provides the right to vote to every Canadian citizen, 18 or over.

However, the Canada Elections Act first must be amended to provide the mechanism. Does Parliament have the will to do that? Does time permit such a mechanism to be established before the next election? The ability to exercise the right to vote must be resolved to the satisfaction of Canadians abroad.

## Salary

When respondents were asked to rate salary amongst 14 factors, salary and job content came first across three different questions. Respondents, more than 95 per cent, said that salary was important or most important. 85 per cent of employees said that their salary was competitive with their previous employer, including 64 per cent who said it was higher. This corroborates an earlier question where 69 per cent said that their salary experience was better or much better than at their earlier job. Relative to the cost of living, 47 per cent of the total population said that their salary had increased over the past five years. The professional population outside Canada, however, was not so quick to agree. 40 per cent—7 per cent less<sup>5</sup>—would agree that their salary had increased, and 31 per cent—6 per cent more<sup>6</sup>—said that salary has *decreased*. Similarly, professionals were 10 per cent<sup>7</sup> less inclined to rate salary as most important to their employment.

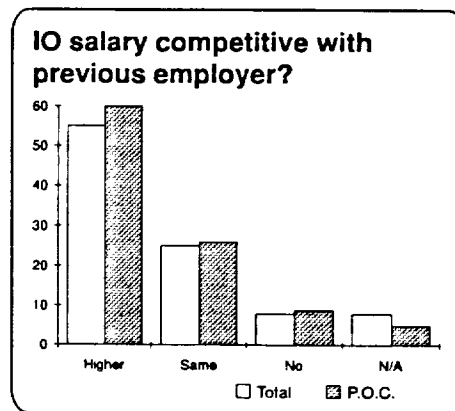


Figure 5

Curiously, respondents tended not to rate the five factors<sup>8</sup> which were provided in the questionnaire that affect salaries. That is evident in the lower response rate of 40 to 70

<sup>5</sup>. 47% versus 40%.

<sup>6</sup>. 25% versus 31%.

<sup>7</sup>. 25% versus 15%.

<sup>8</sup>. As listed on question C4, the five are: cost of living; currency exchange; IO budgets, and administrative practices in two technical parts, salary scale and reference groups.

per cent in that question whereas most questions were able to be answered by more than 90 per cent of respondents. There was, moreover, a noted tendency for those who did respond to simply mark all the listed factors. Statistically correct, specific differences and their significance are masked.<sup>9</sup>

Consider the following example of response rates from different cities. In one homogeneity test<sup>10</sup> comparative responses to salary between Geneva and New York revealed significant differences. Geneva respondents were much more negative than their New York counterparts with regard to how salary has been affected over the past five years relative to the cost of living. Specifically, 44 per cent from Geneva—compared to just 10 per cent from New York—indicated that their salaries had decreased substantially. Similarly, 4 per cent of Geneva respondents and 22 per cent of New York respondents said that their salaries had improved reasonably.

Nonetheless, Geneva respondents do consider that their salaries are competitive and higher than at their previous employment by 5 to 1. There is, therefore, broad support for the thesis that IO salaries are competitive and do provide satisfaction, salaries ranked near the bottom (8 of 10), in terms of the comments provided which would suggest a correlation between numbers of comments and degrees of satisfaction. Succinctly, respondents used the comments to qualify their responses.

Respondent comments drew the GOC into the issue of salary via the UN General Assembly's (UNGA) responsibility to make decisions regarding money. Commentators noted that member governments, including Canada, frequently do a poor job in the

<sup>9</sup> The software program (SPSS) used to analyze the data allows such differences to be extracted, and can be used to isolate and compare the many niche groups which exist within the population. As demonstrated with the homogeneity tests, the soundness of the questionnaire, and the number of respondents, the statistical results are credible and sound.

<sup>10</sup> *Homogeneity*: composition from like parts, elements, or characteristics (see Appendix B).

UNGA with regard to administrative matters like salary. These technical subjects should be dealt with, they said, by experts rather than by delegates, because the latter are more inclined to consider political imperatives than they are to act pragmatically.

Consequently, long-standing UNGA agreement on basic principles regarding salary, like the Noblemaire Principle, is ignored to the detriment of their employees. Compromises made in this respect affect primarily the IO professional level employees, which exacerbates narrowing of the range between their salaries and the general service employees who are mostly locally engaged and whose remuneration is determined outside the UNGA.

Other commentators acknowledged that mobility and hardship recently have been better recognized in the employees compensation package. Less recognized is the injurious impact of mobility on salaries of two income/two career couples. The needs of the family, as expressed in dependents/spouse rights to work (and earn salary), was repeated in many comments made throughout the questionnaire. Indeed, family needs are a central challenge to IO as they consider their employment needs for the future.

Communication, in the form of transparent information provided with sensitivity and clarity to employees, was seen to be a key need for employers.

Good communication is critical for IO whose professional level employees are typically of diverse culture and origin. Their expectations of generous<sup>11</sup> tax free salaries and benefits should be fairly balanced against new cost structures for housing, health, education, and perhaps opportunities for spouses to find gainful employment. Because they often struggle to maintain ties with Canada, top-rate information and communication will allow them to make intelligent decisions.

<sup>11</sup> Supposedly.

## Income Tax and Pensions

Income tax considerations, with salary and job content, were the top three factors respondents rated in the IO employment decision. Nearly 1 in 4 experience income

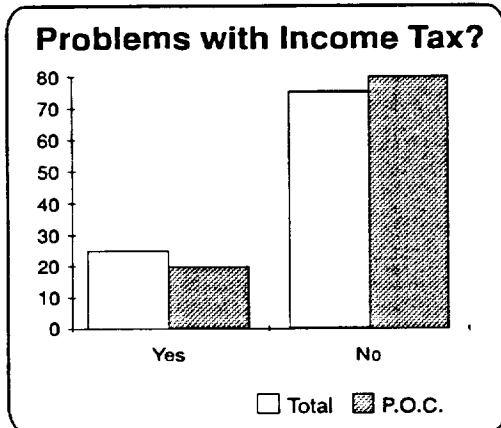


Figure 6

tax problems while on assignment and that increases to nearly 1 in 3 upon return to Canada (fig. 6). Few have income tax problems with other than Canadian authorities, where federal problems exceed provincial ones by about a 2:1 margin. Comments reveal that information on taxes and pensions is *not satisfactory*.

Pensions are not considered as big an issue as taxes by respondents. Superannuation benefits and pension plan portability rank in the lower half of fourteen factors. However,

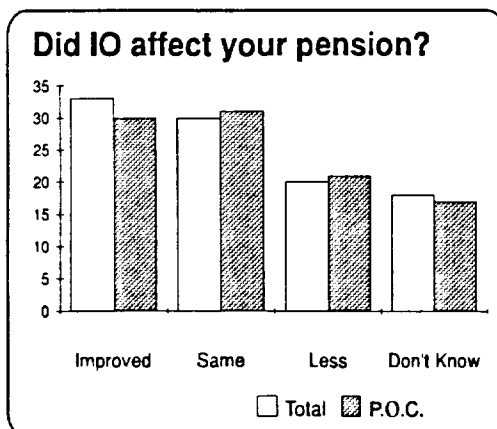


Figure 7

more than 60 per cent of respondents consid-

ered information on respectively superannuation and portability to be either poor or fair. Respondents also indicated uncertainty in the pension area (fig. 7), as almost 40 per cent said 'don't know' to whether their pension was portable; while 36 to 39 per cent considered their pensions to have improved, 25 - 27 per cent reported the opposite.

Income taxes are a Canadian problem, but respondents with pension problems identified their IO superannuation almost as frequently as the Canada or Quebec Pension Plan as being the problem. The incidence of problems (reported) with pensions—30 per cent—is more likely to occur than with income taxes. Similarly, twice as many have problems with superannuation or CPP/QPP than they do with Old Age Security (12%).

Comments criticized communication, and are directed at both the international organizations and the GOC. Respondents rate information on income tax (52%), superannuation (47%), and pension portability (62%) as poor or fair. Their frustration indicates the need for improved communication; pragmatically, decision-makers and employees at IO must be provided with the current state of regulations and procedures related to income taxes and pensions.

### Income Taxes

The UN system does not provide tax-free incomes; it has *staff assessment*, an equivalent to income tax.

On May 21, 1992, the Public Service Commission wrote to Revenue Canada Taxation, motivated in part by "numerous enquiries from Canadians... regarding the tax treatment of income received from an IO." A positive response, dated June 22, from the Director General, International Tax Programmes, expanded the application area to those employed at IO other than the UN and its agencies:

Individuals who are employed by prescribed international organizations will be entitled to a deduction from taxable income equivalent to the amount of income they earn from the international organization. It is intended that the

United Nations and its agencies will be prescribed for the purpose of this provision. The deduction applies to the 1991 and subsequent taxation years. Because this is a deduction from taxable income, the problem of individuals having to pay provincial tax on their income from the international organizations will be eliminated.

Employees of international organizations (other than prescribed international organizations), who are residents of Canada or who are deemed to be residents of Canada will still be entitled to the credit under subsection 126(3) of the Act. This credit is however limited to the amount of the staff levy paid by the individual to the particular international organization. These individuals will be subject to provincial tax if they are considered to be factual residents of Canada while working outside Canada. The provinces of British Columbia and Ontario, by way of a remission order, have agreed to waive their right to collect provincial taxes for employees of international organizations. Individuals wishing to apply for relief under the remission orders must do so by writing to the respective provincial taxing authorities.

This information responds to many of the comments in the questionnaire. The transparency will increase when the list of *prescribed international organizations* is defined. No doubt Canadians employed at other than prescribed IO which do not have a staff levy will continue to need to determine their income tax status with Revenue Canada. In rare instances where Canadians within the UN common system are assessed income taxes, the IO will reimburse them.

Foreign income tax regimes are more friendly. Australia, France, Germany, and the United Kingdom provide full exemption for all offshore employment, while the United States provides an annual exemption of \$70,000 for all offshore employment. Quebec, since May of 1983, has a deduction plan that effectively eliminates from Quebec taxation all employment income earned on offshore assignments of greater than twelve months. Simplifying tax policy is an objective for the private sector, which advocates that eligibility for non-resident status should be provided to those whose assignments is for a minimum two year period.

## Pensions

Respondents perceive resentment from many fellow Canadians for abandoning Canada to get a life of privilege and exotica. Linkages with Canada become subject to suspicion and scrutiny: some say that examples in the latter instance include the Revenue Canada process to determine residency status. The services which international organizations—and Canadians who serve in them—provide for Canada need to be explained and communicated to all concerned.

Canada/Quebec Pension Plans (CPP/QPP) and the Old Age Security Program (OAS) are Canadian issues. A third pension—and the biggest—is superannuation, primarily an (IO) employer issue. It is useful to present the views of Health and Welfare Canada, the agency with primary responsibility for the CPP and OAS.

As recently as July 1992, Health and Welfare Canada, concerning the eligibility for Canadians working for international organizations, confirmed:

Insofar as the Canada Pension Plan (CPP) is concerned, coverage in the Plan is based either upon the employer's connection with, and undertaking to fulfil, obligations under Canadian law or upon the employee's connection with Canada through the provisions of the Income Tax Act. Employees of international organizations who do not fall clearly into either of these groups are excluded from participation in the CPP. This exclusion has nothing to do with citizenship, as the CPP does not differentiate coverage on that basis.

However, an individual who was resident in Canada immediately prior to leaving the country to take up employment with one of the specialized agencies of the United Nations, such as the World Bank, could have his/her period of absence deemed to be residence in Canada for purposes of the Old Age Security program provided certain conditions are met. Specifically, individuals must return to Canada within six months after the end of their employment or attain pensionable age (currently 65) while so employed. In addition, during their employment outside Canada, persons in this group must have a permanent place of abode in Canada to which they intend to return or to maintain in Canada a self-contained domestic

establishment. The legislative requirement for a permanent place of abode is interpreted to mean that the individual must have maintained an attachment to Canada throughout the period of absence. This attachment could be demonstrated in several ways, such as the residence of family or relatives, the storage of furniture or the retention of assets in Canada.

For the 40 per cent of respondents with a connection to the GOC, reference is made to a mid-June 1992 response by Treasury Board of Canada Secretariat (TBS) to an enquiry on the Public Service Superannuation Act (PSSA):

The federal government, as an employer, provides pension coverage for eligible federal public servants via the PSSA. Included in its provisions is the capacity for an individual to facilitate government objectives by temporarily working for an organization,<sup>12</sup> such as the World Food Programme, while still retaining pension coverage under the PSSA. However, in order to take advantage of this provision, the individual must be employed in the Public Service and a pension plan contributor.

I should also mention that, upon your termination with the World Food Programme, you again become a contributor under the PSSA, the *elective service provisions of the PSSA*, provided they do not change significantly, would *permit you to reinstate your prior contributory service*. It may also be possible, depending upon the length of the break between employments, to *count your service with the United Nations under the PSSA*.

It is possible to transfer PSSA benefits to the United Nations Joint Staff Pension Fund (JSPF). Unfortunately, evidence indicates that a considerable discrepancy exists between rates of contribution. Transferring into the JSPF from the PSSA provides fewer earned time benefits. The converse, however, returns benefits (cash) remaining from the JSPF to the individual, after benefits have been paid-up into the Canadian plan (PSSA). A Canadian employed within the UN Com-

12. This is an interesting acknowledgment to the Report's central thesis, that the GOC and Canadians employed at IO do have mutual objectives which provide a basis for participation in Canadian programs like superannuation.

mon System does have generous pension benefits, even though these are modified by retirement at age 60.<sup>13</sup>

Canadians at IO are reasonably well-off for income taxes and pensions. Many of their concerns which have been identified will be accommodated by the proposed income tax changes and by more information about pensions.

13. And at some IO, termination before the pension is vested.

## Benefits

The three benefits reported as the most important by prospective employees of IO, after salary, pension, and income tax, are the health plan, education for dependents, and home leave provisions.

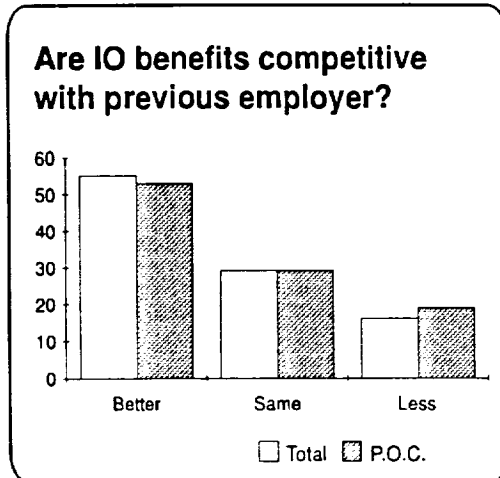


Figure 8

Most people—almost 70 per cent—are satisfied with their benefit packages in these areas (fig. 8). Indeed, almost half said that benefits with IO are better than their previous place of employment, which for 3 out of 4 persons was Canada.

There are complaints: 45 per cent and 37 per cent respectively said that they felt unemployment insurance and work visas for family members were “lacking”. In the comments, many respondents—40 per cent—who have prior work experience with the federal government, have a logical tendency to compare status, overall rights and well being with those given to Canadian Embassy officials. In particular, education and housing benefits prompt bitter comments by some fellow IO compatriots.

Likewise, many GS staff compare their situation with the benefits and entitlements of their professional level colleagues, and frequently complain of the apparent disparity. Many GS staff feel that all employees should be entitled to the same benefits and to the same degree. Differences in privileges and benefits creates morale problems, and do not

reflect the best management practices in today's competitive world.

Organizations in general suffer this dilemma which human resources departments and senior management should appreciate are exacerbated in IO. Better training, certainly at the recruiting and entry phase, would do much to moderate such criticisms.

Similarly, persons on short term and contract positions comment on the need for portable and transferrable benefits and pensions, as well as periodic home leave benefits comparable to their permanent and/or international staff colleagues. ICAO respondents were particularly prone to be critical of international staff benefits and privileges, specifically as they felt that their career development was hindered by over-representation of Canadians. Promotion opportunities, they said, are thwarted because quotas for other nationals must be filled, and secondly, moving from GS to P levels can prove extremely difficult, regardless of qualifications, because of quota or geographical distribution considerations.

Money package (net, in pocket) for social benefits is deceptive. Frequent moves and the high cost of housing in most locations negate salary advantages and other benefits that are said to compensate for extra costs. The difference in costs, the quality, and the availability of service for education, health, social security and unemployment insurance between Canada and foreign countries is high, such that one must stint other factors such as home leave, standard of living, and security. Education benefits are particularly noted as being insufficient for attendance at post-secondary institutions.

Employees at IO should have the option to make regular contributions to unemployment insurance so as to be eligible to receive the same upon their return to Canada. Salary, benefits package, and income tax should be explained in plain language and in comparative terms prior to an employee joining an IO so as to ensure an intelligent decision based on reality, instead of perception.

IO have questionable practices which serves to lessen their benefits costs. Some are, no doubt, informal practices and tend to be discriminatory to all employees. The retirement age of 60 has already been noted. Others include not hiring anyone 50 and over, not providing employees with permanent status but rolling over their short term contracts as they become due or more malevolently terminating employment before 10 years of service is attained.<sup>14</sup>

Consequently, *generous* benefits packages need to be carefully evaluated by those considering IO employment. Human resources policy scarcely acknowledges that benefits, just like special programs, need to be flexible to accommodate the niche needs of their employees from entry to retirement, when single and when married, whether in Somalia or in Switzerland.

Requests for information to the Canadian government specifically on GOC programs and issues from income taxes to voting rights are reported to be frustrating. More frustrating to respondents is that embassy and other GOC missions' personnel are reluctant to provide information, and often reject requests as being outside their purview. This complaint was expressed throughout the questionnaire, and contrasts the level of service provided by other countries. France in particular provides a higher degree of service to their nationals abroad.

<sup>14</sup>. Presumably, in certain of the latter cases to avoid pensions from becoming vested.

## Re-entry to Canada

In October 1978, the Clerk of the Privy Council wrote the Under Secretary of State for External Affairs, agreeing to the procedures enshrined in the policy to promote the employment of Canadians to IO. He wrote, "the procedures... will ensure a better management of the careers of our top public servants."

Almost 15 years later, excluded by regulation or service from a range of Canadian rights, an IO employee cites: "It's as if the government forgets about you once you leave."

IOs do provide adequate career opportunities, according to 41 percent, and another 31 per cent agreed when combined with their employment in Canada. But being removed from or being outside of Canadian society breeds an attitude which inhibits the desire to return to Canada. Time, distance, and an individual's position in the IO can exacerbate the negative perception; contacts and networks necessary to promote a smooth transition upon re-entry to Canada quietly wither away.

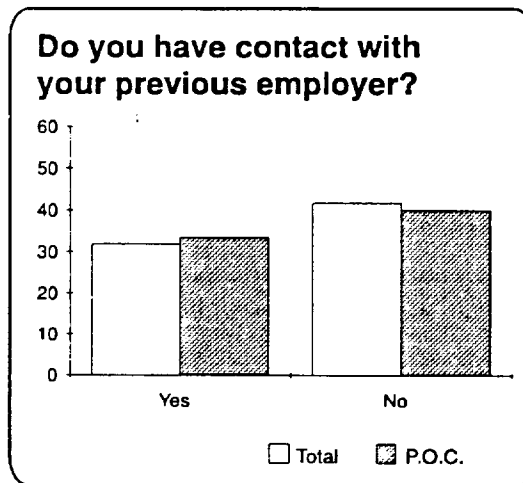


Figure 9

Career development is the critical element behind the re-entry to Canada section and for 73 per cent of the respondents a critical or important factor in their decision to be employed at an IO. However, respondents are much less confident that their careers will

be enhanced after their IO experience.<sup>15</sup> Dissatisfied with what respondents perceive as a lack of interest or appreciation in Canada for IO experience, only 1 in 15 feel that an employer in Canada could provide a satisfying career.

Respondents indicate a need to remain working for an IO—only 1 in 3 keep touch with their former Canadian employer (fig. 9). However, of the 40 per cent not in contact, half feel that they should be. A conclusion drawn from these results is that career development is important but respondents doubt that, with their IO experience, they will be valued more in Canada. As evident in respondents' comments, Canadian employers and/or the GOC have not been effective in changing that perception.

Suggestions provided to alleviate the criticisms—mostly directed at the GOC—include the GOC increasing the use of short term secondment or access to LWOP status so that more Canadians can work on a more timely and flexible basis in an IO. The GOC, through the PSC, should take an active role in the re-entry process by resourcing at levels sufficient to...

- (a) increase contacts with the IO and their Canadian employees through more visits, and, in cooperation with EAITC, through more use of Canadian Missions by supporting their intelligence gathering responsibility as well as their corporate mission to serve Canadians abroad;
- (b) provide information bulletins at regular intervals which would:
  - create a forum for linkage
  - provide domestic employment opportunities, and
  - describe amendments and changes in key areas like income taxes and pensions;
- (c) include Canadians employed at IO in the Preparatory Briefing and Debriefing programs available in EAITC and

<sup>15</sup>. 'don't know' 40%; 'yes' 38%; 'no' 22%.

CIDA; and

- (d) determine with the responsible departments means and procedures for Canadians abroad to contribute to CPP/QPP and Unemployment Insurance.



## Job Content

By large margins of 90 per cent and more, respondents throughout the report repeatedly

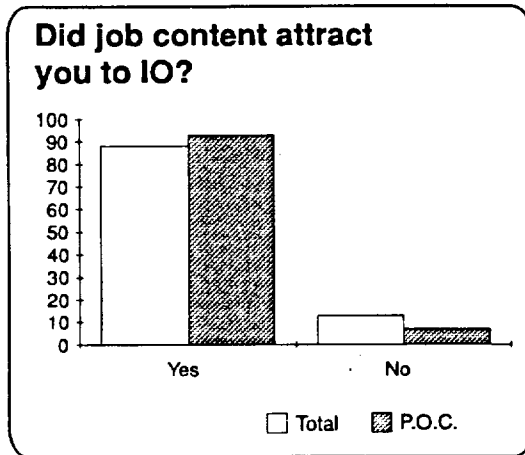


Figure 10

selected job content as the key (fig. 10), the number one issue regarding their employment at an IO.<sup>16</sup> The difference was extraordinary between number 1, at over 90 per cent and number 2, long term career development, at 48 per cent, and number 3, salary at 41 per cent.

Moreover respondents said by more than 80 per cent that their IO job met their expectations. By an 8 to 1 margin, respondents considered their work load too heavy rather than too light while more than 50 per cent felt it was about right. More than half of the respondents said that IO job content was more satisfying than their last position in Canada and another 30 per cent felt that it was about the same.

Job satisfaction and content did not seem to be influenced by *national quotas*, or more euphemistically, geographical distribution of posts. More than 75 per cent of the professional level respondents, those primarily affected said that their position was subject to international competition. But 1 in 5 said 'don't know' to whether their position was subject to a national quota, while the remain-

ing who said 'yes' (42%) only marginally exceeded those who said 'no' (36%).

The comments did qualify the strong positive responses in the questionnaire, which at the professional level were quite homogeneous, particularly with regard to location. Despite the statistical responses, the *quota system* was the subject of a significant number of comments, not all of which were negative. Just as the universal and humanitarian mandate of IO attracted many respondents, so too did they accept the logic behind geographical considerations. While abuses were identified via work sharing or loading, others considered that a policy of increased job rotation would moderate such criticisms. Others noted that differences in cultures and work ethics often explained perceptions of unequal work loads amongst employees.

Job content gets compromised from scarce resources. Better budgeting would permit better office practices and technology to be introduced. Training and communications were clearly seen to be inadequate. At the Plevels, new recruits continue to be the "best and brightest" but are seen to be older, better educated, and even more specialized than in the past. Paradoxically, the intense competition and essential adherence to the merit principle during recruitment adds to greater needs for training and communications in IO. Few are hired for being good managers.

<sup>16</sup> In question B1, job content was first amongst 14 factors considered as very or critically important to their decision to accept IO employment (see Table 1, above).

## Opportunities for Women

Responses to the questionnaire were reasonably positive with regards to opportunities for women. For example, more than 80 per cent considered IO to offer opportunities for women to advance their careers.<sup>17</sup>

### Are there career opportunities for women at IO?

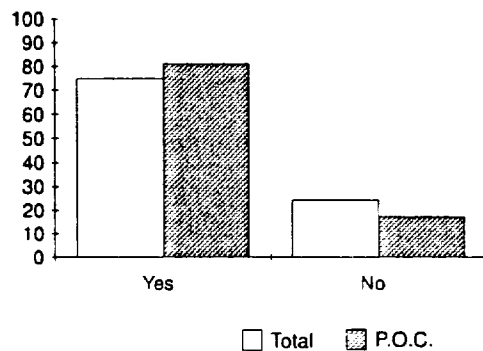


Figure 11

Responses were homogeneous within the subgroup population of professional level respondents located outside Canada (fig. 11).

The UN system leads other IO—such as NATO and the Asian Development Bank—in implementing and developing women's affirmative action programs.<sup>18</sup> Generally, respondents were divided as to whether their IO affirmative action program was doing better or worse when compared with those of other employers, but only about 60 per cent knew that their IO had a program, while about half considered it to be *not* effective.

Since IO employees are attracted from diverse societies, there are also special challenges, including tradition, history, and culture. As one commentator noted, “just

<sup>17</sup> It's appropriate to note that, particularly in the UN system, career advancement opportunities were felt to be few.

<sup>18</sup> Driving their program is General Assembly resolution 45/239c, December 20, 1990, which by 1995 calls for 35 per cent representation by women in posts subject to geographic distribution and a 25 per cent representation in posts at the D-1 and above level. To the end of November 1991, the actual figures, respectively, were 29.8% and 9.4%.

having an affirmative action program improved attitudes and sensitivity to women.” The reality of course being that starting a program is just the first step, and having a program that functions smoothly while achieving the desired result is the goal. Non-voluntary compliance tests the program's mettle, which must draw support from across the board to succeed. One expert reported that, “The necessary catalyst for an [affirmative] Action Program was visible commitment by the new Secretary General.”

Spousal employment, interrelated with opportunities for women, emerged as a major theme. Getting work permits for spouses presents problems at most IO centres, problems that handicap females more than males. Females have been more inclined than males to forfeit an IO employment offer when forced to choose one career over another.

Thus far, 41 per cent of all Canadians at IO are women. At the professional level Canadian figures in this respect are not impressive: the participation rate falls to a disappointing 22 per cent. While 53 percent of males at IO arrive from the Federal Government, only a low 25 per cent of females do likewise.

Affirmative action programs must succeed at more than the lower levels. But they must be done in conjunction with complimentary training, targets for recruitment and promotions, support programs like maternity leave beyond 6 weeks, day care, and spousal employment, amongst others.

Situations, as this one reported by a female manager, must be avoided whereby,

... women are [handed] management positions, even when they have no proven background competence. My female managers are an embarrassment. We must be prepared to bring merit into promotion, otherwise [affirmative action] will set women *back* in the system.

If affirmative action programs are to create true opportunities for women at IO, they will have to be measured and weighed against the merit principle to find a healthy balance.

How may Canada become the world leader in ensuring that women achieve full integration in the workplace? According to these statistics, Canada must continue to earn its good reputation for providing opportunities for women. Canada must continue aggressively to support the IO to achieve their affirmative action programs by doing more to identify and promote female candidates to IO posts. *Opportunities for Women* is a shared agenda issue for the GOC and the IO.

What is imperative for both is more communication and training to reduce, respectively:

- the 40 per cent who said, 'don't know' or 'no' as to whether their IO has an affirmative action program for women, and
- the 1 in 3 who say that women are at a significant disadvantage

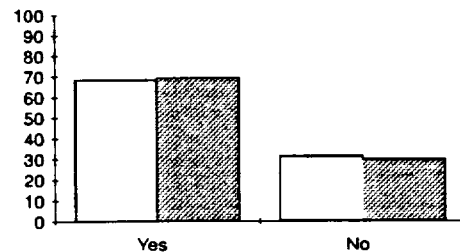
Better communication and training may help to promote, respectively:

- an increase from the 1 in 3 who feel that they have an effective program, and
- an improvement in the modest 30 per cent who feel that women are treated equitably.

## Dependents' Rights

Canadians employed at IO cannot participate in the range of Canadian social benefits and rights,<sup>19</sup> but they do receive another set of benefits from their employer, against which to balance the forfeiture of certain Canadian programs. Spouses and dependents are not so fortunate.<sup>20</sup>

### Spouse employed prior to IO?



### Spouse can be employed outside IO?

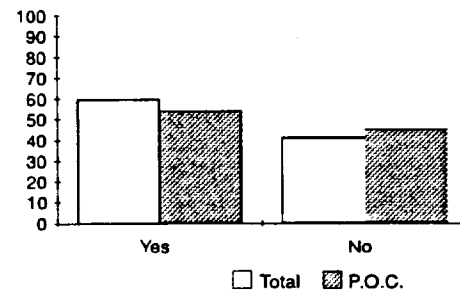


Figure 12

Consider too that 70 per cent of respondents reported that their spouse was employed in Canada prior to the IO job which indicates that family employment is important in the IO employment process (fig. 12). That the subject of family employment is in fact a problem for IO employees is evident in that there are problems for 3 out of 4 people in getting work visas for family members: 15 per cent reported that work visas were just not possible.<sup>21</sup>

Indeed, 45 per cent feel that their spouses and/or dependents cannot be employed outside the IO (fig. 12), which indicates a *depri-*

<sup>19</sup> For example, voting.

<sup>20</sup> The section on Demographics (above) shows a high percentage of the IO population is married, their age, and experience.

vation gap, especially because more than 1 in 4 reported that their family income declined after working for an IO. Not surprisingly, then, that greater than 2 out of 3 report that spousal employment was important to their own employment at an IO.

Prior to joining the IO, more than 2 in 5 of the respondents were not adequately informed about dependents' rights. During recruitment, dependents' rights were not considered in the depth that they should have been, given the many subsequent problems; in hindsight, half of the respondents would reconsider their decision to accept IO employment.

Spouses have their careers interrupted, their prospects for employment in the IO centre are restricted, and, because they have left Canada, they have forfeited their life long participation in such central programs as OAS and CPP/QPP. For example, Health and Welfare has a mechanism which permits Canadians at IO to claim back their years of service for OAS eligibility; having been unemployed, spouses are not eligible.

Spousal employment programs are lacking: more than 70 per cent of IO do not have spousal employment programs, and, of the ones that do, 1 in 4 respondents said that the program in place was not effective. Only 3 per cent actually endorsed their spousal program.

IO, like most employers, focus on three dimensions—job content, salary, and benefits. The major theme which emerged during the Study however, is that a fourth dimension exists: family rights. Employers must begin to consider this fourth dimension on an equal basis to the others. Bear in mind that many respondents either have or will opt for an IO career during which their family interests and needs change significantly.

<sup>21</sup> Conversely, 1 in 4 report that the issue is no problem or not applicable. Being married to spouses of the host country or to an EC nationality circumvents the problem through birth or nationality. These fortunate individuals have a right to work status via the freedom of movement of labour.

Employers must become engaged in dealing with the issues involved in the fourth dimension including specifically the right to work for family members of their employees. To do otherwise is to risk changing the basic character of the individuals who present themselves for employment in IO. There will be pressure increasingly from employees with families, particularly those in which the employee is female, for the IO to better support their needs.<sup>22</sup> Negotiating with host countries for better deals for work permits would be an important start.

Clearly much can be accomplished. France apparently succeeded with Switzerland to obtain access for 40,000 residents of France to work at IO in Geneva without the usual Swiss government work permit controls. Given the *normal* processing period of three months for a work permit in Switzerland, the time and effort are impediments, and many would-be employers discourage applicants from even trying.

Since Switzerland derives enormous financial benefits from the presence of IO, it is reasonable to assume that in the face of concerted UN efforts they would be amenable to provide a more accommodating process for work permits to family members of IO staff. Within the European Community amongst IO employees, non-EC nationals are discriminated against in that citizens of member countries get *national treatment* accorded to them for all EC social rights including work permits. UNESCO officials, during a visit, advised that in the process of negotiating their Headquarters Agreement, they intended to press for an improved work permit regime from the French government.

Other IO should encourage UNESCO in its negotiations, and could adapt more readily to present family situations by recognizing

<sup>22</sup> Professional level women are twice as likely as men to be single: though involved in relationships, women are not as likely to be accompanied by a spouse at the duty station. Women tend to be considerably younger, consequently with less experience, and less inclined to make a career decision for employment at IO.

common law arrangements. As host to ICAO, in conjunction with the encouraging approach the government of Quebec has taken to attract IO, the GOC could take the lead and respond to the growing fourth dimension of family rights, starting with work permits.

## Relations Between Governments and IO Employees

The controversy over this section was not unexpected. Supplementary payments remain among the most sensitive issues the GOC must contend with in its policy to promote Canadian employment at IO. GOC digressions from *de facto* and *de jure* support of UN policy with regard to supplementary payments are but a handful.

After at least 2 years of consultation and several more years of prodding from the Treasury Board, an official policy has been agreed to by Ministers. This policy delimits its application to, in general, the senior levels of IO.<sup>23</sup> The GOC's intent is *not* to create or to provide for different classes of Canadians, but to ensure that Canadian candidates can be attracted to senior posts in IO.

Canada must be prepared to compete on as level a playing field as dictated by the practices of those equally interested in promoting their nationals' employment. Respondents had no easier time than their government with regard to supplementary payments. Indeed, their responses to questions in the survey and their written comments were often ambivalent if not contradictory in this section. Perhaps encouraged by the invitation to provide concluding remarks, nearly 1 in 3 did so. For many, this was the only area on which they chose to comment. The difficulty in addressing the issues raised in this section may be indicated by the generally high number—39 to 62 per cent—of 'don't know' or 'not applicable' responses, especially to the questions related to supplementary payments.

Respondents said 3:2 that other governments treated their nationals better than Canada does its own. About 7:1 said other countries made supplementary payments to their

<sup>23</sup>. That is to say, policy is restricted to housing and at higher rent shares than applicable to public servants.

nationals; 3:2 Canadians said that Canada should do so as well. Reflecting the high numbers who said 'don't know', no single type of supplementary payment predominated amongst the choices offered. Some respondents used 'other' to identify types of supplementary payments or benefits that might be provided to them.

Respondents feel ignored, unrecognized and not appreciated by their country. Not even 1 in 15 feel that Canada takes advantage of their talent and knowledge; in contrast, 9 in 10 said that other countries make better use of their nationals.

When asked to identify such countries, more than half declined, while the remainder named 24 countries or groupings which provide supplementary benefits, and 29 countries or groupings which make better use of the knowledge and talents of their nationals. The countries in *Table 2* are named frequently:

**Table 2: Treatment of Nationals**

Country	Supplementary Payments	Making better use
Germany	67 <sup>a</sup>	35
USA	49	39
Japan	49	33
France	25	37

a. All figures are times identified

Should Canada do more for its nationals? Yes, say more than 70 percent, while 15 per cent feel that the *status quo* was satisfactory, and another 15 per cent felt that no support was appropriate.

Nearly 60 per cent of the Canadians in professional levels at IO responded 'yes' that they have purposely selected or promoted Canadian goods or services in their work. Likewise, 70 per cent do not consider such activity a conflict of interest, given equal quality, price, and availability.

In their comments, respondents report that they consider supplementary payments to be

morally repugnant, and to set a double standard that creates two types of employees. Essentially rejecting supplementary payments, respondents note that the playing field which should be level is not; the GOC can neither take the moral high ground, nor can it ignore the reality of the situation.

## Conclusion

Canadians at IO expect more from their government. Approximately 1,000 professionals and 600 general support employees want to contribute more to their country. The *benign neglect* that they enjoy from the GOC is not enough—with improved communication and consultation, they could make more contributions directly to the benefit of Canadians.

IO employees want their contribution to be recognized while being accorded the benefits and privileges of being Canadian. They want their right to vote. They want to contribute to and draw from the Canada Pension Plan, Unemployment Insurance, family benefits, home ownership, health plans, and assistance on re-entry to career development and personal location. As numerous as the diplomatic staff that Canada has abroad, Canadians at IO are a valuable resource needed by the Canadian Team.

Career development is a competitive business in an IO where most professional jobs are subject to consideration by geographical distribution. Canadians face impediments which inhibit spousal (dependent) employment, in addition to all the other frustrations associated with a mobile life-style in a foreign environment. A program to ease re-entry to Canada is non-existent, though it was a cornerstone of the initial policy behind the promotion of the employment of Canadians at IO.

The GOC could provide the IO with expert technical advice as the IO struggles for administrative reform (salary, training, etc.), and to implement affirmative action programs for women. IO must develop a human resources policy which goes beyond the three dimensions of job content, salary, and benefits, and extends to family rights, the fourth dimension.

The GOC should have one focal point through which employees at IO can communicate and share their needs for career development. An identified focal point, such as

exists in the French and USA governments, and could exist in the Public Service Commission (PSC), would resolve much of their frustration and need for transparent and accountable communication with the GOC.

Canadians employed at IO expressed a high degree of satisfaction with their job content and relative satisfaction with salary and benefits. They look for similar interest from their employer and their government to address their family needs.

## Recommendations

- Identify External Affairs and International Programs (EAIP) in the PSC as the GOC focal point and advocate for Canadians employed at IO.
- Make EAIP accountable for a database that would support recruitment, promote career development, and help IO employees on re-entry to Canada.
- Have EAIP manage with EAITC and CIDA for Canadians at IO to participate in briefings on postings and debriefs afterward.
- Give EAIP a communication mandate to deliver for Canadians at IO information across the range of interests including family rights, income taxes, pensions, and re-employment opportunities in Canada.
- EAIP, through EAITC and ICOSA, should increase contacts with Canadians at IO in support of the department's responsibilities for intelligence gathering and service to Canadians abroad.
- EAIP should be responsible for GOC organizations developing practices which extends access to programs like CPP and unemployment insurance to Canadians at IO (and their families).

### The GOC:

- must recognize the service to Canada by its nationals employed at IO through an EAITC and PSC communication program.
- should institute a practice whereby its relations with an IO includes routine consultations with Canadians employed at IO.
- should practice, strictly, its supplementary benefits policy, but it should increase—on behalf of Canadians employed at IO—activities related to their career development (promotions).

- should commit its IO recruitment to the same targets as are in the UN affirmative action program for women.
- should provide a mechanism whereby Canadians and eligible family members at IO can exercise their right to vote.
- should provide IO with the technical expertise to maintain competitive administrative practices including compliance with the Nobelmaire Principle and particularly within the UN system, increased training programs.
- in cooperation with the Government of Quebec, develop for employees of ICAO and their families a model arrangement that would accord them national treatment with regard to employment (work permits), education, social welfare, and health care benefits.
- IO should develop and adhere to a common set of terms and conditions of service, including those pertaining to the permanent status of employees, the vesting of pension rights, and eliminating certain discriminatory practices including those related to age.
- Family rights at IO must be the same priority as job content, salary, and benefits.
- IO should negotiate directly with host countries to obtain the right to work (spousal employment) for its employees' families basis.
- IO should introduce spousal (dependents) employment programs which have specific performance accountabilities.



# Appendix A<sup>1</sup>

## Demographic

1. Gender:	
female .....	41 <sup>2</sup> (22) <sup>3</sup>
male.....	59 (78)
2. Occupy an IO position:	
presently.....	92 (97)
previously.....	7 (2)
no .....	-5 (-5)
3. Category:	
UN/ agency .....	68 (64)
international finance .....	15 (15)
other (NATO etc) .....	17 (21)
4. Respondent's location:	
Europe.....	39 (49)
North America .....	44 (25)
Asia.....	6 (10)
Africa .....	8 (11)
Latin America .....	2 (3)
other .....	1 (1)
5. Current level (equivalency to UN):	
G4 or below .....	7 (--)
G4 to P1/P2.....	26 (--)
P1/P2 to P5 .....	39 (57)
P5 and above.....	28 (43)
6. Total years service at <i>all</i> IO:	
1-2.....	17 (19)
2-3.....	11 (11)
3-5.....	12 (14)
5-10.....	21 (23)
10-20.....	31 (27)
20 or more.....	8 (7)
7. Years since last promotion at IO:	
1-2.....	25 (30)
2-3.....	14 (15)
3-5.....	16 (13)
5-10.....	17 (16)
10-20.....	9 (6)
20 or more.....	0 (1)
no promotions .....	18 (19)
8. Employment in Canada (prior to IO):	
federal government .....	32 (41)
provincial government .....	5 (6)
private sector.....	35 (26)
academic .....	7 (8)
not applicable.....	8 (6)
other .....	13 (13)
9. Prior years employment in Canada:	
1-2.....	11 (9)

<sup>1</sup>. All figures are percentages, and are rounded off to the nearest whole number.  
<sup>2</sup>. Columns *without* brackets (like this one) show Total Population (825 cases).  
<sup>3</sup>. Bracketed columns show the subgroup Professionals Outside Canada (437 cases).

2-3 .....	7 (6)
3-5 .....	11 (9)
5-10 .....	25 (26)
10-20 .....	24 (28)
20 or more.....	13 (16)
not applicable .....	10 (6)
10. Will return to Canada:	
to retire .....	17 (22)
to last position .....	3 (5)
to new position .....	12 (16)
no (will not return) .....	3 (4)
don't know .....	39 (52)
not applicable .....	24 (2)
11. Your IO position is classified:	
permanent.....	53 (42)
contract (up to 5 yrs.) .....	34 (45)
other .....	12 (12)
don't know .....	0 (0)
12. IO Employment opportunity source:	
PSC.....	6 (7)
personal contact.....	55 (56)
newspaper/ media.....	14 (14)
other .....	25 (24)
13. Faced international competition:	
yes .....	59 (75)
no.....	41 (25)
14. Present family status:	
single.....	23 (18)
married .....	22 (23)
married with children .....	45 (50)
other .....	9 (9)
15. Family status at the IO:	
accompanied.....	63 (72)
unaccompanied.....	37 (27)
16. Canadian citizen:	
yes .....	100 (100)
no.....	0 (0)
17. What age category are you:	
under 25.....	1 (-2)
25-30 .....	8 (6)
30-40 .....	27 (20)
40-50 .....	36 (40)
50-55 .....	16 (18)
over55.....	13 (16)

## General

1. Priorities to join an IO: <sup>4</sup>			
career development .....	41 (36)	14 (13)	
job content.....	59 (59)	26 (31)	
salary .....	37 (32)	11 (8)	
dependents ed.....	19 (21)	6 (5)	
health benefits .....	21 (16)	8 (4)	
relocation help.....	12 (12)	4 (4)	
UI .....	8 (3)	3 (0)	

<sup>4</sup>. Answers for this question are "very important" and "critically important".

severance pay.....	12	(9)	6	(1)
income tax.....	19	(18)	11	(10)
superannuation .....	20	(18)	8	(4)
pension portability .....	22	(18)	10	(49)
spousal employment .....	8	(8)	4	(5)
women's opportunity .....	14	(8)	6	(4)
re-entry to Canada .....	20	(19)	9	(9)
2. Adequacy of information provided: <sup>5</sup>				
career development.....	12	(10)	3	(2)
content of job.....	27	(27)	6	(5)
salary.....	31	(29)	11	(11)
dependents education.....	22	(25)	5	(5)
health benefits.....	27	(25)	6	(6)
relocation help .....	23	(26)	7	(7)
UI.....	10	(8)	3	(3)
severance pay.....	17	(18)	4	(4)
income tax.....	17	(18)	5	(4)
superannuation.....	19	(19)	5	(4)
pension portability .....	17	(15)	5	(3)
spousal employment .....	7	(6)	-7	(-3)
women's opportunities .....	6	(5)	1	(1)
re-entry to Canada .....	11	(12)	4	(2)
3. IO experience compared to previous job: <sup>6</sup>				
career .....	30	(31)	19	(17)
content of job.....	37	(38)	24	(23)
salary.....	38	(39)	32	(29)
dependents' education.....	34	(37)	25	(28)
health benefits.....	19	(19)	11	(10)
relocation help .....	33	(34)	21	(21)
UI.....	6	(5)	5	(4)
severance pay.....	35	(37)	18	(18)
income tax.....	26	(30)	41	(45)
superannuation.....	30	(26)	19	(15)
pension portability .....	21	(19)	15	(13)
spousal employment .....	11	(10)	4	(4)
women's opportunities .....	10	(7)	5	(4)
re-entry to Canada .....	9	(7)	3	(1)
4. Employment at an IO affected: <sup>7</sup>				
yourself.....	13	(17)	34	(34)
family .....	14	(16)	25	(26)
career .....	16	(15)	28	(31)
5. The following rate your IO employment:				
family .....	13	(14)	29	(34)
peers .....	13	(15)	35	(36)
previous employer.....	14	(16)	27	(28)
6. Status at the IO:				
secondment.....	7	(7)		
term (< 5 years) .....	33	(41)		
career-permanent .....	53	(46)		
none of the above.....	7	(6)		

<sup>5</sup> Question 2 columns show, from left to right, "Very good" and "Excellent".

<sup>6</sup> Question 3 columns show "Better" and "Much Better".

<sup>7</sup> Question 4 and question 5 columns show "Positive", "More Positive" and "Most Positive".

7. GOC was involved in your IO employment:				
yes .....	28	(38)		
no.....	71	(62)		
8. The GOC's involvement was:				
critical .....	12	(16)		
helpful .....	11	(13)		
marginal .....	7	(10)		
neutral .....	9	(11)		
negative .....	3	(3)		
not applicable.....	57	(47)		
9. Canadians abroad should have the right to vote in elections in Canada:				
yes always .....	73	(80)		
taxpayers in Canada.....	20	(13)		
taxpayers elsewhere .....	3	(3)		
no.....	4	(3)		
10. Comparative living conditions: IO/Canada:				
favourably .....	28	(31)		
about the same.....	32	(40)		
unfavourably .....	21	(29)		
never lived in Canada.....	-4	(-7)		
employed in Canada.....	18	(--)		
11. Quality of life at IO:				
favourably .....	51	(50)		
about the same.....	30	(31)		
unfavourably .....	15	(18)		
not applicable.....	3	(1)		

**Salary**

1. Salary is				
most important .....	25	(16)		
important.....	71	(79)		
not important.....	4	(5)		
2. IO salary competitive with previous employment:				
yes, higher.....	59	(60)		
yes, about same .....	25	(26)		
no.....	8	(9)		
not applicable .....	8	(5)		
3. Salary at the IO over the past five years				
reasonably better .....	25	(22)		
marginally better .....	23	(18)		
about the same.....	17	(19)		
decreased marginally .....	13	(12)		
decreased greatly.....	12	(18)		
not applicable.....	5	(6)		
don't know.....	6	(5)		
4. Impact on IO's salary over the past five years: <sup>8</sup>				
cost of living.....	41	(40)	21	(22)
IO budget.....	27	(22)	16	(17)
currency				
exchange.....	15	(15)	14	(16)
administrative				
practices.....	33	(34)	22	(23)
reference				

<sup>8</sup> Question 4 columns are percentages each factor rated first second third

groups .....31 (34) 21 (22) 15 (13)

**Income Taxes And Pensions**

- 1. Problems with income taxes:
  - yes ..... 19 (17)
  - no ..... 58 (67)
  - not applicable ..... 24 (16)
- 2. Are these tax problems:
  - federal ..... 20 (18)
  - provincial ..... 12 (7)
  - international ..... 3 (3)
  - other ..... 1 (2)
  - not applicable ..... 10 (8)
- 3. Upon your return to Canada, income tax problems:
  - yes ..... 9 (7)
  - no ..... 20 (19)
  - not applicable ..... 71 (74)
- 4. Were these tax problems:
  - federal ..... 10 (8)
  - provincial ..... 6 (4)
  - international ..... 1 (1)
  - other ..... -6 (1)
- 5. How does IO affect your pension plans:
  - improved ..... 28 (25)
  - stayed about same ..... 25 (26)
  - worsened ..... 17 (18)
  - don't know ..... 15 (14)
  - not applicable ..... 16 (16)
- 6. Which pension plans were affected:
  - Canada or QPP ..... 33 (32)
  - Old Age Security ..... 13 (14)
  - superannuation ..... 28 (29)
- 7. Is the pension plan at the IO portable:
  - yes after time ..... 19 (19)
  - yes immediately ..... 20 (19)
  - no ..... 22 (26)
  - don't know ..... 39 (36)

**Benefits**

- 1. How does IO classify your position:
  - expatriate ..... 62 (86)
  - local (ltd. benefits) ..... 26 (3)
  - contract ..... 7 (7)
  - other ..... 5 (4)
- 2. Importance to accept an IO assignment:
  - family work visas ..... 91 (90)
  - dependents education ..... 81 (66)
  - health benefits ..... 85 (84)
  - relocation pay ..... 80 (73)
  - UI ..... 96 (96)
  - severance pay ..... 81 (75)
  - home leave ..... 86 (72)
  - hardship assignment ..... 79 (76)
- 3. Satisfied with your IO benefit package:
  - yes ..... 70 (69)
  - no ..... 30 (31)

- 5. Was your previous employment in Canada:
  - yes ..... 74 (74)
  - no, other IO ..... 8 (10)
  - no, other ..... 6 (2)
  - not applicable ..... 12 (14)
- 6. Are IO benefits competitive with your previous employer's:
  - yes, better ..... 47 (47)
  - yes, about same ..... 25 (26)
  - no, slightly less ..... 8 (10)
  - no, lot less ..... 6 (7)
  - not applicable ..... 11 (8)
  - don't know ..... 3 (3)

**Re-entry To Canada**

- 1. Career development's importance:
  - critical ..... 22 (21)
  - important ..... 50 (50)
  - marginal ..... 16 (16)
  - neutral ..... 5 (5)
  - not important ..... 8 (8)
- 2. IO will enhance career prospects:
  - yes ..... 37 (37)
  - no ..... 22 (23)
  - don't know ..... 41 (41)
- 3. Opportunities for a satisfying career:
  - IO ..... 41 (42)
  - Canadian employer ..... 6 (6)
  - combination ..... 30 (31)
  - don't know ..... 23 (22)
- 4. Prior Canadian employer contact:
  - yes ..... 29 (33)
  - no ..... 38 (38)
  - not applicable ..... 34 (29)
- 5. If no, should there be:
  - yes1 ..... 7 (20)
  - no ..... 21 (21)
  - not applicable ..... 62 (60)

**Job Content**

- 1. How important is job content at IO:
  - most important ..... 62 (68)
  - important ..... 37 (31)
  - not important ..... 2 (1)
- 2. Job content attracted you to the IO:
  - yes ..... 88 (93)
  - no ..... 13 (7)
- 3. IO job content met your expectations:
  - yes ..... 76 (79)
  - no ..... 24 (20)
- 4. Work load at IO:
  - too light ..... 5 (5)
  - too heavy ..... 38 (43)
  - about right ..... 57 (52)
- 5. Compared to Canadian position, the job content is:
  - more satisfying ..... 49 (51)
  - about the same ..... 25 (27)

less satisfying.....	13	(13)
not applicable.....	12	(8)
6. IO position subject to a national quota:		
yes .....	38	(44)
no .....	39	(35)
don't know.....	24	(21)

### Opportunities For Women

1. Career opportunities for women in the IO:		
yes.....	75	(82)
no .....	25	(18)
2. Comparative opportunities for women at IO:		
better .....	47	(49)
worse.....	53	(51)
3. IO has affirmative action program for women:		
yes .....	28	(32)
yes, effective .....	30	(28)
no .....	23	(21)
don't know.....	20	(20)
4. For IO career advancement, women are:		
advantaged .....	19	(26)
treated equally.....	30	(29)
disadvantaged .....	41	(35)
don't know.....	9	(10)

### Dependents Rights

1. Informed of dependents rights prior to joining the IO:		
yes.....	58	(58)
no .....	43	(42)
2. Difficulty with dependents rights at IO:		
yes.....	20	(22)
no .....	80	(78)
3. If yes, would dependents' rights affect a future IO opportunity:		
yes.....	50	(54)
no .....	50	(46)
4. Spouse employed prior to your employment at IO:		
yes.....	68	(69)
no .....	32	(31)
5. Spouse or other dependents can be employed outside the IO:		
yes.....	59	(54)
no .....	41	(46)
6. Family income declined due to employment at IO:		
yes.....	25	(28)
no .....	75	(72)
7. If yes, spousal employment is:		
very important.....	29	(29)
Important .....	33	(37)
not important .....	38	(34)
8. Your organization has a spousal employment program:		
yes, effective .....	4	(4)
yes, not effective .....	25	(23)
no .....	71	(73)

9. Work authorizations for dependents' employment:		
no problem .....	14	(15)
minor problem.....	17	(18)
major problem .....	33	(40)
not possible .....	17	(19)
not applicable .....	19	(10)

### Relations Between Governments And IO Employees

1. Canada treats its nationals as well as other G7 countries:		
yes .....	26	(25)
no.....	28	(32)
don't know .....	47	(43)
2. Other countries compensate their nationals at IO:		
yes .....	35	(39)
no.....	5	(6)
don't know .....	61	(56)
3. Canada should do likewise:		
yes .....	35	(37)
no.....	21	(26)
not applicable .....	44	(3)
4. What kind of compensation or consideration is provided:		
salary .....	35	(43)
tax-free .....	34	(37)
housing.....	26	(30)
overseas allowance.....	24	(27)
5. Canada makes good use of the knowledge/talents of their nationals at IO:		
yes .....	8	(7)
no.....	35	(43)
not enough.....	31	(32)
don't know .....	25	(18)
6. Other countries make better use of their nationals:		
yes .....	39	(47)
no.....	4	(5)
don't know .....	57	(49)
7. Should Canada promote careers of Canadians within IO:		
yes, more .....	75	(73)
yes, about same .....	14	(13)
no.....	11	(14)
8. Have you purposely promoted Canadian goods/services, <i>ceteris paribus</i> , at IO:		
often .....	20	(22)
sometimes .....	28	(33)
once .....	2	(3)
no chance .....	23	(19)
no.....	27	(24)
9. Promoting Canadian goods/services is <i>not</i> a conflict of interest at IO:		
yes .....	66	(68)
no.....	34	(32)

### Appendix B

Homogeneity Tests are on the results of the questionnaire for the Interdepartmental study on the Employment of Canadians at International Organizations

Out of 1,723 questionnaires distributed, 845 were completed and returned by 17 July 1992, a gross response rate of 49%. The software program employed in the

study to process the results from the questionnaire, *Software Program for the Social Sciences (SPSS)*, permitted homogeneity tests to be run using cross-tabulation and one-way tabs on respectively 61 and 76 data points in each questionnaire, for a total of 137 measurements per questionnaire, usually on an individual-by-individual question basis after determining which

questions were best suited for each of the two test selected.

After consultation, a decision rule of 30, *significantly different (0.5 level)* results was used to determine whether a test produced a homogeneous or a heterogeneous population.

Total Population: (825)	Total (137)	Crosstab (61)	One Way (76)	Cross Tab (61):																																																																
				a	b	c	d	e	f	g	h	i	j	k	l	m	n	o	p	q	r	s	t	u	v	w	x	y	z	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19																				
1. Gender (A1)	69	29	40	✓	✓	✓	✓	✓		✓	✓			✓				✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓																		
2. Grade (A5)	76	28	48	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓																	
3. Marital Status (A14)	28	12	16				✓	✓	✓																✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓																		
4. Outside Canada	60	21	39	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓				✓									✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓																	
Sub-group populations Outside Canada																																																																				
5. Gender (A1)	53	25	28																																											✓	✓	✓	✓	✓	✓																	
6. Grade (A5)	47	18	29	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓															
7. Marital Status (A14)	21	8	13	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓															
8. Plevels (A5 part)	26	8	18																																															✓	✓	✓	✓	✓	✓	✓												
Plevels																																																																				
9. Outside Canada (437) by gender (A1)	31	12	19			✓								✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓													
10. New York by gender (A1)	8	3	5							✓	✓																																										✓	✓	✓													
11. Washington by gender (A1)	8	2	6																																																				✓	✓	✓											
12. New York by Washington	44	11	33	✓		✓		✓										✓																																		✓	✓	✓	✓	✓	✓											
13. New York by Geneva	16	4	12	✓				✓																																														✓	✓	✓	✓	✓	✓									
14. Rome by Geneva	12	5	7																																																												✓	✓	✓	✓	✓	✓
Totals				7	5	2	3	8	2	6	-	7	-	1	4	1	-	14	-	-	-	-	-	-	8	2	1	1	-	5	1	1	5	7	7	5	3	6	4	6	5	7	1	-	1	-	3	4	5	2	1	4	4	6	5	3	2	2	3	4	-	1	6	-				

As the following table shows, the 14 tests permitted an interesting interpolation which has been the subject of extensive discussion within the United Nations Common System for several years. That is whether the calculations for salary and benefits based on a USA federal civil service comparator remains reasonable,

the new thesis being in part that Europe is *different* to the USA.

The homogeneity tests reported here permit another conclusion which is that overall results in the UN system differ from results from international financial institutions. More specifically, using the 30 decision

rule results comparing New York with Geneva and Geneva with Rome produce homogeneous results while New York with Washington produced a heterogeneous result. However, looking at salary in isolation (C3), New York and Geneva respondents differed significantly (see *Salary*, above).

Total Population: (825)	ONE WAY (76):																																																																											
	B <sup>1</sup>					B <sup>2</sup>					B <sup>3</sup>					B <sup>4</sup>					B <sup>5</sup>					B <sup>6</sup>																																																		
	A	B	C	D	E	F	G	H	I	J	K	L	M	N	A	B	C	D	E	F	G	H	I	J	K	L	M	N	A	B	C	D	E	F	G	H	I	J	K	L	M	N	A	B	C	D	E	F	G	H	I																									
1. Gender (A1)	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/																											
2. Grade (A5)	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/																											
3. Marital Status (A14)	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/																											
4. Outside Canada	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/																											
Sub-group populations Outside Canada																																																																												
5. Gender (A1)	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/																											
6. Grade (A5)	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/																											
7. Marital Status (A14)	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/																											
8. Plevels (A5 part)	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/																											
Plevels																																																																												
9. Outside Canada by gender (A1)	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/																											
10. New York by gender (A1)	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/																											
11. Washington by gender (A1)	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/																											
12. New York by Washington	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/																											
13. New York by Geneva	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/																											
14. Rome by Geneva	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/	/																											
	7	8	4	6	6	3	5	6	4	7	7	2	8	2	2	9	2	4	3	5	4	3	3	3	1	1	3	2	4	3	1	3	5	5	4	1	6	5	6	6	6	3	-	3	1	4	2	9	2	5	6	-	4	8	4	3	3	5	2	1	1	4	3	-	-	3	6	2	1	4	7	5	5	7	3	2

## ***Appendix C – Contact List***

### **General**

External Affairs and International Programs  
Public Service Commission of Canada  
300 Laurier Avenue West  
(L'Esplanade, West Tower, 21st Floor)  
Ottawa, Canada  
K1A 0M7  
tel (613) 992-5902  
fax (613) 943-0771

### **Taxation**

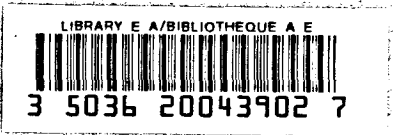
International Tax Programs Directorate  
Revenue Canada Taxation  
123 Slater Street  
Ottawa, Ontario  
Canada K1A 0L8  
tel (613) 952-7472

International Taxation Office  
Revenue Canada Taxation  
2540 Lancaster Road  
Ottawa, Ontario  
Canada K1A 1A8

### **Pensions**

Canada Pension Plan – Old Age Security Program  
Directorate of Policy and Legislation  
Health & Welfare Canada  
Tower B, 8th Floor  
355 River Road  
Vanier, Ontario  
Canada K1A 0L1  
tel (613) 957-1627  
fax (613) 991-9119

Canadian Public Service Superannuation Act (PSSA)  
Pensions and Special Projects Division  
Treasury Board of Canada Secretariat  
300 Laurier Avenue West (L'Esplanade)  
Ottawa, Ontario  
Canada K1A 0R5  
tel (613) 952-3117



organizations

DOCS  
CA1 EA 92C24 ENG  
Duffield, Larry J. W  
Canadians at international  
organizations  
43269066