

Judgement No. 355

*(Original: English)***Case No. 341:
Williams****Against: The Secretary-General
of the United Nations**

Request by a former staff member of the United Nations for various payments allegedly due to him on account of negligence of the Administration.

Recommendation of the Joint Appeals Board: (a) to make to the Applicant an ex gratia payment of 800 pounds sterling to compensate for uninsured damage to his personal effects, and (b) to pay him an interest rate on the final settlement and on pension payments delayed.—Recommendations (a) rejected and (b) accepted.

Applicant's claim for damages to his personal effects.—The Tribunal has no competence to give binding force to a recommendation of the Joint Appeals Board for an ex gratia payment which is within the discretion of the Secretary-General (Judgement No. 335: Shafqat).—Application of staff rule 207.21 (b).—Administration is not responsible for loss or damage to personal effects.—Applicant's claim for exchange rate losses on delayed payments.—Finding that this was already covered through the payment of interest.—Claim rejected.—Applicant's claim for an increased rate of interest on delayed pension payments.—Claim rejected.

Application rejected.

THE ADMINISTRATIVE TRIBUNAL OF THE UNITED NATIONS,
Composed of Mr. Samar Sen, Vice-President, presiding; Mr. Endre Ustor;
Mr. Luis de Posadas Montero;

Whereas on 3 October 1984, at the request of Anthony Graham Williams, a former staff member of the United Nations, the President of the Tribunal, with the agreement of the Respondent, decided, under Article 7, paragraph 5 of its Statute, to extend the time-limit for the filing of an application until 17 December 1984;

Whereas on 7 September 1984, the Applicant filed an application in which he requested the Tribunal:

“to set aside the decisions of the Secretary General in his letter of 9th March 1984 . . . and to reimburse the applicant for financial loss caused to him by actions or omissions of members of the U.N. staff: as recommended by the report of the Joint Appeals Board No. 96-97 dated 25th May 1983 . . . as follows:

“1. *Underinsurance of personal effects due to negligence of U.N. staff*

“That the rejection of the Joint Appeals Board's recommendation for an ex-gratia payment of £800 *is a denial of natural justice* in that the I.T.C. [International Trade Center] had admitted liability by its inadequate offer of £300

“Tribunal is requested to pay £800 . . . , together with accrued interest.

“2. *Exchange rate losses due to negligence/prejudice of U.N. staff*

“That the appellant, being warned that expenditure in Kenyan shillings for subsequent repayment in Geneva would be at his own risk, claims that the delay was caused by either negligence or prejudice of U.N. staff . . .

and as such cannot reasonably be defined as risk (the definition of which is a consequence of loss caused *by chance*).

“Insofar as it is not denied that a substantial loss (up to SF [Swiss Francs] 2218) was incurred against the exchanges by the appellant and as many letters/telephone calls to U.N. Geneva staff aimed at mitigating such loss were ignored; appellant claims £200 *ex gratia* payment in acknowledgement of the justice of his claim, together with accrued interest. . . . ;

“3. *Delayed pension payments*

“In that delay in repayment of pension entitlements caused by negligence and/or prejudice of U.N. staff is to the benefit of permanent members of the fund; and in that delay from 8th August to 12th January is unreasonable: that the U.N. pay the appellant a commercial rate of interest for the period August—December—i.e. 10% of \$3227 = \$130 - \$32 already paid = \$98, together with accrued interest. . . .”;

Whereas the Respondent filed his answer on 1 April 1985;

Whereas the Applicant submitted additional documentation on 23 October 1985 and 28 October 1985;

Whereas the facts in the case are as follows:

The Applicant entered the service of the United Nations on 9 May 1977 as a Marketing Adviser with the International Trade Centre, Geneva, hereinafter referred to as ITC, at the Division of Field Operations, Office for Africa. He was recruited from the United Kingdom to serve at Nairobi, Kenya, on a twelve-month intermediate term, project personnel appointment at the L-IV, step VIII, level. The Applicant was entitled under the relevant Staff Regulations and Rules to ship his household effects from his home country—England—to the duty station—Nairobi. Accordingly, the ITC made the necessary arrangements with a Swiss shipping company—ORDEM S.A. [Société Anonyme] which in turn sub-contracted with a British shipping company, Abbey Freight, to pack the items concerned and ship them to Kenya. According to the Director, ITC, the Centre had paid the insurance premium for the shipment of the Applicant’s personal effects, in accordance with Staff Rule 207.21 (b) and had secured additional insurance at the Applicant’s request and expense. On 20 October 1977, when the shipment arrived at the duty station, and was subsequently delivered to the Applicant’s home, the Applicant discovered that the shipment had been damaged by salt water. On 2 and 17 November 1977, the Applicant informed the Chief, Personnel Section, at ITC Headquarters that he planned to initiate legal action against ORDEM S.A./Abbey Freight.

According to the Director, ITC, the Centre subsequently filed a claim against the insurance company, which settled the claim through ORDEM S.A. and paid the Applicant on 24 April 1978 the sum of Swiss Francs 9,256.50 or £2,657.47 at the exchange rates then applicable, a sum which fell short of the full value of the claim.

The Applicant’s appointment, which was scheduled to expire on 9 May 1978, was extended for a further fixed-term of three months until 8 August 1978. In a letter dated 27 February 1978 addressed to the Chief, Personnel and Staff Development, ITC the Applicant stated:

“I understand that I.T.C. are prepared to assist experts in minimizing their termination problems by allowing them to pay repatriation travel, furniture removal and insurance etc. in local currency and reimbursing them in Geneva at the current exchange rate.”

He therefore requested permission to avail himself of this “concession” and subsequently to claim reimbursement in Geneva from the ITC for the cost of

education grant travel of his four children, repatriation travel for his whole family, removal costs of his household effects and the insurance premium thereon.

In a reply dated 20 March 1978, the Chief, Staff Development and Personnel, ITC granted the Applicant's request for payment of the cost of shipment of his personal effects only, but noted:

"you should also keep in mind that the reimbursement will be made at the official United Nations rate of exchange pertaining on the day of reimbursement by the [International Trade] Centre."

In a further letter dated 21 March 1978, the Chief, Staff Development and Personnel, ITC informed the Applicant of the formalities to be completed before his separation from service. In particular, he referred to the "Final Clearance Certificate" form required to process his "Final Settlement" payments, and asked him to complete and return the payment request forms to be sent to the UN Joint Staff Pension Fund. The letter stated in part:

"Please note that the Final Settlement can be processed only when all the above formalities have been completed, and if a long delay is foreseen, you may request an advance of up to 80% of your final settlement . . .".

In a letter dated 28 March 1978 addressed to the Chief, Staff Development and Personnel, ITC the Applicant confirmed that he would be "responsible for shipping [his] personal effects, paying in K. [Kenyan] shillings and claiming reimbursement, together with the appropriate insurances." In addition, the Applicant stated:

"As the sale of my car may result in a substantial sum 'blocked' in Kenya, I would be grateful if you would authorize my paying repatriation travel for myself and my family in the same way."

In a reply dated 21 April 1978, the Chief, Staff Development and Personnel, ITC informed the Applicant that the ITC understood his desire to purchase air tickets for himself and his family, and were taking the necessary steps to authorize the private purchase. However, he drew the Applicant's attention to the fact that this arrangement would be at the Applicant's "own risks".

On 19 May 1978 the Applicant confirmed to the Chief, Staff Development and Personnel, ITC that he chose to take an advance of 80% of his "final settlement" and indicated his entitlements.

In a letter dated 18 July 1978 the Applicant inquired of the Head, Project Personnel Unit, ITC as to the status of the various separation payments due to him and stated he would be "making a final travel claim shortly but await[ed] [his] 'personal effects' clearance charges". In a reply dated 28 July 1978, the Head, Project Personnel Unit, ITC forwarded the Applicant's July Statement of Earnings, a photocopy of the payment voucher for the Education Grant Year 1977-78 and his Pension Fund Annual Statement for 1977. In addition, she stated:

"We have not received the Final Clearance Certificate from UNDP, Nairobi, so we cannot process yet your repatriation grant and pension fund payments. We have cabled UNDP Nairobi to speed up return of the Final Clearance and are following up this matter closely."

In a cable dated 1 August 1978 addressed to the UNDP Resident Representative in Nairobi, the Chief, Staff Development and Personnel Section, ITC stated: "Grateful you complete and return urgently final clearance certificate and receipts travel and shipment for Anthony Williams and family". In a reply received at Geneva on 4 August 1985, the UNDP Resident Representative stated that "despite attempts have only just received properly itemized bill *fpc*

[final pay clearance] being airmailed today". In fact, on 1 August 1978, the UNDP Assistant Resident Representative had informed the Chief, Staff Development and Personnel Section, ITC that the delays in completing the Final Pay Clearance form had resulted from "delay and difficulties in obtaining a properly itemized bill from the clearing and forwarding agents [Express Kenya Limited]" with whom the Applicant had contracted for the shipment of his personal effects and household goods.

On 7 August 1978 payment of Swiss Francs 3,480 was made to the Applicant at his account at the Union de Banques Suisses. The Applicant was separated from the service of the United Nations on 8 August 1978.

In a letter dated 18 August 1978 addressed to the Head, Project Personnel Unit, ITC the Applicant acknowledged receipt of the amount paid and asked what it represented. He also asked about other outstanding payments, and stated *inter alia* that he would "be in a position to finalize [his] Final Travel Claim shortly". This claim arrived at the office of the Head, Project Personnel Unit, ITC on 29 August 1978. On 21 September 1978 she informed the Applicant that his final payment could not be effected until processing of his travel claims was completed and that queries raised in his letter of 18 August 1978 had been addressed to the appropriate offices for a reply.

In a letter dated 26 September 1978 the Applicant complained about the "delay in reimbursing [him] for cash outlays dating back to early June", and stated that he expected to be "reimbursed for [his] Kenyan expenditure [K. Sh. 50,000], at the rate of exchange ruling at 1 July [1978] (K. Sh.-\$-S. Fr.), i.e. the date that [he] passed through Geneva." He also complained that he had not been paid the outstanding amount of his final settlement, despite written requests to that effect, and that he had been given no explanation for sums which he had already received.

On 5 October 1978, the Chief, Financial and General Services, ITC explained to the Applicant a breakdown of the sums paid to the Applicant's Swiss bank account. In addition, he stated that reimbursement for the costs of air tickets purchased in Kenya was "in hand" and should reach him in a few days.

On 27 October 1978 the Chief, Staff Development and Personnel, ITC further informed the Applicant that the conversion of the sum he had disbursed for his repatriation costs and shipment of personal effects would be made from "local currency into the dollar entitlement . . . at the rate prevailing at the time actual payment is made" and added, ". . . I have no discretion whatsoever as regards this rule".

On 23 November 1978 the Applicant pointed out that even five months after his debriefing he had not received his final settlement. In a reply dated 5 December 1978, the Chief, Staff Development and Personnel, ITC informed him that his "Instructions for Payment of Benefits" form had been forwarded to the Secretariat of the Pension Fund in New York on 27 November 1978 and that he would receive payments due him from the Fund at the end of January 1979.

On 4 January 1979 the Applicant complained about the financial loss he suffered due to the changes in the Swiss Franc-U.S. dollar exchange rates. When the Applicant separated from the service of the United Nations, the U.S. Dollar-Swiss Franc rate of exchange was 1.86 Swiss Francs to one U.S. Dollar. Five months later, it was 1.55 Swiss Francs to one U.S. Dollar. The Applicant asserted that the loss he had suffered resulted from lack of diligence in processing his claims and that he should be subsequently reimbursed. He also

asserted that he would claim interest on the delayed payment of his benefit by the Pension Fund.

On 5 February 1979 the Applicant lodged an appeal with the Joint Appeals Board.

The Board adopted its report on 25 May 1983. Its considerations, conclusions and recommendations read as follows:

“Considerations, Conclusions and Recommendations

“A. Receivability . . .

“B. Loss arising from negligence of shippers

“33. The Board noted that according to the Appellant, his wife had requested Abbey Freight to provide for additional insurance, as certain articles had been added to the original inventory list, but that for some reason unknown the increase of the insured amount did not take place. The shipment was therefore, as stated by Appellant, due to negligence of the shipper, underinsured by about £2,000.00 and the payment by the insurance company (SF 9,256.00 or £2,657.47) did not cover this loss as well as unforeseen expenses resulting from late arrival of the shipment which Appellant specified in monetary terms as follows:

Damage to items of value, not insured	KSHS	4,650	=	£ 375.00
Photographs of damage	KSHS	150	=	£ 12.00
Extra work for Mr. Williams at US\$ 100.00 per day (five days).....	\$US	500	=	£ 321.00
Extra work for Mrs. Williams at US\$ 50.00 per day (ten days)	\$US	500	=	£ 321.00
House rent, wages etc. (August-October period)...	KSHS	18,390	=	£1,483.00
Hotel meals (in the absence of kitchen facilities).	KSHS	<u>5,400</u>	=	<u>£435.00</u>
	KSHS	36,490	=	£2,947.00*

“In the absence of any supporting evidence, it is assumed that the insurance company had no obligation to reimburse a higher amount than actually paid.

“34. The Board is of the opinion that given the absence of any documentary evidence on the issues raised, it would be fruitless to try to establish six years after the events why part of the shipment remained uninsured and who could be considered liable for the losses and the expenses: such an exercise would only cause further delay in settling this case. Nor is it indeed possible to ascertain at this stage to what extent the amounts claimed are justified. Appellant obviously suffered financial losses and great inconvenience, due to the indisputed negligence of the sub-contractor (the shipment was, indeed, damaged). While ITC may not be held legally liable, it admitted at least partial responsibility by offering £300.00 as an indemnity to Appellant. On the other hand, the claim of a total of £1,060.00 (£560 for uninsured damage plus £500 expenses) (plus interest) made in the submission of Counsel for the Appellant on 30 May 1980 is not fully substantiated.

“35. In order to settle the protracted litigation on the subject, which has taken over more than four years and has undoubtedly involved direct and indirect expenditure, exceeding by far the amount involved, it is recommended to make an *ex gratia* payment of £800.00 (£500.00 more than initially offered by ITC) plus six per cent interest as of 24 April 1978,

*UN exchange rate on 1 November 1978.

date on which the payment for damages, covered by the insurance was made.

“C. *Prejudicial termination . . .*

“D. *Exchange rate losses due to delay in reimbursement of expenditure incurred on departure and in payment of final settlement*

“38. The Board noted that Appellant had been advised that reimbursement of expenditure incurred on departure would be made *at the official rate of exchange pertaining at the time of payment*. Mr. William’s termination date (COB) [close of business] was 8 August 1978. The reimbursement was made on 6 October 1978. Under the circumstances it cannot be accepted that Appellant had a right to be reimbursed before 8 August 1978. Without going into the question why the documentation needed for the reimbursement was only received on 10 August 1978 at the International Trade Centre, that is two days after COB, it seems that payment two months after the COB, is regrettable, as such payment is normally processed within four weeks time. It should however be noted that the Appellant knew he ran an exchange rate risk, and in Swiss francs (which is, by the way, not the currency of his country of repatriation) this amounted in the end to 6,241 (entitlement in \$US) \times 19/100 [The exchange rate difference between August (1.74) and October (1.55)] is SF. 1,185.00. As the Appellant was advised of and accepted this risk when requesting authorization for the special arrangement made, the Board is of the opinion it cannot justify the Appellant’s claim.

“39. With regard to the payment of the *final settlement*, it is not unreasonable to assume that, in the case of field assignments, final settlement claims are processed and paid some time after the COB date. In the Appellant’s case this was 8 August 1978 and payment of the 20 per cent balance in September 1978 would have been reasonable. There was, therefore, an undue delay of about two months during which the \$US/SF UN exchange rate deteriorated from 1.63 to 1.55, causing the Appellant a loss of 914 (\$US entitlement) \times 0.08 = SF 65. The Board recommends payment of this amount, in addition to 6 per cent simple interest as of September 1978.

“E. *Exchange rate losses due to delayed pension fund payment*

“40. The Board noted that the Appellant enclosed his ‘Pension Benefit Repayment form’ in a letter of 19 May 1978, which was subsequently stamped as received by ITC (Geneva) on 5 June 1978. The Final Clearance Certificate reached ITC on 10 August 1978. The Pension Fund Office, Geneva had received the relevant papers by 24 November 1978. Payment was made on 12 January 1979. The Appellant, having applied for payment of his benefit in good time (May 1978) might have expected to receive his benefit within a reasonable time after his COB, that is by the end of September 1978.

“41. The Board, while regretting the delay, notes that the UN exchange rate \$US/SF of September 1978 was 1.63 while Appellant received his lump sum benefit [\$US 3,227 plus \$US 32 interest] in January 1979 at the rate of 1.655. The Board therefore rejects Appellant’s claim with regard to compensation for exchange rate losses due to unjustified delay of his pension payment, but recommends that interest be paid at the rate of 6 per cent during three months (October to December) over the amount which was due to Appellant (\$US 3,227 at the rate of 1.63) minus the \$US 32 interest already paid.

“42. Given the fact that the Board came to a positive conclusion on the questions of exchange rate losses on the final settlement claim and delayed payment of pension fund settlement on the grounds of undue delays by the administration, and given that these delays in settling the claims have resulted in aggravating the situation for the Appellant and involved the Respondent in excessive and time consuming work in dealing with the appeal, the Board recommends—in order to avoid recurrence of cases of this nature—that administrative proceedings connected with termination should be dealt with as quickly as possible, especially with regard to field experts.”

On 9 March 1984 the Assistant Secretary-General for Personnel Services informed the Applicant that

“The Secretary-General, having re-examined your case in the light of the Board’s report, has decided:

“(a) to reject the Board’s recommendation for an *ex gratia* payment of £800 to you plus interest,

“(b) to pay you 6 per cent simple interest per annum for two months for the final payment made to you in November 1978 and to reject the Board’s recommendation for payment of exchange rate loss,

“(c) to pay you 6 per cent simple interest per annum for the period October to December 1978 on the sum of \$3,227, minus \$32 interest already paid, and

“(d) that your letter of rebuttal dated 12 June 1978 be included in your official status file to be attached to the letter of evaluation which you contested.”

On 7 September 1984 the Applicant filed the application referred to earlier. Whereas the Applicant’s principal contentions are:

1. The Secretary-General’s decision to reject the Joint Appeals Board’s recommendation for an *ex gratia* payment of £800 is a denial of natural justice.
2. The delays in payment of the amounts due the Applicant were caused by negligence of the United Nations and therefore the Applicant should not suffer financial prejudice.
3. The delays in payment of a benefit from the Pension Fund were unreasonable, were caused by negligence of UN staff and resulted in an undue profit to the other participants in the Fund.

Whereas the Respondent’s principal contentions are:

1. The United Nations was under no legal obligation to compensate the Applicant for losses due to the alleged underinsurance of the Applicant’s personal effects or for unforeseen expenses resulting from the late arrival of the shipment.
2. The Applicant has failed to establish a valid claim for compensation of exchange rate losses due to alleged delays in reimbursement of expenditures incurred in payment of his final entitlements and pension.

The Tribunal, having deliberated from 17 October to 4 November 1985, now pronounces the following judgement:

- I. The Applicant has submitted three different pleas before the Tribunal: the first one is for damages to his personal effects when they were shipped to Kenya; the second refers to exchange rate losses allegedly suffered; and the third relates to delays in the payment of his pension entitlements.

II. With reference to the first claim, the Applicant asks the Tribunal to uphold the Joint Appeals Board's recommendation to grant him £800 (pounds) as an *ex gratia* payment. It is not within the competence of the Tribunal to give binding force to a recommendation for a payment that is to be granted or withheld at the discretion of the Secretary-General (Judgement No. 335: *Shafqat*).

III. Furthermore, the Tribunal notes that no responsibility can arise for the Administration as far as the shipping of the Applicant's effects to Kenya is concerned, since Staff Rule 207.21 (b) specifically states that the Administration is not to be held responsible for loss or damage of such effects.

IV. The Applicant submits that the Administration offered to pay him £300 (pounds) as a payment additional to the amount paid by the insurance company and therefore concludes that the Administration has admitted its responsibility. The Respondent denies the existence of such an offer and as the Applicant has not produced any evidence to prove that it was made, the Tribunal cannot consider this contention.

V. In connection with the second plea, the Applicant does not state his claim in a clear and straightforward way; in the first part of his application he asks the Tribunal to rule according to the recommendation of the Joint Appeals Board, *viz*, payment of six per cent interest and 65 Swiss Francs for exchange rate losses. However, in a subsequent paragraph of the same application he claims "£200 *ex gratia* payment in acknowledgement of the justice of his claim, together with accrued interest". The Tribunal considers that in whatever light the claim is viewed, the Applicant is not entitled to any relief.

VI. If the application is to be interpreted as claiming £200 *ex gratia*, the Tribunal cannot but repeat what has already been stated *ut supra* regarding this kind of payment. If on the other hand, the application is to be interpreted as containing a submission for the Joint Appeals Board's advice to be upheld, the Tribunal notes that the only compensation sought before it amounts to the 65 Swiss Francs corresponding to the exchange rate losses suffered as a consequence of the delay in the payment of the Applicant's final settlement. The claim connected with the exchange rate losses suffered following the late repayment of the amounts advanced by the Applicant on the occasion of his repatriation were not admitted by the Joint Appeals Board and the Applicant is not appealing against this rejection. With regard to the limited claim of 65 Swiss Francs, the Tribunal finds that since this exchange rate loss is one of the consequences of the delay incurred by the Administration and covered by it through the acceptance of the payment of interest, the Tribunal does not consider it necessary to pass on this claim.

VII. In his third plea the Applicant claims an increase in the rate of interest to be paid to him as a consequence of the delay in the repayment of his pension entitlements, as well as an extension of the period for which interest is due, from October 1978 back to August 1978.

VIII. The Tribunal holds that an unjustified delay did occur, but that the damages caused by this delay were compensated by the interest recommended by the Joint Appeals Board and accepted by the Respondent and that no exceptional circumstances exist to justify a higher rate.

IX. As for the date from which the interest should begin to accrue, the Tribunal notes that usually the processing of claims for payments from the Pension Fund takes two months. In view of this, the Applicant could not reasonably expect any payment before October 1978. The Respondent has already accepted payment of interest for the period October 1978 to December

1978. The Tribunal therefore considers that all other claims in this respect must fail.

X. For these reasons, the application is rejected.

(Signatures)

Samar SEN
Vice-President, presiding

Endre USTOR
Member

New York, 4 November 1985

Luis de POSADAS MONTERO
Member

R. Maria VICIEN-MILBURN
Executive Secretary

Judgement No. 356

(Original: English)

Case No. 344:
Giscombe

Against: The Secretary-General
of the United Nations

Request by a former staff member of the United Nations for the rescission of the decision refusing to accept the recommendation of the Joint Appeals Board to rescind the Applicant's termination for unsatisfactory service and to reinstate him; request for compensation.

Conclusion of the Joint Appeals Board that the recommendation of the Appointment and Promotion Board to terminate the Applicant's appointment was vitiated by various inconsistencies and erroneous findings of its Review Group.—Recommendation that the Applicant be reinstated.—Recommendation rejected.—Secretary-General's decision to pay to the Applicant six months' net base salary as final settlement.

Applicant's request to rescind the Respondent's decision refusing to accept the recommendation of the Joint Appeals Board.—The Tribunal reiterates that acceptance or refusal of the recommendations of the Board is within the authority of the Secretary-General who is not bound to give reasons.—Refusal to agree to the direct submission of the application to the Tribunal does not estop the Respondent from rejecting the recommendations of the Board.—Question of the validity of the Applicant's termination for unsatisfactory service.—Tribunal's jurisprudence that evaluation of a staff member's performance lies within the discretionary authority of the Secretary-General (Judgement No. 257: Rosbasch), on the basis of a decision to be reached by means of a complete, fair and reasonable procedure (Judgement No. 184: Mila)—Decision of termination can be vitiated by procedural defect (Judgement No. 299: Moser) or by prejudice or other extraneous factor.—Consideration of various elements which may influence the validity of the decision.—Applicant's contention concerning improper actions and procedures of the Medical Board convened to examine the Medical Director's refusal to certify the Applicant's sick leave.—Finding that this contention is not connected with the question of the validity of termination.—Relevance of the medical history to the Applicant's plea for compensation for injuries sustained in service and for disability pension.—Conclusion that these pleas were not dealt with by the Joint Appeals Board and are therefore not receivable.—The Tribunal notes that the Respondent is ready to consider the Applicant's application under appendix D of the Staff Rules, if it is made, though normally it would be time-barred.—Applicant's contentions that the decision was motivated by prejudice and that there was lack of due process in the termination procedures.—Consideration of the various elements submitted by the Applicant.—Contentions rejected.—Applicant's complaint that he was unable to avail himself of counsel in the proceedings of the Review Group.—Respondent's contention that the presence of counsel is mandatory only in an appeal or disciplinary case, but not in staff member's meetings with administrative officials.—