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P O L I C Y

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

Report of the Executive Director on the inclusion of
the UNFPA Deputy Representatives and limited core staff
into the regular manning table

Summary

At its thirtieth session, the Governing Council in decision 83/17, III, paragraph 5, requested the Executive Director to provide the Council at its thirty-first session with a report "in order to enable the Council to discuss in depth the advantages and disadvantages of the phased inclusion of the UNFPA Deputy Representatives and limited local core staff into the regular manning table, with a view to initiating and encouraging rotation between headquarters and field professional staff". This policy paper is submitted in accordance with the request of the Governing Council.

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INTRODUCTION

1. In June 1983, the Executive Director presented to the Governing Council at its thirtieth session a report (DP/1983/25) in which he reviewed the headquarters and field staffing pattern and manpower requirements of UNFPA. In that report, the Executive Director recommended that the Governing Council approve the principle of moving progressively towards the inclusion of the UNFPA Deputy Representatives and Senior Advisers on Population (herein after referred to as DRSAPs) and their local core staff into the regular manning table.

2. The Governing Council, in decision 83/17, III, paragraph 5, following discussion of the Executive Director's report by its Budgetary and Finance Committee, requested the Executive Director to submit to the Governing Council at its thirty-first session a "comprehensive report in order to enable the Council to discuss in depth the advantages and disadvantages of the phased inclusion of the UNFPA Deputy Representatives and limited local core staff into the regular manning table, with a view to initiating and encouraging rotation between headquarters and field professional staff".

3. The Governing Council, in the same decision, requested the Executive Director "to submit to the Council at its thirty-second session a report on UNFPA's basic manpower requirements".

4. In accordance with the decision taken by the Council, the Executive Director submits herewith his report in order to enable the Council to consider the advantages and disadvantages of the phased inclusion of UNFPA DRSAPs and limited local core staff into the regular manning table. This report, in accordance with the wishes of the Council as expressed in its decision, does not deal with UNFPA's basic manpower requirements on which the Executive Director will report as requested to the Council at its thirty-second session.

I. BACKGROUND

5. In 1969, when responsibility for UNFPA was transferred by the Secretary-General of the United Nations to the United Nations Development Programme (UNDP), agreement was reached between UNDP and UNFPA by which the Resident Representatives of UNDP also became the official country representatives of UNFPA. As a consequence of this agreement, which continues to the present time, UNDP Resident Representatives are also accredited as UNFPA representatives. With the phasing out of the field staff of the United Nations Population Division in 1971, UNFPA was authorized by the Administrator of UNDP to appoint Field Co-ordinators in a number of developing countries in order to provide the specialized assistance it required for the implementation and oversight of its population programmes and projects in the field.

6. The first UNFPA Field Co-ordinators, as they were originally called, were appointed in 1971 and early 1972 to serve in Egypt, Pakistan and the

Philippines. The costs associated with the establishment of these posts and offices in the field were met, not from UNFPA's administrative and programme support services budget, but through the establishment of individual "country projects" financed from UNFPA programme funds. This was in conformity with the practice already established by which the costs of maintaining technical assistance officers or advisers in the field were not charged to UNFPA's administrative budget.

7. In the early years, the number of Field Co-ordinators and the costs of maintaining their offices in close association with the UNDP Resident Representative Office were relatively small. Seventeen additional Field Co-ordinators were appointed in 1972 and three more in 1973 for a total of 23 to that date. Since then the numbers have fluctuated, rising to a high of 42 before dropping to 34 at the end of 1983. The title of Field Co-ordinator has also been changed to Deputy Representative and Senior Advisor on Population (DRSAP), since the DRSAP functioned as a deputy to the Resident Representative, thus underscoring the close working relationship between the UNFPA and UNDP programmes in the field and ensuring the integration, at the level of Deputy Representative, of the UNFPA function into the office of the UNDP Resident Representative.

8. In addition to the posts established in "project" budgets to accommodate the costs associated with the UNFPA Deputy Representatives, it has also been necessary, because of the increased volume of UNFPA activities in the field, to relieve the burden which this increased activity imposed on UNDP's field administrative support services through the addition of a number of support staff - both professional and administrative - recruited and paid directly by UNFPA. There has thus grown up over the last decade, as a result of the growing importance of population activity and the continuing increase in the volume and complexity of UNFPA's assistance to Governments, a corps of administrative support personnel financed directly from UNFPA funds who serve as UNFPA staff members under the DRSAP within the office of the UNDP Resident Representative.

9. As a result, at the end of 1983 small groups of UNFPA support personnel were grouped together as teams under UNFPA DRSAPs within the larger offices of the UNDP Resident Representatives in 34 countries in the Africa, Asia and Pacific, Latin America and Caribbean and Middle East and Mediterranean regions (see table 1). Eleven of these DRSAP posts were in the Africa region, 13 in the Asia and Pacific region, 6 in the Middle East and Mediterranean region and 4 in the Latin America and the Caribbean region. The number has been reduced by one in 1984. Almost half of the posts have a history of continuous operation of at least ten years and there is every indication that they will continue on a more or less permanent basis. Others have not shown the same degree of permanence. The number of professional and administrative support staff directly employed under the DRSAP and paid for out of UNFPA funds through "projects" varies typically from two to six depending on several factors such as the size and importance of the office, the number of countries covered and other factors of a purely local nature.

TABLE I

DISTRIBUTION OF UNFPA DEPUTY REPRESENTATIVES
AND FIELD SUPPORT STAFF IN 1983

COUNTRY	DR	NO	NPA	NAF	NSC	OTH	TOTAL	BUDGET	PRIORITY COUNTRIES
AFRICA									
								\$:	
Cameroon(3)	1		1	1		3	6	174,550	1
Ethiopia	1	1			1	1	4	132,965	1
Kenya(1)	1		2		1	1	5	153,400	2
Madagascar(2)	1			1	2	3	7	160,900	2
Mozambique(3)	1	1			1	3	6	130,227	4
Nigeria	1	1	1		1	2	6	179,300	
Senegal(6)	1		1	1	1	3	7	211,400	5
U.R. of Tanzania (2)	1				1	1	3	115,075	2
Upper Volta(1)	1				1	2	4	122,808	2
Zaire	1		1		1	1	4	133,074	1
Zimbabwe(1)	1		1		1	1	4	124,500	1
Sub-Total	11	3	7	3	11	21	56	1,638,199	21
ASIA AND THE PACIFIC									
Bangladesh	1	2	2	1	3	10	19	156,239	1
China	1	1			1	3	6	78,000	1
Fiji(7)	1		1	1	2	1	6	160,245	1
India(1)	1		1	1	2	2	7	150,733	2
Indonesia	1	1		1	2	2	7	164,572	1
Malaysia(2)	1		1	2		2	6	142,662	1
Nepal	1			2	2	6	11	169,650	1
Pakistan	1	1		1	2	5	10	149,500	1
Philippines(1)	1	1			1	2	5	162,336	
Samoa(4)	1			1	1	1	4	113,776	1
Sri Lanka(1)	1	1	1	1	1	2	7	132,500	2
Thailand(2)	1		1	1	3	4	10	199,540	2
Viet Nam	1		1		1	1	4	145,082	1
Sub-Total	13	7	8	12	21	41	102	1,924,835	15
LATIN AMERICA AND THE CARIBBEAN									
Ecuador	1	1		1	1	1	5	87,500	
Jamaica(18)	1	1			1	1	4	190,711	2
Mexico(6)	1		1		2	1	5	186,255	
Peru(2)	1		1		1	1	4	138,300	
Sub Total	4	2	2	1	5	4	18	602,766	2
MIDDLE EAST AND MEDITERRANEAN									
Egypt(1)	1		1		2	2	6	136,250	2
Morocco	1	1		1	1	1	5	176,139	
Syrian Arab Republic(1)	1	1			1	2	5	187,750	
Tunisia	1		1	1	1	1	5	163,228	
Turkey (1)	1		1		1	3	6	171,728	
Yemen	1				1	1	3	62,600	1
Sub ^b Total	6	2	3	2	7	10	30	897,695	3
GRAND TOTAL	34	14	20	18	44	76	206	5,063,495	41

DR : Deputy Representative
 NO : National Programme Officer
 NPA : National Programme Assistant
 NAF : National Administrative and Finance Assistant
 NSC : Secretary
 OTH : Others

Note: The number () indicates the number of additional countries covered by the Deputy Representative.

Only in four offices - all of them in the Asia and Pacific region - does the number of support staff for the Deputy Representative exceed six.

10. The cost of maintaining these offices in which a UNFPA DRSAP is located has also grown - from just over \$2 million annually in 1976 and 1977 to more than \$5 million annually in the current biennium. For the 1984-85 financial period their budgets, financed as "projects" outside the UNFPA administrative budget, amount to \$10.4 million compared to \$24.6 million for UNFPA's administrative and programme support budget for the same period. Reference to document DP/1983/23, pages 30-34, shows the detailed costs of the individual offices of the DRSAPs as budgetted for the 1984-1985 biennium. Varying in amount from office to office, these costs average just over \$150,000 per office per year. Costs include not only the salaries of DRSAPs but also those of auxiliary professional and local staff, travel, equipment and supplies, etc. The budget for each DRSAP Office is established under the authority of the Executive Director and is subject to adjustment with his approval without reference to the Governing Council. This permits a considerable degree of financial and budgetary flexibility to adjust to changing circumstances.

11. The ACABQ, in its report (DP/68) of 4 June 1974 on the UNFPA budget estimates for 1975, recommended that provision for UNFPA Field Co-ordinators be included in the regular administrative and programme support services budget of the Fund. This recommendation was repeated in the ACABQ reports for 1976, 1977, 1978 and 1979. The relevant paragraphs from these reports, setting out the reasons which prompted the ACABQ to make and to repeat this recommendation are contained in the Annex to this report. At the request of the Governing Council, the Executive Director presented a report (DP/307) to its twenty-fifth session in June 1978 in which he explained why, at that stage in the experience of UNFPA, it seemed appropriate to continue the practice of funding the posts of DRSAPs and auxiliary field support staff and related costs on a project basis rather than as part of the administrative and support services budget.

12. The Governing Council, in its decision 79/28, II, paragraph 3, reaffirmed "that UNFPA shall continue the practice of funding field co-ordinator and liaison officer posts from project funds and of including the data on such posts in the UNFPA administrative and programme support budget for information purposes".

13. Among the arguments presented by the Executive Director in DP/307 and accepted by the Governing Council were the following:

(a) Technical assistance in population matters was, at the time, a relatively new field of activity, attracting personnel from rather specialized backgrounds, e.g., physicians and demographers. There was no assurance that UNFPA would be able in the future to offer to such persons meaningful career opportunities in UNFPA;

(b) Turnover in Field Co-ordinator staff was rather high in the early years, representing approximately one-third of those recruited after one or two fixed-term (two-year) field assignments under the 200 series;

(c) ~~Not~~ all recipient countries were equally interested in, or needed the support of Field Co-ordinators on a continuing basis; over a five-year period, ending in 1978, Field Co-ordinator posts had been established in 29 countries, but had been discontinued in five;

(d) If Field Co-ordinator posts were to be formally included in the administrative budget it would greatly hamper the Fund in staffing, establishing and discontinuing field posts and would seriously limit the Fund's flexibility in responding to country needs;

(e) Field Co-ordinators were furnishing essentially project development and co-ordination services, not administrative services, and the costs should therefore be charged against programme development rather than the administrative budget;

(f) If the posts and costs relating to Field Co-ordinators were to be transferred to the regular manning table and administrative budget, UNFPA would feel an obligation to assume certain responsibility for continuation of employment in the event that it was decided to discontinue the post in a given country or transfer it to another country.

II THE CHANGED SITUATION

14. The Executive Director has reviewed the arguments which were advanced in document DP/307 as set out in the preceding paragraphs in support of the continuation of the practice, then existing, under which the costs of DRSAP posts and auxiliary support staff in the field were met from project funds, rather than from the administrative and programme support budget as part of the regular manning table. While the arguments were accepted by the Governing Council as valid at the time they were presented, circumstances have greatly changed in the intervening years.

15. In the Executive Director's opinion, the arguments advanced in document DP/307 and referred to in paragraph 13 have been largely invalidated as a result of the continued growth and development of the UNFPA programme since 1978:

(a) Technical assistance in population matters has matured considerably as a result of the practical experience gained in the administration of UNFPA's population programme over a decade or more. The Fund now knows its own situation better and is more familiar with its own requirements than it was in earlier years. Contrary to the earlier experience of UNFPA in the turnover of professional field staff, the recruiting and employment situation has now very largely stabilized itself. Increasingly the personnel entering employment as DRSAPs tend to be individuals with a more broadly based professional orientation than before. The criteria for recruitment include, in addition to

knowledge of population problems, experience in development assistance, and, whenever possible, previous field experience. The background and training which they bring to their work corresponds more nearly to that of other technical assistance administrators in related fields. Their skills are more frequently those of the co-ordinator, educator, motivator, expeditor than those of the more highly specialized physician or demographer. As a consequence they are, on the whole, more career-oriented to the field and headquarters service needs of UNPFA;

(b) The early experience of UNFPA with respect to staff occupying DRSAP posts in the field has undergone a marked change in recent years. More than half of the DRSAPs now on duty have served in excess of five years. Of these, at least one-half have served from 7 to 11 years. It is understandable, therefore, that staff members who have committed themselves to such an extent to a professional career with UNFPA should feel that they have a right, on the basis of demonstrated satisfactory performance, to a greater measure of security than that which can be offered by successive two-year extensions of contract under the 200 series, with no opportunities for career advancement other than those provided within the limits of the UNFPA field service.

Under present conditions, the lack of opportunity for movement of personnel from field to headquarters (and vice versa) which results from the barrier created by the division of staff into two categories - the 100 series and the 200 series - has not only created for the field staff a sense of psychological separation from the mainstream, but has also impeded the introduction of an adequate career development programme and has begun to affect adversely the morale of the staff. If, as suggested in document DP/307, there are continuing difficulties encountered in offering satisfactory opportunities for career advancement to UNFPA field personnel - and there are - a major reason for this is the policy which restricts recruitment for field service posts to fixed-term contracts under the 200 series financed from project funds and limited to two years at a time;

(c) It is not contended that every recipient developing country should have a DRSAP; therefore the argument that not all countries need or want them is largely irrelevant. The growth in the number of DRSAP posts and offices has been a gradual and responsible one; in fact, under conditions of budgetary restraint there has actually been a reduction in the number of posts in the last several years. The Executive Director recognizes that not all of the countries where there are at the present time DRSAPs will require them on a long-term continuing basis. He does not consider that, when a new DRSAP post is established in a country which did not have one previously, that post should immediately and automatically be added to the regular manning table. A period of time is clearly advisable in order to determine whether such a post is likely to be reasonably permanent. Nevertheless, a substantial number of countries with DRSAPs - two-thirds or more - have had them now for a decade or more. There is every reason to believe that because of the size and importance of the programmes in these countries, they will continue to need the support provided by a DRSAP and auxiliary support staff for an indefinite

period in the future. These are the DRSAP posts which, in the Executive Director's opinion, deserve to be recognized as being of a continuing if not permanent nature and added to the regular manning table.

It must also be noted that, in future years, with the growth of UNFPA's programme, new opportunities will continue to present themselves, as they have in the past, for the establishment of DRSAP posts in countries which have not previously required them. It should not be assumed that the 33 countries in which DRSAPs are officially stationed now are the only ones which will ever require them. Many of the DRSAPs are, in fact, called upon even now to divide their time among a number of countries, some at least of which could easily justify a full-time UNFPA presence. While the Executive Director may be able to meet the need, in certain instances, by the transfer of a post and a DRSAP from one country to another where the need is greater, this will not always be possible. The Executive Director should, therefore, be in a position, as the need arises, to meet new opportunities and new requirements without unreasonable delay;

(d) With reference to the question of flexibility, it is recognized that a decision by the Governing Council to include the posts of DRSAPs in the regular manning table would mean that the ACABQ and the Governing Council would have to pass on the budgets of the DRSAPs who would then be included in the manning table as part of the normal budgetary process in the same manner as is currently done for the administrative and support services budget. The Executive Director should retain the same flexibility as at present in terms of shifting such posts from one country to another or discontinuing such posts. The inclusion of DRSAP posts in the regular manning table would give to the Executive Director greater flexibility than he enjoys at present in regard to the redeployment of staff between the field and headquarters. The rotation of staff from headquarters to the field and vice versa, and therefore the career development prospects and morale of the staff members affected by the change from the 200 to the 100 series would be correspondingly improved;

(e) It is no longer the case that DRSAPs are primarily engaged in furnishing essentially project development and co-ordination services to the countries to which they are posted. The duties of DRSAPs are equally weighted on the administrative side, especially in those countries in which a large proportion of well-established, ongoing projects are directly executed by recipient governments. The offices of UNFPA Representatives and DRSAPs are basically an extension to the field of the totality of services both administrative and programme - provided by UNFPA's headquarters establishment. They represent an important part of UNFPA's programme support services and should therefore be included, along with headquarters programme support services, in the biennial administrative and programme support services budget;

(f) The responsibility of UNFPA to assure the continuity of employment of DRSAPs in the event that it is decided to transfer an office to another country or to discontinue it will not be greatly changed should the Governing Council approve the inclusion of these posts in the regular manning table.

United Nations Staff Regulations already provide for termination of employment, even in the case of permanent appointments, upon the abolition of a post. The transfer of a post from one country to another should not of itself affect the continuity of employment of the DRSAP affected by such a transfer. When the decision to reduce the number of DRSAP posts from 42 to 33 was taken a few years ago, UNFPA was able to find alternative employment for the DRSAPs affected by such reductions who wished to remain with UNFPA. The possibility of assuring continuity of employment should in fact be greatly enhanced if the DRSAPs, presently recruited and employed under the 200 series, were to be integrated into an enlarged regular Manning table.

III. CHANGE OF POLICY REQUIRED

16. In light of the considerations set forth in the preceding paragraphs, it is the considered opinion of the Executive Director that, whatever the merits of the present policy may have been in the past, the current arrangements, under which the posts of DRSAPs are financed through project funds rather than from the administrative and programme support budget, have adversely affected the status and career development prospects of UNFPA personnel employed in the field. The advantages that the use of 200 series contracts may have offered in the formative years of UNFPA for the effective administration of the Fund and its programmes no longer outweigh the need, under today's changed circumstances, to ensure more equitable staffing arrangements for the personnel employed in field offices. So far as UNFPA staff members in the field are concerned, they are demonstrably at a disadvantage when compared with UNDP staff alongside of whom they work. At the same time they are equally at a disadvantage compared to their own fellow staff members at UNFPA headquarters. Consequently, the continued exclusion of DRSAPs from the regular Manning table and their separation from the headquarters establishment through recruitment and employment under the 200 series, rather than under the 100 series, is no longer in the best interest of the staff members concerned or the Fund.

17. Staff members holding UNFPA field appointments are not considered to be part of the continuing establishment of the Fund. The posts which they occupy, being project posts, do not appear on the regular Manning table. Projects, as originally conceived in the United Nations context, are not normally considered to be of a permanent or long-term nature, because properly designed projects entail the achievement of measurable objectives within a given period of time and are consequently budgeted on a short-term rather than a long-term basis. A DRSAP's office, which has existed for ten years or more and can foreseeably be expected to continue to be necessary, cannot therefore reasonably be considered a project in the real sense of that term as generally understood and used in the United Nations context.

18. Furthermore, to illustrate the disadvantageous position of personnel employed on these projects, the persons occupying posts financed from project funds are employed under the 200 series and cannot be offered contracts of more than two years duration at a time. Because of the short duration of

their contracts, staff members appointed under the 200 series are not eligible to borrow from the United Nations Credit Union. Other unnecessary inconveniences include problems in scheduling home leave, difficulties relating to the payment of salary during the last month of contract, etc. Even after several renewals of their two-year contracts and many years of experience, personnel in the 200 series encounter in practice major difficulties in transferring from field to headquarters posts. They cannot qualify for permanent appointment under the 100 series as long as they continue to be employed in the UNFPA field service. In applying for other posts they must compete directly with candidates who are completely outside the United Nations system. They consequently lack, almost entirely, opportunities for career development or advancement on a secure or tenured basis, either with UNFPA, UNDP, or other United Nations bodies. Likewise, because of the separation of field service posts from those on the regular manning table, individuals recruited to headquarters posts under the 100 series, entitling them after two successive two-year contracts to consideration for probationary and later permanent appointment, are seldom in practice transferred for needed field experience to posts away from headquarters. In the relatively few instances where it has been possible to effect such interchanges, these have been, almost invariably, at the lower and intermediate, not at the higher professional grade levels.

19. To illustrate the differences in status between the two groups of staff and the relative lack of mobility between headquarters and the field, the following details may be illuminating. There were, as of March 1984, 83 professional posts on the regular UNFPA manning table. With the exception of two posts which were occupied by staff members employed under the 200 series, all of the others were held by staff employed under the 100 series. Fifty of these had permanent contracts, six were on probationary contracts leading to permanent appointments, twenty-five were on fixed-term 100 series contracts, and two posts were vacant. By contrast, of the 31 occupied DRSAP posts at the end of December 1983, only two of the DRSAPs held permanent contracts, having accepted transfer, together with their regular manning table posts, to the field. The other DRSAPs were all on the 200 series, employed as project personnel on the basis of two-year renewable contracts, even though the relative permanency of their attachment to UNFPA is confirmed by the fact that in half or more of the cases their period of employment in the field with UNFPA had already been for five years or more, extending in some instances to as long as eleven or twelve years.

20. Clearly, it is highly desirable that headquarters and field posts should be readily interchangeable, and that staff members have experience with working conditions and problems both at headquarters and in the field. Yet, only 29 of the 81 staff members presently serving in a professional capacity at headquarters have ever had service in the field, either with UNFPA, UNDP or other United Nations bodies; and even fewer - not more than a half-dozen at most - of the professionals now employed as DRSAPs in the field have ever worked at headquarters. The reasons for this relative immobility of staff are not difficult to perceive: staff members with permanent contracts employed under the 100 series at headquarters are understandably reluctant to move to

the field unless they can retain their 100 series contracts and thus be assured of reintegration into the regular manning table upon their eventual return to headquarters. This fact, in turn, presents difficulties for the transfer of field service personnel employed under the 200 series and financed from project funds to headquarters in the absence of approved 100 series posts to which they can be transferred during their rotational headquarters assignments. In addition, attempts to effect such transfers under the present circumstances result in further administrative complications since they result in staff members who occupy regular manning table posts while employed in the field being charged to the administrative and programme support services budget, whereas staff members serving under the 200 series at headquarters continue to be charged to project funds which are treated separately from the headquarters budget.

21. In contrast to the position of the DRSAPs and Programme Officers serving in the field, the UNDP field establishment, according to a recent staff list of May 31, 1983 reported a total of 107 Resident Representatives and 98 Deputy Resident Representatives, of whom all but four in each category are included in the UNDP regular manning table. In other words, over 96 per cent of the 205 UNDP staff in the field at levels of Deputy Resident Representative and above are included in the regular manning table, whereas almost 90 per cent of the much smaller number of UNFPA DRSAPs are still employed as project personnel under the 200 series, excluded from the regular manning table and limited to two-year contracts at a time.

22. The similarities in treatment of UNFPA staff members today, as compared to UNDP personnel, are more numerous than the differences. UNFPA staff members serve under UNDP contracts. They are subject to the same Staff Rules. Their appointments and promotions are recommended by the same Appointment and Promotion Board on which UNFPA is represented. The UNDP Resident Representative is recognized as the UNFPA Resident Representative in the field. The UNFPA DRSAP is an integral part of the UNDP Resident Representative Office and a full member of his "team". He and his auxiliary support staff are frequently, if not always, housed in the same quarters as the UNDP Offices. The most notable difference in treatment consists of the fact that UNFPA DRSAPs continue to be employed as project personnel under the 200 series, whereas UNDP staff members are recognized as part of the overall UNDP establishment - with all that this implies for career opportunities - through the inclusion of their posts in the regular manning table. In the absence of clear and compelling reasons to justify this difference in treatment, it is difficult to explain why the situation should continue as it is.

23. It is recognized that the UNDP pattern of field offices, headed by a Resident Representative in each case, has been in existence for a considerably longer period of time than UNFPA field offices and that the UNDP network is much more extensive. It is also understandable, that in the early years of UNFPA's existence, as field representatives began to be sent to the field, it was not always possible to be sure that the programme in a particular country would take root and develop on a continuous basis, or that a permanent UNFPA

field office or post of DRSAP would be required. The establishment and maintenance of DRSAP posts is now determined largely by the need to serve the requirements of countries where the need to stimulate and encourage the implementation of effective population policies and programmes is greatest, and is most likely to show sustained results over a period of years.

IV. PROPOSALS

A. Deputy Representatives

24. As a result of experience gained over the past decade, it can now be determined with a high degree of certainty that at least two-thirds or more of the offices in which DRSAPs are now posted, having carried on a continuous uninterrupted programme in their respective locations over a period of a decade or more, and having the prospect of continuing in their present locations indefinitely in the future, can and should be recognized as a continuing and permanent part of UNFPA's organizational and administrative structure. It is recommended therefore that, on the basis of carefully selected criteria, as set out below, the Governing Council approve the conversion of those DRSAP posts which can qualify under these criteria from the 200 to the 100 series and their incorporation into the regular Manning table. This will permit the transfer of suitably qualified incumbents with satisfactory records of performance to probationary or fixed-term contracts under the 100 series and eventually to permanent status under the same conditions as are now applicable to headquarters personnel. The levels of the posts to be converted to the 100 series and the regular Manning table will be determined in the normal way through the classification review procedure currently being undertaken. Until such time as the level of the 100 series post can be determined, DRSAPs whose posts are selected as eligible for transfer to the regular Manning table will remain under the 200 series at their current levels.

25. Among the criteria that should be taken into account in determining if a given post should be transferred to the regular Manning table the following should be included:

(a) Programme needs - only those developing countries with the greatest population requirements should be given consideration;

(b) Size and/or complexity of the programme - the programme or programmes should be large enough to justify the full time of a DRSAP; this does not exclude the grouping together of a number of countries to be served by a DRSAP occupying a post on the regular Manning table;

(c) Relative permanency - the office to which the DRSAP is assigned should have been functioning on a continuous basis in its present location for a minimum period, e.g., 5 years;

(d) Continuity - the Executive Director should determine that, in regard to the importance, size and prospects for growth of the programmes for which

the Office has responsibility, there will be a need for the continuation of the Office in its present location for a minimum period, e.g., 5 years into the future;

(e) Degree of commitment to population programmes - the country or countries for which the office has responsibility should give evidence of continuing interest in and commitment to the achievement of progress in implementing an effective population programme or programmes in the future.

26. If these criteria are accepted, not all of the offices in which DRSAPs are now serving will be immediately eligible for the transfer of the DRSAP post to the regular manning table. Some of the offices may have been in existence for too short a period to qualify. In other instances, the continuation of the office for a further lengthy period may not be necessary, either because experience has not been entirely satisfactory to date, or for the opposite reason, namely, that the recipient country has succeeded in developing its own programme to the point where it does not require the continued long-term support of a UNFPA field office. Some of the offices which will not be able to qualify immediately under the established criteria may qualify in time. In other instances, it may be considered desirable or necessary to transfer the post from one country to another. The Executive Director should be authorized, as circumstances change and one or more of these posts comes within the scope of the eligibility requirements for transfer to the regular manning table, to effect such transfer and include the necessary provision for such additional 100 series post in the next following regular manning table and administrative budget to be submitted to the Governing Council.

27. The recognition of a field office and the corresponding DRSAP post as qualifying for inclusion in the regular manning table will not of itself automatically result in the incumbents qualifying for a transfer from the 200 to the 100 series. This will depend on a separate process of assessment, related to the qualifications of the staff member concerned and the record of his performance while employed by the UNFPA either at headquarters or at posts in the field, including the one currently held. A post may, under the proposal, be transferred to the regular manning table as a 100 series post, yet continue to be occupied by a staff member employed under the 200 series, until such time as a determination is made that the incumbent qualifies for a fixed-term, probationary, or permanent contract under the 100 series. The normal criteria for determining such eligibility which are already in use in the appointment and promotion procedures for headquarters personnel should apply in such cases. Total career performance rather than just the record of performance in the post in question would be the determinant of eligibility for transfer to the 100 series.

28. The proposals advanced in the preceding paragraphs relate primarily to the posts of DRSAPs, a majority of which, in the Executive Director's opinion, should be transferred as soon as possible to the regular manning table. A minority of DRSAP posts should probably be deferred for decision on a case-by-case basis at a later date, as already suggested. Undoubtedly, in

the course of the development of UNFPA's programme, its efforts to arouse interest and action in new countries which have serious population problems but have shown relatively little interest to date will result in consideration having to be given to the opening of new posts in addition to those already existing. This is, however, a matter which does not come within the purview of the present report, since the Governing Council has requested the Executive Director to report on UNFPA's overall manpower needs at its thirty-second session. It will, therefore, be appropriate to deal at that time with the question of any new DRSAP posts which may prove to be necessary, as well as with the DRSAP posts which are not recommended for transfer in accordance with the criteria set forth above to the regular manning table at the present time.

B. Auxiliary support staff in the field

29. As already pointed out, there are, in addition to the posts of DRSAPs already referred to, a number of field positions established under the 200 series to accommodate professional Programme Officers, recruited on an international and also on a national basis. These Programme Officers serve in some instances in the same office and country as the DRSAP, especially in countries where the size and importance of the programme requires additional professional programme support. In other instances, the Programme Officer may serve as professional adviser on population to the UNDP Resident Representative in one of the countries for which the DRSAP is responsible, but to which, because of the extent and nature of his responsibilities, he cannot give full-time attention.

30. Each of the DRSAPs has also under his direction in the countries for which he is responsible a number, usually varying from 2 to 6, of administrative, technical or general service personnel recruited at the local level and paid from project funds in accordance with the standard principles applicable to local support staff in the field. A considerable number of these staff members are employed under 100 series fixed-term contracts obtained while serving as employees of UNDP prior to their transfer to UNFPA. The principal concern of these staff members, like that of the Programme Officers, continues to be that of security of tenure. While theoretically eligible for permanent appointment, since they are employed under the 100 series, - whereas the Programme Officers come under the 200 series - this advantage is more apparent than real since few of the locally recruited support personnel have, in fact, been converted from fixed-term to permanent status.

31. The Executive Director has carefully considered the position of these two groups of employees whose concerns are in many respects similar to those of the DRSAPs. It would not, in his opinion, be appropriate to transfer these posts to the regular manning table or to hold out the expectation of permanent 100 series appointments to the incumbents of these posts in present circumstances, so long as the status of the DRSAPs remains uncertain. Should the Governing Council decide to approve the proposals in this report relating to the transfer of DRSAP posts to the regular manning table, the Executive

Director would propose to consider the related question of auxiliary support personnel in the field, - both Programme Officers and other support staff, - in the light of the Governing Council's decision.

V. FINANCIAL IMPLICATIONS

32. In this document, the Executive Director is making no specific proposals for additional staff that may be required nor is he proposing any changes in grade levels or any reclassification of posts. Questions of this nature will be reserved for consideration in the report on UNFPA's overall manpower requirements which he will present to the thirty-second session of the Governing Council. The only proposals contained herein relate exclusively to the question of the transfer of posts, at existing levels, from the 200 to the 100 series, and from project budgets to the regular manning table and the biennial administrative and programme support services budget. While the administrative and programme support budget will appear to be larger than before, if the Executive Director's proposals are approved, no additional expenditure will in fact be involved. The administrative and programme support services budget will simply present a more accurate picture of costs than before because it will recognize DRSAP posts for what they are, namely, an integral part of the administrative and programme support costs incurred by UNFPA, at headquarters and in the field, in carrying out its mandated programme.

VI. RECOMMENDATION

33. The Executive Director recommends that following the precedent already approved for UNDP, the Governing Council approve in principle the inclusion in the regular UNFPA manning table, subject to the criteria and conditions set out in this report, of posts of Deputy Representatives and Senior Advisers on Population which are now financed from project funds. Following such approval, it would be the intention of the Executive Director to prepare a detailed implementation plan and revised manning table to be included in the document which he has been requested to prepare on UNFPA's basic manpower requirements for consideration by the Governing Council at its thirty-second session.

AnnexEXTRACTS FROM VARIOUS REPORTS OF THE ADVISORY COMMITTEE
ON ADMINISTRATIVE AND BUDGETARY QUESTIONS ON UNFPA BUDGET ESTIMATESDP/68, 4 June 1974

Paragraph 15. In reviewing the information provided by the Executive Director on UNFPA Field Co-ordinators, the Advisory Committee concluded that as the Co-ordinators perform no operational tasks on projects, the related expenditures should be included within the Administrative and Programme Support Services Budget of the Fund. In this way a more realistic indication of the total administrative expenses of the Fund would be achieved, furthermore, as the estimates for Co-ordinators would thus be subject to the requirements of justification and scrutiny which accompany budget approval, a more effective management of these expenses would be assured.

Paragraph 16. In the Advisory Committees' opinion the inclusion of the costs of UNFPA Field-Co-ordinators in the administrative budget need not lead to greater manning table rigidity; indeed it is essential that there be a maximum flexibility in the assignment of Field Co-ordinators. In this connexion the Committee appreciates that the Fund envisages that Co-ordinators will only be posted to those regions and countries where the level and nature of project activity necessitates their presence, and that once such a necessity ceases to exist, they will be withdrawn and either re-assigned or terminated in accordance with their contracts. The Committee trusts that the advantages of this flexible system will be effectively applied so as to counter any tendency toward the creation of an extra level of static administrative bureaucracy.

DP/135, 28 May 1975

Paragraph 18. In Paragraphs 15 and 16 of its observations on the UNFPA estimates for 1975 (DP/68) the Advisory Committee recommended that the estimates for UNFPA Field Co-ordinators be included in the budget estimates for the administrative and programme support services of UNFPA. Although that recommendation was not supported by the Governing Council of UNDP for reasons stated in its report (E/5543/Rev. 1, chapter IX) the Advisory Committee reiterates its recommendation which should help the Governing Council to exercise greater control over expenditures of UNFPA Field Co-ordinators. The procedure recommended by the Advisory Committee would also be consistent with the practice followed by UNDP which includes the costs of its Resident Representatives and sectoral advisers (Senior Agricultural Advisers and Senior Industrial Advisers) in its own budget estimates for administrative and programme support costs.

DP/205, 2 June 1976

Paragraph 16. In this connexion the Advisory Committee reiterates its observation that in its reports on the UNFPA activities for 1975 (DP/68, paragraphs 15 and 16) and for 1976 (DP/135, paragraph 18) it recommended that the estimates for UNFPA Field Co-ordinators be included in the budget estimates for the administrative and programme support services of UNFPA.

DP/280, 20 May 1977

Paragraph 26. In connexion with the submission of UNFPA Field Co-ordinator budgets, the Advisory Committee reiterates the recommendation it made in its reports to the Governing Council for 1975 (DP/68, paragraphs 15 and 16), for 1976 (DP/135, paragraph 18) and for 1977 (DP/205, paragraph 16) that as the Co-ordinators perform no operational tasks on projects the related expenditures should be included in the budget estimates for the administrative and programme support services of UNFPA.

DP/344, 22 May 1978

Footnote 2, page 7. [DP/307 was] submitted in response to the Governing Council request last year that the Executive Director report on the feasibility of including the costs of UNFPA Co-ordinators in the administrative and programme support budget of UNFPA as recommended by the Advisory Committee in its related report to the Governing Council for 1978 (DP/280, paragraph 26).