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UNITED NATIONS FUND FOR POPULATION ACTIVITIES

INCLUSION OF THE UNFPA DEPUTY REPRESENTATIVES AND  
LIMITED CORE STAFF INTO THE REGULAR MANNING TABLE

AMENDMENTS TO UNFPA FINANCIAL REGULATIONS

Report of the Advisory Committee on Administrative  
and Budgetary Questions

INTRODUCTION

1. In accordance with the provisions of rule 111.6 of the Financial Regulations and Rules of the United Nations Fund for Population Activities (UNFPA) (DP/1984/36), the Advisory Committee on Administrative and Budgetary Questions has considered two reports by the Executive Director of UNFPA, one on the inclusion of the UNFPA deputy representatives and Senior Advisers on Population (DRSAPs) and limited core staff into the regular Manning table (DP/1984/38) and the other on amendments to UNFPA financial regulations (DP/1984/72). The Advisory Committee met with the representatives of the Executive Director during its consideration on these items.

I. INCLUSION OF THE UNFPA DEPUTY REPRESENTATIVES AND LIMITED  
CORE STAFF INTO THE REGULAR MANNING TABLE

2. The report of the Executive Director (DP/1984/38) has been submitted pursuant to Governing Council decision 83/17, III, paragraph 5, by which the Governing Council:

"5. Takes note of the report of the Executive Director on his review of the staffing pattern and manpower requirements of the Fund (DP/1983/25); and, taking into account the comments of the Advisory Committee on Administrative and Budgetary Questions (DP/1983/26) as well as the views of the members of the Governing Council, requests the Executive Director to submit to the Governing Council at its thirty-first session, for its consideration, a comprehensive report that will enable the Governing Council to discuss in depth the advantages and disadvantages of the phased inclusion of the UNFPA deputy representatives and limited local core staff in the regular Manning table, with a view to initiating and encouraging rotation between headquarters and field professional staff; and further requests the Executive Director to submit to the Governing Council at its thirty-second session a report on the basic manpower requirements of the Fund."

3. The Executive Director recalls the rationale submitted in document DP/307 of 16 March 1978, as a result of which 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 budgets for information purposes." The Executive Director considered at that time that such field posts should continue to be financed from project funds, in view of the need for flexibility in responding to country needs and the fact that those posts were furnishing essentially project development and co-ordination services rather than administrative services.

4. In parts II and III, paragraphs 14 to 23 of his report (DP/1984/38), the Executive Director describes certain developments since 1978 which have led him to review the situation and to conclude that whatever the past merits of the existing policy, the continued exclusion of the DRSAP posts from the regular Manning table of UNFPA is no longer in the interests of the staff or of the Fund. According to the Executive Director, concomitant with the growth and practical experience gained in administering the Fund's programme, the nature of the functions ascribed to DRSAP posts has changed from being essentially project development and co-ordination to those of technical assistance administration.

5. The Executive Director draws attention to the fact that a number of DRSAP posts and the field offices in which they are located have been in existence for a decade or more and may continue for an indefinite period in the future. At the same time, some deputy representatives have served in the field for periods in excess of five years. Consequently, in order to ensure equitable treatment of field staff and to provide career development opportunities, the Executive Director is now of the view that there is justification for changing the contractual status of DRSAPs from the 200 series to the 100 series 1/ under which the headquarters staff of the Fund are governed.

6. In this connection, the Executive Director now considers that "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" (para. 15 (e)). The Executive Director is also of the opinion that, with the inclusion of the DRSAP posts in the regular manning table, he would have greater flexibility in redeployment of staff between field and headquarters.

7. In part IV A, paragraphs 24 to 28, the Executive Director proposes the phased incorporation of DRSAP posts into the regular manning table of UNFPA. He also submits criteria and modalities for determining eligibility requirements for such transfers. They are programme needs, size and/or complexity of the programme, relative permanency, continuity and degree of (country) commitment to population programmes.

8. The Executive Director refers to the question of the auxiliary support staff in the field for DRSAP posts (i.e. core staff, including national programme officers) in part IV B, paragraphs 29 to 31. He indicates his intention to review their status and to consider their inclusion in the regular manning table of UNFPA in the light of the Governing Council's decision on the transfer of DRSAP posts.

9. In part V, paragraph 32, the Executive Director states that his present proposal relates "... 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 [his] proposals are approved, no additional expenditure will in fact be involved."

#### Observations of the Advisory Committee

10. In prior years when UNFPA's income trend was more favourable, the Advisory Committee had supported the inclusion of the cost of the DRSAP posts in the administrative and programme support services (APSS) budget of the Fund. Relevant extracts from the Committee's reports are quoted by the Executive Director in the annex of his report (DP/1984/38). In advocating such action, the Committee was particularly conscious of the need for closer budgetary scrutiny of the estimates for DRSAP posts and related expenses. When in 1983 (DP/1983/26, paras. 16-22), the Advisory Committee recommended against the Executive Director's proposal (DP/1983/25, paras. 5-9) to include the costs of DRSAP posts in the APSS budget, it was on the basis, inter alia, of the less favourable income trend of the Fund in recent years. 2/ The Committee also pointed out in paragraph 21 of its report (DP/1983/26), that "... the Executive Director's proposals will make it more difficult and costly to introduce adjustments in future should the level of income and project delivery decline since the flexibility now available will be removed under the proposed arrangements".

11. While the Advisory Committee is fully aware of the importance of equitable treatment of all staff and the provision of career development opportunities, it nevertheless wishes to point out that the issues of career development and the redeployment of staff between field and headquarters has to be viewed in the context of the overall needs and financial position of the Fund. The Committee is

concerned that the potential gain in flexibility in administering the regular manning table may be at the expense of flexibility necessary to respond to changes in the situation of UNFPA, such as a decline in the income level. Although, as pointed out by the Executive Director in paragraph 15 (f) of his report, "United Nations Staff Regulations provide for termination of employment, even in the case of permanent appointments, upon abolition of a post", past experience has shown that recourse to such procedures can be time consuming and financially costly to the Organization.

12. As regards the criteria and modalities proposed by the Executive Director for determining the eligibility of DRSAP posts for transfer to the regular manning table of UNFPA, the Advisory Committee considers that it would have been useful and appropriate if the Executive Director had at this stage also identified on a provisional basis those DRSAP posts which would qualify for transfer under his proposed criteria.

13. In the light of the foregoing considerations, the Advisory Committee is unable to recommend approval in principle of the phased inclusion of DRSAP posts in the regular manning table of UNFPA as recommended by the Executive Director in part VI, paragraph 33 of his report (DP/1984/38).

14. However, should the Governing Council approve the Executive Director's proposal, the Advisory Committee recommends that in the implementation plan to be submitted by the Executive Director to the thirty-second session of the Governing Council, careful attention should be paid to the criteria to be applied to determine which DRSAP posts should be proposed for inclusion in the regular manning table. The criteria used should also be susceptible to application to auxiliary support staff in the field. In the opinion of the Advisory Committee, apart from the considerations enumerated by the Executive Director in his report, the criteria should relate to the nature of the functions performed.

## II. AMENDMENTS TO UNFPA FINANCIAL REGULATIONS

15. In document DP/1984/72, the Executive Director proposes amendments (a) to UNFPA Financial Regulation 16.3 relating to the submission of annual accounts to the United Nations Board of Auditors; and (b) to the Information annex to the UNFPA Financial Regulations concerning additional terms of reference governing the audit of UNFPA. The former proposal arises from a recommendation of the United Nations Board of Auditors. The latter proposal is consistent with action taken by the General Assembly at its thirty-eighth session on additional terms of reference governing the audit of the United Nations.

16. Accordingly, the Advisory Committee recommends acceptance of the Executive Director's proposed changes to the Financial Regulations of UNFPA as contained in document DP/1984/72.

Notes

1/ The 200 series of staff rules is applicable to technical assistance project personnel. The 100 series of staff rules is applicable to all staff members appointed by the Secretary-General except technical assistance project personnel, staff members specifically engaged for conferences and other short-term service, and special interns.

2/ As reported by the Advisory Committee in paragraph 4 of its report (DP/1983/26), the Executive Director's initial income projections for the Fund for the bienniums 1980-1981 and 1982-1983 were \$297 and \$296 million respectively. Actual income received for those bienniums, however, was in the order of \$253.5 and \$261.9 million respectively. For 1984-1985, the Executive Director's initial income projection was \$287.2 million.

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