

# **Report on Personnel Problems in the World Food Programme (WFP)**

*Prepared by*

*Maurice Bertrand*

**Joint Inspection Unit**



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REPORT ON PERSONNEL PROBLEMS  
IN THE WORLD FOOD PROGRAMME (WFP)

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## INTRODUCTION

1. The representatives of Member States which will be called upon to consider this report are aware of the importance and immediacy of food aid, the seriousness of the controversies which have arisen concerning its effectiveness, and the steadily growing part played by the World Food Programme (WFP) in the distribution of this aid (the volume handled by WFP now accounts for 20 per cent of world food aid). The continuous increase in the financial importance of the Programme has accelerated in recent years. Total net commitments have risen from \$357,000,000 in 1969 to \$684,000,000 in 1976 and \$817,000,000 in 1983 1/.

*The growing role and importance of WFP calls for changes in its structures and management methods.*

2. It is also important to recall that WFP has been assigned a pioneering role in the formulation of methods for using food aid for development purposes, and that for some years the concept of a "food strategy" for each country has, in particular through the work of the World Food Council, come to occupy a central position in the concerns of Member States. The role of WFP in such a context is therefore extremely important : however, its structures and the means placed at its disposal do not seem to have evolved at the same rate as the responsibilities that have been entrusted to it.

3. WFP was originally conceived as a common initiative by two organizations, the United Nations and FAO. Numerous dispositions in its basic constitutional texts reflect this common origin : election of half of the members of the Committee on Food Aid Policies and Programmes (CFA) by each organization, appointment of the Executive Director by the Secretary-General of the United Nations and the Director-General of FAO after consultation with the CFA, requirement that the Executive Director consult with the Secretary-General of the United Nations and the Director-General of FAO on certain matters... etc. This structure does not in itself entail any insuperable inconveniency. But, the basic documents have also established complex and very particular relationships between WFP and FAO and this imbrication of responsibilities which are not always clearly defined creates very serious interpretation and management difficulties.

*The present imbrication of responsibilities between WFP and FAO creates very serious interpretation and management difficulties.*

4. The Executive Director has wide responsibilities concerning the servicing of the CFA, the staffing and organization of the Secretariat (articles 14 (c) and (e)), the planning and implementation of projects (article 16 (a)), and the management of resources (article 16 (d)). He must however rely to the fullest extent possible on existing staff and facilities of FAO (on a reimbursable basis) and administer the staff of WFP in accordance with FAO Regulations and Rules 2/. In addition, it was the Director-

1/ Including \$48 million in 1976 and \$200 million in 1983 for emergencies.

2/ Article 14 (j) : The Executive Director shall administer the staff of the Programme in accordance with FAO Staff Regulations and Rules and such special rules proposed by the Executive Director as may be approved by the Secretary-General of the United Nations and the Director-General of FAO.

General of FAO who was required to establish a Trust Fund to facilitate the functioning of the Programme and to act as custodian of the funds (article 27 of the General Regulations and article VII of the Additional Financial Procedures). It is also the Director-General who receives the requests of governments for emergency assistance.

5. This overlapping of responsibilities may not have created any particularly complex problems at the outset of the Programme, as the volume of operations was relatively modest. However, it should be recalled that the Joint Inspection Unit in a 1970 report on the relationship between WFP and FAO <sup>3/</sup> had recommended the transfer to WFP of several professional posts assigned by FAO to the servicing of WFP (one post for budget preparation, two posts for technical support, and all the posts of the internal audit working on WFP matters) in order to reduce WFP's dependence vis-à-vis FAO and to allow better management. These recommendations have not been implemented. Since that time, difficulties of interpretation, overlapping of responsibilities and bureaucratic differences have developed considerably. This has been due to the combined influence of the growth in WFP operations and staffing and of a divergent evolution in the perceptions that the two organizations have of their relationship. WFP staff has acquired an increasingly clear awareness of the specificity of WFP's mission, while there has been a tendency in FAO units to consider the Programme as one of the divisions of their organization. The "services rendered by FAO to WFP" <sup>4/</sup> and the necessary intellectual and programme-related co-operation have been confused with control of WFP activities by FAO, which is not in accord with the basic documents.

*The present structure is neither rational nor workable. A formula comparable to that of Programmes such as UNDP, UNICEF, UNHCR, is desirable.*

6. Thus, although the General Regulations have been amended several times (most recently in 1977), the amendments, together with the considerations of economy and of restraint which inspired the legislators at the outset have resulted to-day in a structure which is not rational and workable. This structure is definitely in need of substantial revision. The desirable solution would appear to seek out a formula comparable to that of Programmes such as UNDP, UNICEF or UNHCR, in order to provide a management system adapted to WFP's needs, while retaining links with the founding organizations.

*The report deals with the establishment of a personnel policy and...*

7. It is in this general context that the present report deals with personnel problems in WFP. It is in this domain that the situation described above has had the most serious consequences and where corrective action is most urgent. There are problems with regard to recruitment, training and career development which are practically insoluble within the existing legal framework.

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<sup>3/</sup> JIU/REP/70/7; WFP/IGC : 20/15 of 10 September 1971.

<sup>4/</sup> Reimbursements for services rendered by FAO to WFP have been multiplied by 10 since 1969; they have grown from 0.83 million dollars in 1969 to 8.5 million dollars a year in 1984.

Since the development of a personnel policy is the first, absolutely essential step in enabling WFP to perform its mission properly, changes in the legal framework and the practices followed must be proposed and put into effect. Accordingly, this report deals with:

- the need to define and implement a personnel policy,
- changes in the legal framework, the practices followed and the structure of personnel services.

... the  
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personnel  
services.

# CHAPTER I

## THE NEED TO DEFINE AND IMPLEMENT A PERSONNEL POLICY

The current situation of WFP staff and the problems arising therefrom

8. WFP staff fall into four main categories (and four smaller categories), whose members are distributed as follows :

	<u>Staff</u>	<u>Posts</u> <sup>5/</sup> (Budget 1984-1985)
Professional staff at head- quarters	109	127
Professional staff in the field	178	199
National Professional staff	12	15
Associated experts	4	5
United Nations Volunteers	<u>31</u>	<u>31</u>
Total Professional staff or assimilated categories	334	377
General Service staff at head- quarters	178	169
General Service staff in the field	600 approx.	609 approx.
Internationally-recruited General Service staff	<u>10</u>	<u>11</u>
Total General Service staff	788	789

1,100 staff  
members :  
300 Professio-  
nals and  
800 General  
Service.

WFP thus has slightly over 300 Professional staff and just under 800 General Service staff - a total of some 1,100 persons.

9. With the aid of the material placed at our disposal (curricula vitae, résumés of files, etc.), we have analysed the current situation of these staff. The main results of this analysis are shown in the tables appearing in Annex \*. It deals mainly with the Professional category. (We were unable to study problems relating to the GS staff as fully as we would have wished. As far as we can gather however, they appear to be less urgent and less serious than those relating to the Professional category).

10. The problems relating to Professional staff are as follows :

a) The level of academic and professional qualifications, which compares favourably with that in other organizations in the United Nations system, is still insufficient to meet the current needs of WFP.

<sup>5/</sup> Field budgets are prepared on an annual basis and figures indicated here are those of the budget year 1983.

\* The figures in the annex are slightly different from the global figures given in the report because 2 CVs were not available when these tables were prepared.



b) Geographical distribution of staff does not allow sufficient representation of developing countries; the number of women, especially in the higher grades is low.

c) In proportion to the volume of the Programme, the number of Professional staff is much lower than in the organizations performing comparable activities, and the grades pyramid is much less "open" with regard to grades P-5 and above.

d) For Professional staff there are under existing arrangements only very limited possibilities of rotation between the field and headquarters, which prevents the organization of a genuine system of career development.

*The main problems :  
- academic and professional qualifications,  
- composition of staff,  
- career development.*

Problems suggesting a need to review recruitment policy

a) Academic standard

11. Tables 1 and 2 in Annex show the academic standard of headquarters and field Professionals by grade and by seniority. The situation is as follows :

- Approximately 22 per cent of headquarters Professionals and 18 per cent of field Professionals have no university degree, including 12 field Professionals (4 at the P-5 level) who seem to have only a certificate of secondary education. The higher proportion of headquarters Professionals without a university degree is probably accounted for by the fact that a large proportion of Professionals have been promoted from the General Service category. Generally speaking, field staff originating from the General Service category or in the "national Professional" category seem to have higher qualifications than headquarters staff of the same origin.

*Too many Professionals lack basic university qualifications.*

- Professional staff holding at least a master's degree represent 36 and 39 per cent respectively. There does not seem to be any significant difference in the level of qualifications for each grade. Junior Professionals in the field seem to have much higher academic qualifications than their colleagues in higher grades (nine doctorates in grades P-2/P-3 and only one in grades P-4/P-5) and Professionals in the same grade at headquarters.

12. The situation with regard to academic qualifications seems to be improving and is in general healthier in WFP than in other organizations in the United Nations system performing comparable activities (e.g. UNICEF and UNRWA) <sup>6/</sup> : of the 123 Professionals recruited during the past five years, 86 per cent have at least a Bachelor's degree and about 50 per cent have at least a Master's degree. Yet, a surprising number of headquarters Professionals recruited during the past five years - 6 out of 37 - have no uni-

<sup>6/</sup> The figures for these two organizations are as follows :  
UNICEF : 30 per cent of Professional staff without a university degree; UNRWA : 35 per cent of Professional staff without a university degree.

versity degree. Further efforts are required in order to raise the academic standard within the next few years and bring it as close as possible to a target of 100 per cent of Professionals holding at least an advanced university degree.

b) Age

*A relatively large proportion of young Professionals.*

13. A positive characteristic of the composition of WFP staff is the relatively large proportion of young Professionals : 15 Professionals are aged between 25 and 30 years, and 62 (22 per cent) are under the age of 35. Comparison with the other organizations in the United Nations system in this respect is very favourable to WFP : for the system as a whole the proportion of Professionals aged under 35 was only 10.9 per cent in 1982. The proportion of young Professionals is slightly higher in the field. In the case of older staff, the difference between headquarters and the field is even more striking : at headquarters there are 37 Professionals (35 per cent) who are over 50, while the corresponding figure for field Professionals is only 23 per cent. This situation will probably have adverse consequences on the career prospects of field Professionals : the 57 staff members in grades P-3/P-4 currently aged between 35 and 45 will undoubtedly have difficulty in obtaining promotions at a later stage in view of the existing grade structure. The problem is less serious at headquarters since there are only 22 Professionals in this age group in the same grades.

c) Geographical distribution

14. The breakdown of WFP Professional staff (headquarters and field) by principal regions is as follows :

Western Europe	144	49.6 per cent
North America	47	16.2 per cent
Asia	31	10.7 per cent
Middle East	25	8.6 per cent
Latin America	20	6.9 per cent
Africa	18	6.2 per cent
Oceania	3	1.0 per cent
Eastern Europe	2	0.7 per cent
Total	290	100.0 per cent

*Geographical distribution : predominance of 5 countries.*

15. 131 Professionals, i.e. over 45 per cent of the total, are nationals of the following five countries : United States, United Kingdom, France, Belgium and Italy. Professionals from Western countries number 194 in all, or over 66 per cent of the total. This predominance is probably accounted for by historical reasons and by the composition of the list of contributors to the Programme.

d) Composition by sex

16. The breakdown of Professional staff by sex is as follows :

	<u>Headquarters</u>			<u>Field</u>		
	<u>Men</u>	<u>Women</u>	<u>% of women</u>	<u>Men</u>	<u>Women</u>	<u>% of women</u>
UG	2					
D-2	4	-		-	-	
D-1	5	-		-	-	
P-5	20	-		25	-	
P-4	21	3	12.5	45	1	2.2
P-3	17	11	39.0	53	4	7.5
P-2	14	10	41.6	35	13	37.1
P-1	-	2	100.0	-	-	
Total	83	26	24.0	158	18	10.2

17. The total percentage of women Professionals is 15.6, which is close to the average for the United Nations system but lower than in some organizations with similar programmes (e.g. UNICEF : 24 per cent). However, the WFP percentage is significantly higher than in FAO, where it is only 10 per cent\*. The most striking and most serious characteristic is the absence of women in the higher grades : none in grades P-5 or above, and only 4 out of 70 in grade P-4 (6 per cent). Also, many women Professionals, particularly at headquarters, apparently began their career in the General Service category; this is the case in particular with 6 out of 10 women in grade P-2. Some progress has been made in recruitment of women in recent years : e.g. in 1983, close to 50 per cent of new P-2 field offices were women.

*Absence of women in higher grades.*

e) Knowledge of languages

18. The situation appears relatively satisfactory in this respect, since around 50 per cent of Professionals are bilingual in English and French and some 27 per cent speak Spanish. An improvement in this situation should, however, be achieved through a more systematic policy at the time of recruitment (e.g. a strict requirement of a minimum of two official languages) and above all through an appropriate training programme, preferably with insistence on a knowledge of local languages in the case of Programme officers.

*Knowledge of languages should be improved...*

19. The situation described above can be improved. The rate of recruitment of new Professional staff in WFP is in fact fairly rapid, 30 to 40 having been recruited in each of the past two years. In addition, WFP's current recruitment policy is clearly oriented towards recruitment at the junior level. <sup>7/</sup> Consequently, if recruitment policy is henceforth systematically oriented

*...and all present shortcomings overcome.*

<sup>7/</sup> During the last two years, 17 out of 23 appointments at headquarters and 41 out of 46 in the field were at the P-2/P-3 level.

\* Table 10.c of document ACC/1983/PER/32.

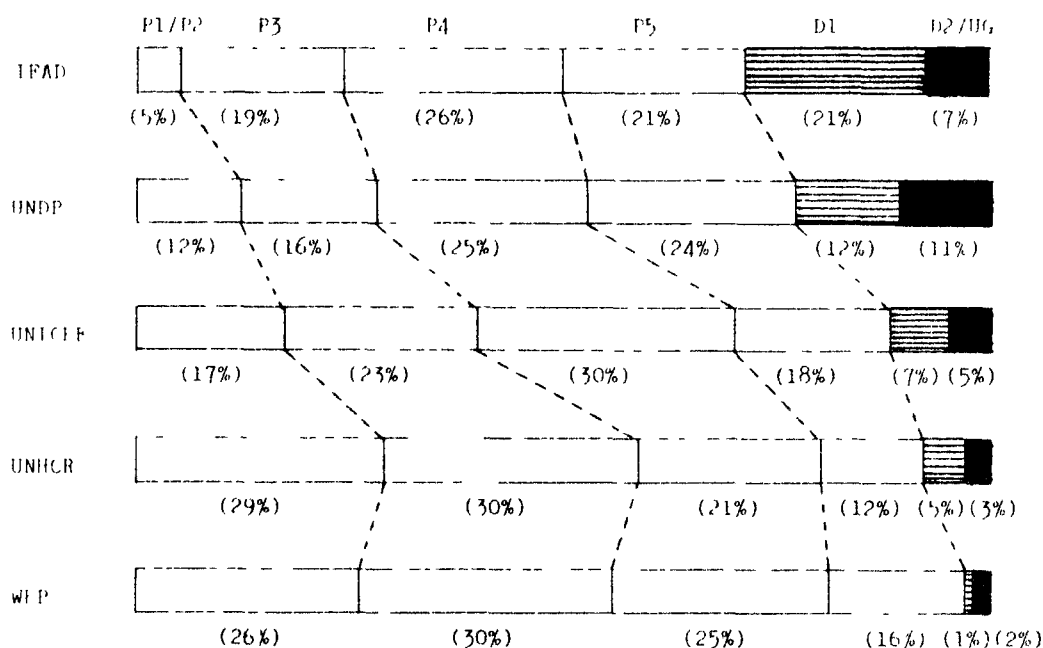
towards remedying the observed shortcomings, it should be possible within a few years to achieve much better results (the possible elements of an improved recruitment policy are outlined in paragraphs 35 - 36 below).

### Problems concerning career development

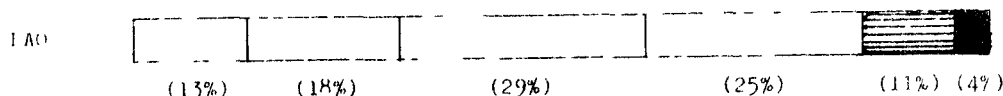
20. The graphs in Fig. 1 show the grade structures (in percentage terms) for Professional staff in WFP, the International Fund for Agricultural Development (IFAD), UNDP, UNICEF, UNHCR and FAO.

Fig. 1 : Percentage breakdown of staff by grade (selected organizations)

(Source : doc.ACC/1983/PER/32, table 3-6)



The low proportion of grades higher than P-5 in WFP is clearly apparent. The organizations listed are ones which in the main operate in the field. Even if their programmes are not exactly comparable, WFP's relatively modest number of Professionals in the higher grades is quite striking. Comparison with FAO itself further emphasizes their small numbers :

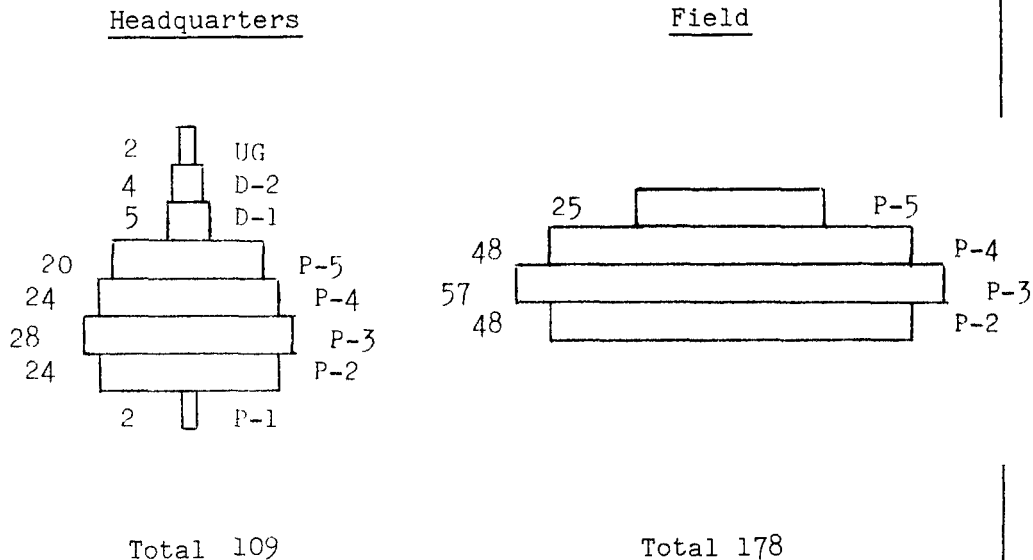


21. This grade structure may be partly accounted for by the very nature of WFP programmes, but it results primarily from a tradition of budgetary stringency which has been respected by the Executive Directors since the outset. We do not believe that there should be any break with such a tradition, but we consider that a limit has been reached and that the continuation of excessive stringency in this area might have adverse consequences. Firstly, the existing grade structure makes it impossible to organize a rational system of career development, and secondly, the time of Professional staff both at headquarters and in the field is entirely taken up with day-to-day tasks. In order to enable WFP to discharge its responsibilities properly and, in particular, to assist the beneficiary countries in using food aid effectively for their development, it is essential to set aside the time necessary for research and analysis. These considerations prompt the author of the report, not to propose additional expenditure, but to draw the attention of the competent intergovernmental organs to a situation which could become critical if there were no changes of approach in future years.

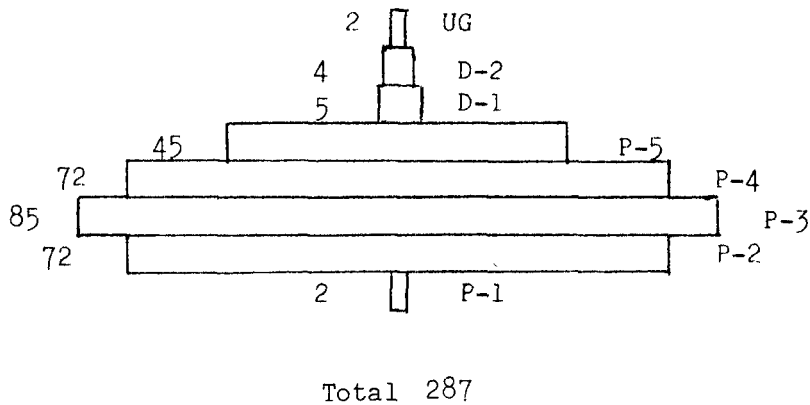
*The present grade structure makes it impossible to set up a rational career development system. Changes are therefore necessary.*

a) Grade structure

22. The grade structure is as follows for Professional staff at headquarters and in the field :



For WFP Professionals as a whole, the grade pyramid is as follows :



*The grade pyramids "shrink" above P-5.*

23. The fact - to which we shall revert - that there is practically no possibility of merging the careers of headquarters Professionals and those of field Professionals leads to the following conclusion : field Professionals have no career prospects beyond the P-5 level and the prospects for headquarters Professionals in this respect are also very limited.

b) Length of service by grade

*Two thirds of Professionals have been recruited during the past 10 years.*

24. Table 4 in Annex shows that 123 Professional staff (43 per cent of the total) have worked for WFP for less than five years. The percentage is higher (48.5 per cent) for field staff than for headquarters staff (34.5 per cent). If to these figures are added Professionals who have worked for WFP for between five and ten years, the total percentage is 63.8. Thus slightly less than two thirds of Professional staff have been recruited by the organization during the past ten years. An analysis by grade yields the following results : of headquarters Professionals with less than five years of service, 27 (73 per cent) are in grades P-1 to P-3; the corresponding figure for field Professionals is even higher - 87.2 per cent.

c) Career analysis of Professional staff at headquarters and in the field

25. The career analysis of the two categories based on the information contained in the C.V.s gives the following results :

	<u>Headquarters</u>	<u>Field</u>
1. Staff having started their career at NO/GS level	20 Professionals (6 P-4, 4 P-3, 9 P-2, 1 P-1)	30 Professionals (1 P-5, 5 P-4, 11 P-3, 13 P-2)
2. Average period for promotion from P-1 to P-2	2.8 years (max. 8 years, min. 6 months)	1.8 year (max. 2.5 years, min. 1 year)
From P-2 to P-3	4.2 years (max. 11 years, min. 3 years)	3.3 years (max. 6 years, min. 1 year)
From P-3 to P-4	4.1 years (max. 10 years, min. 1.5 year)	3.9 years (max. 9 years, min. 1 year)
From P-4 to P-5	6.5 years (max. 10 years, min. 3 years)	5.4 years (max. 9 years, min. 3 years)
From P-5 to D-1	6.7 years	---

26. The above table thus shows that the career of Professional staff is on the average far quicker in the field than at headquarters : the average number of years from P-1 to P-5 being 17.6 years at headquarters and 14.4 years in the field. Both these career patterns should be corrected if a more rational career development system is to be established.

*Career patterns  
need to be  
corrected.*

d) Occupational groups

27. On the basis of the information made available to JIU, an attempt was made to distribute WFP Professionals into broad occupational groups. The tentative groups identified by JIU for headquarters are the following :

*Suggested occupational groups :*

- administrative management (approx. 26 per cent of headquarters Professionals)
- external relations (approx. 9 per cent)
- programme (approx. 44 per cent)
- transport
- resources management (which could perhaps be merged with administrative management).

*- programme  
- management  
- external relations  
- transport  
- resource  
management*

If one considers, as would appear legitimate, field Professionals as belonging to the occupational group entitled "programme", one obtains a very large group encompassing approximately 80 per cent of WFP Professionals and overshadowing the other occupational groups.

28. The occupational groups suggested above are purely indicative and should be refined by WFP on the basis of a more precise analysis. This exercise does however show the importance of the professional group responsible for the planning and execution of the Programme and emphasizes the value of defining for this group adequate conditions and methods of recruitment, a rotation and career system, and training mechanisms within the context of career development. It also highlights the relatively small size of the "administrative management" group (whose features are partly explained by the fact that many administrative functions are currently performed by FAO). Lastly, note should be taken of the very small size of the group responsible for external relations.

*Particular  
importance of the  
"Programme group".*

e) Training

29. Training mechanisms currently comprise : periodic regional seminars on project implementation, food strategies and administrative matters, for both field and headquarters staff; seminars for up to 20 officials given with the assistance of consultants on project design and evaluation for field and headquarters staff; two-week courses given in France and United Kingdom by technical institutions on food storage management for both field and headquarters staff; courses organized by WFP field offices for government counterpart staff on project implementation, commodity movement, control and accounting and storage matters; semi-

*Training mechanisms, now  
limited in scope,  
should be  
expanded.*

nars for locally-recruited WFP staff in food supply management. Individual/group training courses are also arranged to upgrade language and drafting capabilities of Professional field staff. Compared with the training needs, particularly in respect of newly-recruited staff and WFP local staff, the present training mechanisms are limited in scope and it would appear obvious that they should be considerably expanded.

#### Definition of a personnel policy

*Possibility  
and necessity  
of defining a  
global  
personnel  
policy.*

30. The various problems thus identified make it necessary to devise an improved personnel policy whose possible elements we shall now try to define. WFP has concerned itself with the development of a personnel policy for many years and it has in practice applied various methods, in particular in the area of recruitment, which have ensured undoubted coherence in the practices followed. In particular, they have consisted in systematically recruiting at the junior level if possible, especially in the case of field Professionals, and in displaying stringency in academic requirements and requirements with regard to previous field experience. Relatively positive results have thus been obtained, particularly with regard to age and level of academic qualifications, especially in the case of the "junior" grades. On the other hand, it has not been possible within WFP - despite constant efforts to this end, as evidenced by numerous documents - to develop a system of rotation between headquarters and the field. The review of the situation undertaken above not only tends to confirm that WFP's efforts with regard to recruitment and rotation methods are on the right lines, but paves the way for attempts to devise a global personnel policy, at least for the professional category.

*Main elements  
of this  
policy :  
occupational  
groups,  
recruitment,  
career development,  
training.*

31. In order to respond to the problems that have been identified, an overall policy for the Professional category should comprise :

- a definition of the main occupational groups;
- a definition of conditions of recruitment and types of career development for each of these groups;
- a recruitment policy;
- a career development policy (including a policy for the type of contracts and a performance reporting system)
- a training policy.

#### a) Definition of occupational groups

*The use of  
the concept  
of occupational  
groups is  
essential for  
career  
development...*

32. In paragraphs 27 and 28, we described how the existing Professional posts could be distributed among five main occupational groups. The use of the concept of "occupational groups" for career development has been recommended by both ICSC and the Joint Inspection Unit. The definition given by the Joint Inspection Unit is as follows :

"An occupational group is a series of occupations which are sufficiently similar, in particular with regard to basic academic and professional qualifications, for possibilities of transfer or promotion between the posts making up the group to exist for holders of the posts concerned."



33. This text explains the essential value of the instrument : the development of genuine "professionalism" requires, on the part of international Professional staff, an adequate mixture of generalist skills (general education, knowledge of international affairs, knowledge of the United Nations system, languages) and specialist skills (economics, rural development, logistics, law, administrative management, nutrition, etc.). These skills can be achieved only by requiring, upon entry to the group, a minimum level and a particular type of academic and professional qualifications, and then by developing, in the course of a well organized career, knowledge of all the necessary professional aspects. This therefore leads to the "occupational group" being considered as the framework for a career path enabling the staff member successively to occupy various posts and to acquire through practice, but also through appropriate training, all the necessary knowledge. This approach also entails the definition of relatively strict rules governing the possibility of transfers from one occupational group to another.

*...and for  
genuine  
professionalism.*

b) Specific characteristics of each occupational group

34. As regards the "programme officer" group, it would seem that it should comprise those functions currently performed by WFP field officers and by Professionals working in the various branches of the Programme Division at headquarters. These functions should therefore include assistance and advice to Governments of recipient countries in identifying methods of using food aid for development purposes, assistance to governments in formulating, implementing and evaluating projects, and technical assistance for the transport, conservation and distribution of food. Such functions call for a high level of academic and professional knowledge in many fields, particularly development economics and sociology, planning and programming, problems of food aid, nutrition, food conservation and storage, etc. They also require a liking for field work and for reflection on development issues. It could be argued that there are in fact two distinct functions here (programme planning, policy formulation, situation analysis, advocacy to governments, etc. on the one hand and logistics, resource management, supervision and monitoring, etc. on the other) and that it would be opportune to separate such functions into two occupational groups. Upon reflection, however, in light of the small dimensions of most WFP field offices and of the need to maintain the cohesiveness and overall direction of the programme, the Inspector would favour a single "programme group" which would in fact form the operational backbone of the organization and which would comprise most if not all programme related functions. Where appropriate these "programme officers" could be assisted in logistical and support work by UNVs, junior professional officers and senior locally recruited general service staff.

*The functions of  
WFP programme  
officer call for  
a high level of  
academic and  
professional  
knowledge...*

35. "Programme officer" skills can only be acquired by a combination of academic and professional knowledge and of in-service training. Very broadly speaking, qualifications on entry should essentially relate to development economics and the social and political problems of the developing countries, while knowledge in other areas (planning, programming, nutrition, storage, etc.) could more easily be acquired on the job. For

*...and of  
in-service  
training.*

most members of this group, therefore, an advanced university degree (or multiple first level degrees) in the area of development should be the rule and most recruitment should take place at the junior level, preferably among young people who have already acquired some field experience.

*Similar requirements for the other groups...*

36. For the other specialized groups in WFP, namely the administrative and external relations officers, an advanced university degree should also be required (in the areas of administration, finance, personnel management, law and economics for the administration group, and in the fields of economics, information, use of the media, publicity and fund-raising for the external relations group). In-service training should also play an important role in the case of these two groups.

*...with some flexibility for the transport group.*

37. In the case of the transport group, on the other hand, whose main tasks are insurance and shipping, provision can be made for recruitments at various grade levels of persons who have already acquired professional experience in this kind of occupation. While academic level is important for this group, requirements regarding practical experience should also come into account; in-service training has a role to play, but a smaller one than in the other groups.

#### c) Elements of a recruitment policy

*Recruitment at junior level should continue.*

38. It is already WFP's preferred practice to recruit Professionals at the junior level. In general, we believe that this practice should be continued (and ratios for recruitments at higher levels be established and adhered to). Present recruitment methods mostly involve selection based on academic qualifications and experience and the use of oral interviews. As seen earlier, these methods already produce relatively satisfactory results, since selection, especially of field officers, takes place mostly among young people already known to WFP as United Nations Volunteers, national professionals, UNDP employees, staff members of non-governmental organizations, etc., and in general a strict approach has been taken regarding academic levels.

39. It seems to us, however, that the system could be improved by the following five measures :

*But the system should be improved through definition of minimum academic requirements,*

- establishment of a minimum level of high academic qualifications for the programme, administration and external relations groups, with preference being given to candidates possessing degrees and professional knowledge in several areas (for example, development economics and planning for the Programme group; economics, finance and personnel management for the administration group, etc.);

- simple written tests for recruitment at all grades (for instance, summaries of and comments on a text) enabling the candidates' ability to summarize, analytical and drafting skills to be assessed;

- the use of genuine competitive examinations for recruitment at the junior level wherever possible. In this connection, WFP should enter into negotiations with the United Nations with a view to associating the Programme with some of the competitive examinations arranged by the United Nations for the recruitment of junior Professionals. These negotiations should lead as rapidly as possible to first experiments of common competitive examinations in countries of which WFP wishes to reinforce the representation;

*use of written tests and competitive examinations,*

- a detailed recruitment plan such as the one established for the United Nations may not be warranted for WFP, the Executive Director should however set recruitment targets to increase the representation of women and to achieve a more balanced mix of nationalities;

*a recruitment plan and publicity measures.*

- furthermore it would be advisable to publish a small brochure which could be widely distributed, particularly in the developing countries and in those countries which are a preferred source of candidates, describing in a few pages WFP's main activities and the qualifications required for the recruitment of junior Professionals to WFP, as well as conditions of access to the competitive examinations.

d) Career development policy

40. The organization of a career development system within WFP requires solutions to several problems :

- Establishment of an average rate of advancement within each occupational group. It is essential that a junior Professional should, at the time of his recruitment, have at least a rough idea of the grade to which he can aspire if he performs well by the end of his career. This should be accompanied by an indication of the average rate of advancement (which would only be indicative and by no means an entitlement). In practice a "standard" career extends from the age of 25-28 to the age of 60-62 - approximately 32 years. A rate of advancement of, say, five years between P-2 and P-3, seven years between P-3 and P-4 and 10 years between P-4 and P-5 would hold out to a Professional the prospect of becoming a P-5 at about 50 years of age. As was seen in paragraphs 25 and 26 above, average current rates of advancement are more rapid. Such rates mean that a young Professional entering at 28 years of age could reach the P-5 level at about 43 years of age. There is a danger that this situation will create frustrations for the remainder of the staff member's service until retirement age, since there are very few D-1 posts (five D-1s, as against 45 P-5s). It would therefore seem necessary to establish more rational rules regarding career advancement. In particular, it would be desirable to revise the minimum advancement rates currently provided for in the WFP "Field Manual" (P-1 to P-2 : one year; P-2 to P-3 : two years; P-3 to P-4 : two years; P-4 to P-5 : three years), which make it theoretically possible to

*A career development policy implies the establishment of an average rate of advancement within each occupational group...*

...an indication  
of maximum  
percentages of  
external  
recruitments  
above P-2...

...and a system  
of alternating  
postings in the  
field and at  
headquarters.

move from P-1 to P-5 in eight years. It is also necessary to specify the maximum possible percentages of recruitments at grades above P-2 in respect of the various occupational groups, so as to reserve as many posts as possible for the careers of staff recruited at the junior level.

- A system of alternating postings in the field and at headquarters is essential for the acquisition of professional knowledge. All new recruits, at least in the "Programme" occupational group, might be assigned to field duty initially and be given a posting at headquarters after one or, preferably, two successive assignments in the field. A standard model of successive postings and training courses is particularly necessary for the first 10 years of a junior Professional's career. A simple mechanism for consulting Professionals regarding their preferences in successive postings and training might also be devised through the establishment of "individual career plans" relating to six-year periods and covering both the type of post desired, the duty stations envisaged and the training programme. Such a system implies that the same policy for attributing fixed-term or permanent contracts is applied to field and headquarters Professionals, since the two categories of personnel will be merged. Finally, it will be obviously necessary to organize a good performance reporting system.

e) Training policy

41. It has always been difficult to formulate and, especially, to implement a training policy in international organizations, basically because of three types of very serious constraints :

The constraints  
hindering  
implementation  
of a training  
policy can be  
overcome...

- the cost is generally regarded as high and it is not always clearly apparent to Member States that training is a paying proposition,
- the time consumed in training has to be deducted from the working hours of the staff member concerned,
- there is a problem regarding the places where the training can be given, bearing in mind that the persons concerned are scattered among various duty stations.

42. There are, however, various ways of overcoming these difficulties and, in the case of WFP, the programme we recommend would achieve this aim. At least three types of in-service training should be provided :

- brief introductory training during the first year following recruitment,
- basic training during the first 8 to 10 years of a Professional's career,
- refresher courses for Professionals who have already acquired experience.

43. The following methods might make for maximum efficiency while keeping costs to a minimum :

- making video cassette recordings of lectures which might be requested of international civil servants and given free of charge or of highly qualified outside persons who would accept modest fees for a single lecture;
- disseminating these lectures in all WFP offices in the field and at headquarters, each office being equipped with a video tape recorder;
- using the main lectures or existing documents as a basis for preparing training manuals;
- organizing discussion groups and follow-up sessions for staff members who have previously studied the manual and the bibliographical material and watched the lectures on a video machine.

...by using :

*video cassette recordings of lectures...*

*...training manuals...*

*...discussion groups and follow-up sessions.*

44. It is easy to determine what kind of training should be given in the case of introductory courses, which might consist mainly of a description of WFP's history and functions, analyses of the main types of projects, some country studies of food situations and strategies, and a description of the United Nations system. On the other hand, the basic training which should be given during the first 8 to 10 years of a Professional's career in order to expand his professional knowledge must vary according to occupational group and be adjusted to individual needs, since the main purpose of such training is to supplement the academic and professional knowledge of new recruits, which is not necessarily the same for all Professionals in a particular group. Basic training courses should in any event cover the following subjects : food aid problems; food aid and food strategies in various countries; the various models of economic and social development; logical framework for project design; evaluation; sociological aspects of development; planning and programming; nutrition; and food storage and conservation. A refresher course for professionals who have already acquired experience might be staged with the aid of the most recent documents updating basic training courses; in addition, staff members who so desire might take a university course of a few months prior to promotion to the P-5 level. A more systematic approach to language training should also be developed.

*Basic training courses should be adjusted to individual needs.*

f) Problems of General Service staff

45. Many of the problems that have been identified above relating to professional staff members also relate to the general service staff. For example, there is presently no career development system for general service staff under the FAO Staff Rules and Regulations. Many general service staff are locked into long periods of service at relatively low general service grades even though they are fully capable of performing at higher levels. A career development system would conceivably overcome the frustrations that are caused under the current system. WFP should, as with its professional staff, assume responsibility for its headquarters general service staff, including

*Comparable problems exist for GS staff.*

classification and establishment of posts, recruitment and selection, promotion, training. A career development system comparable to the one developed for professional staff should be established.

46. In the field, WFP General Service staff members have UNDP letters of appointment and are subject to the same appointment, promotion and service procedures as all UNDP staff. Discussions are taking place with UNDP to modify these procedures, particularly in relation to the establishment of posts, appointment and promotion of national officers and senior General Service staff involved in project implementation.

g) National Professionals

47. The number of national Professional staff is at present small - just 12, including 4 in Bangladesh, 4 in Pakistan, 1 in India, 1 in Morocco, 1 in Peru and 1 in Haiti. As is well known, national Professionals constitute a category of staff mainly used by UNDP, UNICEF and the United Nations Department of Public Information : they perform important services at low "cost", but their status has yet to be clearly defined. On 6 February 1980, ICSC issued a note by its secretariat (ICSC/R.206) summarizing the current situation in that respect and suggesting various solutions, in particular concerning the remuneration of staff in that category, but to the best of our knowledge there has been no change in the situation since. Staff in this category are still expected to have a level of competence equivalent to that of international Professional staff (and sometimes even higher since they are required to have a thorough knowledge of the country and local languages), while the salaries paid do not reflect this equivalence. ICSC therefore rightly raised the problem since the principle of "equal pay for equal work" is not respected. Until such time as an overall solution is found to this problem, WFP would be well advised to adopt a cautious approach in the use of national officers.

*A cautious approach should be adopted in the use of National Professionals.*

## CHAPTER II

### CHANGES NEEDED IN THE PRACTICES FOLLOWED, THE LEGAL FRAMEWORK AND THE STRUCTURE OF PERSONNEL SERVICES

48. The implementation of a personnel policy of the type recommended in Chapter I is not possible within the framework of the existing rules and practices. The following paragraphs attempt to highlight the obstacles which need to be overcome and the possible methods to attain this goal.

#### The existing situation

49. At first sight the basic legal texts appear to be quite straightforward : they give the responsibility "for the staffing and organization of the Secretariat" to the Executive Director of WFP (articles 14 (a) and (e) of the General Regulations); they specify which Regulations and Rules are applicable for the administration of the different categories of staff (articles 14 (i) and (j)); they recommend that in the implementation of administrative and financial tasks the Executive Director "shall rely to the fullest extent possible on the existing staff and facilities of FAO" whilst making "every effort to keep the cost of management and administration of the Programme to a minimum consistent with the maintenance of efficiency" (articles 14 (f) and (g)). This apparent transparency is however misleading : these dispositions, in effect set up between WFP and FAO, result in a complicated distribution of tasks and responsibilities which does not facilitate a solution for the specific WFP personnel problems and which entails both problems of interpretation and complex and inefficient procedures.

*The apparent transparency of basic texts is misleading. The distribution of responsibilities between WFP and FAO is too complex.*

50. The situation has been worsened by the fact that FAO Regulations and Rules have been applied to WFP without replacing the words "Director-General" (of FAO) by the words "Executive Director" (of WFP). This has resulted in an extraordinary overlapping of responsibilities between the two organizations. In addition, no use has apparently been made of the possibility offered by article 14 (j) which allows the Executive Director of WFP to propose to add to FAO rules special rules for WFP staff (provided they are approved by the Secretary-General of the United Nations and the Director-General of FAO).

*This situation has been worsened by the practices followed.*

51. The result is that the procedures followed call in most cases for the intervention of the services of both organizations for tasks which could just as well be performed by one. For example, the establishment of new Professional posts at headquarters, instead of being dealt with simply in the framework of the WFP budget preparation, is the object of a series of complex operations calling for the intervention of the FAO Establishment Committee, the Establishment Sub-Committee and the Establishment Group. For posts of less than 12 months duration the Executive Director submits a request to the Establishment Group, which then examines it and takes a decision. The choice of the incumbent is left to the

*The procedures followed call for the intervention ...*

of services  
of both  
organizations  
for tasks  
(establish-  
ment of  
posts,  
appointment  
and  
promotion,  
etc.)...

Executive Director of WFP. For posts of more than 12 months, seven successive stages have to be completed before the post is included in the budgetary proposals for WFP's administrative budget 8/. For appointments and promotions (article IV of FAO Regulations, Chapter IV of Staff Rules, Chapter III, section 305 of the FAO Manual) the procedures distinguish between :

- posts P-1 to P-5, for which the division of work between WFP and FAO runs through five successive stages, calling for two separate Selection Committees, one in FAO and one in WFP 9/,
- and posts D-1 and above, for which there are no written procedures or guidelines in FAO. Appointments at these levels are however subject to the dispositions of article 14 (e) of WFP General Regulations which require the agreement of the Secretary-General of the United Nations and of the Director-General of FAO.

8/ (1) WFP prepares a statement of the reasons for establishing the post. (2) Consideration of the request by the Establishment Group (whose recommendation is not communicated to the Executive Director). (3) Consideration of the request by the Establishment Sub-Committee, which reports to the Establishment Committee (this report is not communicated to the Executive Director). (4) Review of the case by the Establishment Committee, which draws up a report with a favourable or unfavourable finding, normally with little supporting information. (5) The Executive Director decides whether to include the post in the budgetary proposals. (6) Upon approval of the budget, formulation of a job description by WFP, which transmits it to the Establishment Group for processing. (7) Preparation of the job vacancy notice by the Personnel Division of FAO. The Establishment Sub-Committee is composed of high-ranking staff members appointed by the Director-General of FAO. One of the WFP directors (D-2) forms part of this Sub-Committee. They serve in their personal capacity. The Establishment Committee is composed of six high officials of FAO; it does not include any representative of WFP. In practice, the Establishment Group seems to be the Secretariat of the Sub-Committee, a service entrusted to an FAO official.

9/ Once the job vacancy notice has been published, (1) FAO receives all applications, conducts a preliminary screening of external applicants' qualifications and passes on the applications to WFP; (2) the WFP service concerned draws up a short list, which is presented : (3) to the WFP Selection Panel for Professionals (chaired by the Deputy Executive Director and comprising the Division Directors, the Chief of the Evaluation Unit and a WFP personnel expert acting as secretary), which makes recommendations. However, (4) the FAO Professional Staff Selection Committee then receives the list of candidacies and makes recommendations to the Executive Director of WFP. Lastly, (5) the Executive Director of WFP makes the decision. He is not bound to follow the recommendation of the FAO Professional Staff Selection Committee.



For field Professionals, the same procedures apply as for the appointment and administration of FAO technical co-operation experts. However, special procedures for grading of posts and promotions are applied by WFP 10/. Finally, for the General Service category, headquarters staff serve under FAO Rules and Regulations, and as with Professionals, there is both a WFP Staff Selection Panel and a FAO Committee which reviews General Service selections, while the final decision is taken by the Executive Director of WFP. In the field, WFP General Service staff are administered by UNDP under UNDP Rules and Regulations for locally recruited staff.

*...which could just as well be performed by one.*

52. In addition to the activities concerning the establishment of posts, appointments and promotions analysed above, FAO provides the administrative services involved in ordinary personnel management (payment of salaries, insurance, pension service). In addition, it supplies language training services and medical services, represents WFP in joint bodies of the United Nations system (CCAQ, ICSC), advises the staff on their administrative problems, and establishes and amends the Staff Regulations and Rules.

*The cost of the WFP personnel unit, \$499,800, plus the cost of reimbursements to FAO, \$583,200, amount to \$1,083,000.*

For the administration of its personnel, WFP :

- disposes of a small personnel unit (WPSX) which includes four Professional and six General Service posts (corresponding to US\$ 499,800 paid from Chapter I of the budget);
- reimburses FAO a sum of US\$ 1,166,400 for the 1984-1985 biennium, or US\$ 583,200 per year. The total costs for the administration of WFP personnel therefore add up to a yearly amount of US\$ 1,083,000.

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10/ WFP has established a Field Staff Panel, similar to that which exists for FAO Divisions. The composition of the WFP Field Staff Panel is the following : Deputy Executive Director (Chairman), Division Directors, Head of Evaluation Unit, the chief of WPXS (who also acts as secretary), one representative of FAO AFP and one observer. In addition there is an Advisory Group chaired by the chief of WPXS, which pre-screens and makes recommendations to the Panel. The Panel discusses all matters related to creation of new professional field posts, grading, appointments, transfers and promotions (up to P-5) and makes recommendations to the Executive Director for decision. At its spring meeting the Panel reviews workload indicators for all field offices and makes proposals on staffing, grade levels, transfers and eligibility for promotion. The WFP Field Manual mentions rules and procedures additional to those generally applicable to FAO TC experts (e.g. on performance report, transfers, rotation to headquarters). For day-to-day administration (duties and obligations, salary, entitlements, etc.) FAO headquarters rules apply.

Disadvantages of the present situation

*The most serious disadvantage of this system is to render the implementation of a personnel policy in WFP practically impossible.*

53. The most serious disadvantage of this complex system is that it makes the implementation of a personnel policy in WFP practically impossible. For many years, the successive Executive Directors of WFP have tried to organize a rotation system for field and headquarters Professionals. Such a system, which would have allowed better training, improved career development, greater effectiveness in the conception of programmes and projects, could not be set up because, according to FAO, it would have been in contradiction with the Regulations and Rules applicable in FAO, which establish a very clear distinction between headquarters staff and "experts" in the field. The organization of a unified career and training system such as is advocated in Chapter I of this report would come up against even further objections of the same order. In fact it is indispensable to recognize that WFP personnel problems and FAO personnel problems are not the same : they cannot therefore be solved by the application of identical rules. This is true not only for the organization of the careers of Programme officers, but also in general for the recruitment, training, performance evaluation and promotion methods, in all the occupational groups.

*The inconsistencies between existing texts lead to difficulties of interpretation and to contradictory consultations...*

54. To this major disadvantage, one must add the numerous difficulties in interpreting the existing texts which are lacking in clarity on important points. There are inconsistencies between article 14 (e) of the General Regulations, which provides that "the Executive Director (of WFP) shall be responsible for the staffing and organization of the Secretariat", and FAO Staff Regulation 301.041, which provides that "the power of appointment of staff members rests with the Director-General" (of FAO), the present practice being to apply this text to WFP staff. In any event, there is no provision clearly stipulating that this rule does not apply to WFP. The same is true of the establishment of new posts. These difficulties led the Executive Director of WFP last year to request an advisory opinion from the legal Counsel of the United Nations on the interpretation to be given to the texts, and the Director-General of FAO to request an opinion from his own legal Counsel. According to the information that was provided to the Inspector, the two opinions are contradictory.

*...as well as to unnecessary bureaucratic difficulties.*

55. The third disadvantage is that the diversity of the legal regimes applicable to headquarters Professionals, field Professionals, General Service staff at headquarters and General Service staff in the field singularly complicates the task of WFP officials, without obvious justification. It seems essential to simplify this situation. More generally speaking, with regard to relations between WFP and FAO, the practice currently followed, against the existing background of legal uncertainty and confusion, creates bureaucratic difficulties - extensive and often fruitless exchanges of correspondence in order to modify a particular practice or settle a particular case - and finishes up by creating antagonism between services which should be able to co-operate in the performance of a joint task. In other words, "services rendered by FAO" should not be confused with needless administrative complications and bureaucratic rivalries, which entail higher management and administration costs than under a system of direct administration.

This system is, therefore, costly and time-consuming, both for WFP and for FAO.

Changes needed in the texts, practice and structure of the personnel services

56. For the reasons indicated above, it seems essential to change the existing situation, particularly to bring it more into line with WFP's requirements and more in keeping with the spirit and letter of the General Regulations, which call for every effort to be made "to keep the cost of management and administration of the Programme to a minimum consistent with the maintenance of efficiency. To reach such a result, it is necessary :

a) to establish new dispositions applicable to WFP personnel, defining the framework of a personnel policy for the Programme and to integrate such dispositions in the Regulations and Rules applicable to WFP;

b) to modify the texts in order to dissipate the contradictions and to facilitate their interpretation;

c) to simplify the present procedures for post establishment, recruitment and training;

d) to share in a simpler, and if possible less costly manner, the responsibilities between WFP and FAO services.

57. Regarding the first point, new provisions specifically applicable to WFP and relating to recruitment methods, career development, training and performance appraisal system, should be included in the Regulations. These additions might be formulated as follows :

"- Occupational groups : WFP Professional staff are classified into the following occupational groups : programme, administrative management, external relations, transport, resources.\*"

"- Qualifications required of the various groups on recruitment : academic knowledge at the level of at least an advanced university degree or multiple first level degrees shall be required on recruitment to the programme, administrative management and external relations groups. In the case of the 'transport' group, a first level degree may be sufficient, where special professional experience has been acquired. Preference shall be given to candidates holding degrees in several of the subjects relevant to the functions performed in each group. The recruitment grade shall generally be P-1/P-2. For grades above P-2, the additional requirements regarding the number of years of professional experience shall be consistent with Common System practices."

*It is necessary :  
- to integrate new dispositions defining the framework of a personnel policy,  
- to modify the texts in order to avoid contradictions,  
- to simplify procedures.*

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\* This list is indicative; occupational groups should be proposed by the Executive Director of WFP.

*Text of possible new provisions framing a personnel policy.*

"- Recruitment methods for all posts P-1 to P-5 : all external candidates shortlisted by the Appointment and Promotion Committee shall sit a written test designed to establish the candidates analytical and drafting skills, and an oral interview. The written tests may be taken in any WFP office; they shall be marked centrally at headquarters. In the case of recruitments at the P-1/P-2 level, competitive examinations will be organized whenever possible, either by WFP or in participation with other organizations in the United Nations system. Quotas for recruitment at grades above P-2 shall be established by the Executive Director after consulting the WFP Appointment and Promotion Committee."

"- Career development : the average minimum and maximum period spent in each grade shall be consistent with Common System practices. The WFP career development system includes rules concerning rotation between headquarters and the field, definition of the minimum periods of service in the field for Programme officers, the integration of the training programme with the promotion system, and a performance appraisal system. Individual 'career plans' shall be established every six years after consultation with the persons concerned."

"- Training : the WFP training system comprises mandatory introductory courses for all new Professionals, basic training courses and seminars relating to... (cf. list given in paragraph 44 above), and refresher courses. The training programme forms part of the career system. The Executive Director shall draw up a list of the courses and seminars which must be successfully completed for a person to be eligible for promotion to a higher grade."

*A first possible solution would be to use article 14 (j) for amending the Regulations and Rules applicable to WFP.*

58. Various legal solutions could be envisaged in order to integrate the articles proposed in para. 57 above in the WFP Staff Regulations, and also to eliminate the other disadvantages indicated in para. 56. The first solution would consist in not modifying the texts of the WFP "General Regulations" but to keep them whilst making use of article 14 (j) which allows the Executive Director to issue "special rules" for the WFP personnel and to bring the WFP Staff Rules into line with the provisions of the article 14 referred to above. To do this, it would be sufficient to replace the words "Director-General" by "Executive Director of WFP" in all the articles of the FAO Regulations and Rules currently applicable to WFP where a reference is made to the Director-General of FAO 11/. This amendment would bring with it the following

11/ For an organization to use the Rules of another organization for the purpose of managing its personnel is something quite different from being placed under the tutelage of the Director-General of that other organization. If an organization dealing with issues unrelated to agricultural questions (for instance, transport or tourism) were to decide to use the FAO Rules to administer its staff, it would obviously replace the words "Director-General" (of FAO) in all articles by a reference to the "Executive Director" or "Director-General" of the organization concerned. The text of article 14 (j) does not seem to imply the idea of tutelage by the Director-General of FAO over the management of WFP staff; indeed, such management is entrusted wholly to the Executive Director of WFP.

changes :

- with regard to the establishment of new posts at headquarters, the deletion of the provisions relating to the FAO Establishment Committee, since the standard budgetary procedure is perfectly adequate;
- with regard to appointments and promotions of Professionals at headquarters, discontinuance of the practice of resorting to the FAO Appointment Committee for Professionals (this duplicates use of the internal committee existing within WFP, the composition of which would be modified in order to ensure a better representation of the staff. This committee would become then the only body);
- the merger of the Headquarters Staff Appointment Committee and the Field Staff Appointment Committee at WFP;
- the replacement, wherever necessary, of the acronym AFP designating the Personnel Division of FAO by the words "WFP Personnel Service";
- the inclusion in the WFP Staff Regulations of the dispositions proposed in para. 57 above, as "special rules".

59. It could be anticipated that, if precise recommendations were presented along these lines by the CFA to the United Nations Secretary-General and to the Director-General of FAO, a proposal presented by the Executive Director of WFP would stand a chance of being approved by them. Such a procedure is therefore possible; however it presents the major disadvantage of forcing WFP, FAO and the United Nations to engage in a long negotiation and therefore to recreate risks of time-consuming bureaucratic procedures, difficulties of interpretation and misunderstandings. In addition, if article 14 (j), according to which the Executive Director of WFP must administer the staff of the Programme according to FAO's Staff Regulations is not modified, all the changes that FAO would introduce in its own regulations in the future would continue to become automatically applicable to WFP personnel and to require the establishment of "special rules" each time that such modifications would contradict WFP's needs.

*But this solution creates risks of time-consuming bureaucratic procedures, and of misunderstandings. It does not eliminate problems arising in the future.*

60. In these circumstances, it seems to us that a second and more radical solution should be envisaged; it is the one preferred by the author of this report. In order to avoid any future recurrence of complications and possible problems between the secretariats of WFP and FAO, it seems desirable to simplify the procedure for amending the Staff Rules and Regulations applicable to WFP. The governing body of the Programme should have direct control over these amendments, without it being necessary to conduct consultations with the Secretary-General of the United Nations and the Director-General of FAO. We therefore propose that the CFA should recommend that the competent bodies, namely the Economic and Social Council and the FAO Council, should adopt an amendment to the text of article 14 (j) :

*A more radical solution should be considered, i.e. amendment to article 14 (j).*

Present text : "The Executive Director shall administer the staff of the Programme in accordance with FAO Staff Regulations and Rules and such special rules proposed by the Executive Director as may be approved by the Secretary-General of the United Nations and the Director-General of FAO."

A first method for amending it, i.e. replacing Secretary-General of the UN and Director-General of FAO by the words "CFA" does not solve all the problems.

The adoption of a new text of article 14(j) would be the best solution.

61. Two possible methods could be used in order to amend article 14 (j). The first one could be to replace the words "the Secretary-General of the United Nations and the Director-General of FAO" by the words "the CFA". This method has the merit of simplicity. However, one of the objections to the preceding solution recalled at the end of para. 60, would subsist since it also requires the Executive Director to resort to the "special rules" procedure each time that FAO modifies its rules in a manner not conforming to WFP needs.

62. It seems necessary therefore to consider another method which would consist of replacing the present article 14 (j) by the following text :

"The Executive Director shall administer the staff of the Programme in accordance with Staff Regulations proposed by him and approved by the CFA. In framing these regulations, the CFA and the Executive Director respectively shall take account of the existing Regulations of FAO but shall adapt them as seems best in their judgement, to meet the needs of WFP. The Executive Director will promulgate, as necessary, Staff Rules in accordance with the Staff Regulations."

The advantage of such a text would be to clearly establish the traditional distinction in the United Nations system between Regulations which are subject to the approval of intergovernmental bodies and Rules which are of the competence of Executive Heads. Moreover, it would avoid any new future difficulty, whilst maintaining within reasonable limits the utilization of the FAO model Staff Regulations and Rules.

63. The changes described in para. 57 and 58 above - inclusion in the Regulations of the additions proposed in para. 57, replacement of the words "FAO DG" by the words "WFP Executive Director", discontinuance of resorting to FAO Appointment Committee, merger of the two Appointment Committees of WFP, replacement of the acronym "AFP" by "WFP Personnel Service" - would be in this solution included by the WFP Executive Director in his proposals for new regulations to the CFA.

A slight modification of article 14 (e) could also be considered.

64. Another modification could be usefully considered for article 14 (e). The existing regulation makes the selection and appointment of "senior officers" subject to the agreement of the Secretary-General of the United Nations and the Director-General of FAO. The existing practice is to apply this procedure to all posts D-1 and above. This seems anachronistic; it corresponds to the concern existing in the early days of WFP to keep a balance between FAO and

United Nations staff in the composition of the secretariat of the Programme. Its abolition would be in line with the streamlining of unnecessary procedures advocated in this report.

65. A redistribution of responsibilities between FAO and WFP and a reorganization of WFP's personnel services should be the consequence of the changes in policy and practice which have been proposed above. As seen in para. 55, it is possible and desirable to dispense with FAO's services in regard to the establishment of posts and the recruitment and promotion of Professionals and General Service staff at headquarters, since the present system merely creates duplication and needless complications. The services rendered by FAO could therefore be reduced :

- to general aspects of personnel administration : payment of salaries, insurance, pension service;
- to language training and the medical service.

66. As regards all the rest - recruitment, promotion, establishment of specific rules if necessary, career development and training - it seems desirable that WFP should assume full administrative responsibility for these functions.

As a consequence of this reorganization :

- the separate identity of WFP staff should be acknowledged. The term "official of the World Food Programme" should henceforth be used on letters of appointment, laissez-passer and other official documents concerning WFP staff;
- WFP should have its own representation in the Consultative Committee on Administrative Questions (CCAQ);
- it will also be necessary for WFP to put together the simplest possible solutions to deal with committees such as the FAO Staff Pension Committee (SPC), the Advisory Board on Compensation Claims (ABCC), the Joint Disciplinary Committee (JDC), the Joint Appeals Board (JAB) and the Joint Advisory Committee (JAC), to define the access of WFP staff to ILO's tribunal and the coverage of WFP staff members by the Convention on the Privileges and Immunities of the specialized agencies through the existing FAO Headquarters Agreement in Italy or through any other device.

67. These legal changes would finally result in a redistribution of responsibilities and a reapportionment of costs which would entail a reorganization of the WFP personnel services. Savings made on reimbursements to FAO could be used, at least in part, to establish a genuine Personnel Service in WFP. WFP has estimated, at our request, that for these functions it would be necessary :

- to increase the present staffing of the Personnel Unit of WFP (WPXS) by establishing two new Professional posts (one P-4 and one P-2) and six General Service posts (one G-2, one G-3, two G-4, one G-5, one G-6);

*A redistribution of responsibilities between FAO and WFP would lead to a reorganization of WFP's personnel services and to a reduction of the services rendered by FAO.*

*The separate identity of WFP staff should be acknowledged and WFP should have its own representation in CCAQ.*

*A transfer of funds and...*

...a reorganization of Personnel Services could lead to some savings.

- to transfer the corresponding funds, i.e. \$330,000 a year, from Chapter II of the Administrative Budget to Chapter I.

68. The staffing of WPXS would thus be : one P-5, two P-4, two P-3, two P-2, and 12 General Service staff. The total cost of this service would be \$830,000 a year. The functions not transferred, i.e. those relating to payment of salaries, insurance, pension matters, language training, and medical services, would be reimbursed by WFP through an agreement with FAO. This should not be very costly, and in any case far less than the difference of \$253,000 between the present costs of \$1,083,000 (see para. 52 above) and the increased cost of the personnel administration of WFP as calculated in para. 67 (\$830,000).



## MAIN RECOMMENDATIONS

### 1. Definition of the principles of a personnel policy

It is recommended that the CFA approve, after first discussing and possibly modifying them, the principles of a WFP personnel policy as defined in paragraphs 27 to 44 above, particularly with regard to the use and definition of "occupational groups", the main characteristics of such groups, recruitment methods, career development and training.

### 2. Adoption of special provisions for WFP staff

The new provisions proposed in paragraph 57 above with regard to occupational groups, qualifications required for recruitment of Professionals, methods of recruitment, career development and training should be included in the Regulations and Rules applicable to WFP staff.

### 3. Other changes in the present Regulations and Rules applicable to WFP staff

The Regulations and Rules applicable to WFP staff should continue to be based on FAO Regulations and Rules but with the following changes :

- replacement of the words "Director-General" (FAO) by the words "Executive Director" (WFP),

- deletion of the provisions concerning the Establishment Committee and Appointment Committee of FAO,

- merging of Headquarters Staff Appointment Committee WFP and Field Staff Appointment Committee WFP,

- replacement of the acronym AFP by the words "WFP Personnel Service",

and any other changes necessary to implement the redistribution of responsibilities between FAO and WFP as described in paragraphs 58, 63, 65 and 66 of this report.

### 4. Amendments to article 14 (e) and (j) of General Regulations of WFP

In order to allow the changes proposed in recommendations 2 and 3 to be made, the CFA could, in the light of the alternative solutions proposed in paragraphs 58-63 above, consider recommending to Economic and Social Council and to the FAO Council the amendments to article 14 (j) and (e) of the General Regulations of WFP, as suggested in paragraphs 62-64 above.

### 5. Redistribution of responsibilities between FAO and WFP and the restructuring of the WFP Personnel Office

Responsibilities for the management of WFP personnel should be redistributed between WFP and FAO in the manner indicated in paragraphs 65 to 68 of the report, the personnel services of WFP should be restructured and the reimbursement costs for services rendered by FAO to WFP recalculated accordingly.



# ANNEX

## 1. PROFESSIONAL STAFF - ACADEMIC LEVEL BY GRADE

Acad. level	P-1	P-2	P-3	P-4	P-5	D-1	D-2	DDG ASG	Total	%
<u>Headquarters</u>										
1	-	1	-	1	-	-	-	-	2	1.8
2	1	4	-	3	3	-	-	-	11	10.2
3	-	3	4	2	1	-	-	-	10	9.3
4	-	7	9	7	3	1	-	-	27	25.2
4+	1	2	6	4	1	-	-	-	14	13.0
5	-	4	6	5	10	1	1	1	28	26.1
5+	-	1	2	1	-	-	1	-	5	4.6
6	-	2	1	1	2	2	2	-	10	9.3
Sub-total	2	24	28	24	20	4	4	1	107	
<u>Field</u>										
1	-	-	-	1	1	-	-	-	2	1.1
2	-	1	1	4	4	-	-	-	10	5.7
3	-	1	9	6	4	-	-	-	20	11.4
4	-	15	21	15	7	-	-	-	58	33.1
4+	-	1	7	7	5	-	-	-	20	11.4
5	-	21	14	10	3	-	-	-	48	27.4
5+	-	4	1	2	-	-	-	-	7	4.0
6	-	5	4	-	1	-	-	-	10	5.7
Sub-total	-	48	57	45	25	-	-	-	175	
Total	2	72	85	69	45	4	4	1	282	

Code : 1. Secondary education without diploma, 2. Secondary education with diploma, 3. Post-secondary ed. without diploma, 4. BA or equivalent, 5. MA or equivalent, 6. PhD or equivalent.

## 2. ACADEMIC LEVEL BY LENGTH OF SERVICE IN WFP

Acad. level	less than 2 yrs	2-5 yrs	5-10 yrs	10-15 yrs	15-20 yrs	20+ yrs	Total	%
<u>Headquarters</u>								
1	1	-	-	1	-	-	2	1.8
2	1	-	2	4	4	-	11	10.2
3	2	2	-	-	5	1	10	9.3
4	6	5	4	9	3	-	27	25.2
4+	4	1	3	3	2	1	14	13.0
5	5	5	9	4	4	1	28	26.1
5+	2	1	1	-	1	-	5	4.6
6	2	-	3	4	1	-	10	9.3
Sub-total	23	14	22	25	20	3	107	
%	21.4	13.0	20.5	23.3	18.6	2.8		
<u>Field</u>								
1	-	-	-	1	1	-	2	1.1
2	-	-	2	5	3	-	10	5.7
3	4	6	3	6	1	-	20	11.4
4	11	14	14	10	9	-	58	33.1
4+	4	3	3	9	1	-	20	11.4
5	18	14	10	4	2	-	48	27.4
5+	4	-	1	2	-	-	7	4.0
6	5	3	1	-	1	-	10	5.7
Sub-total	46	40	34	37	18	-	175	
%	26.2	22.8	19.4	21.4	10.3	-		
TOTAL	69	54	56	62	38	3	282	

3. PROFESSIONAL STAFF BY AGE GROUP AND GRADE

Age	P-1	P-2	P-3	P-4	P-5	D-1	D-2	ASG DDG	Total	%
<u>Headquarters</u>										
Under 20	-	-	-	-	-	-	-	-	-	-
20 - 25	-	2	-	-	-	-	-	-	2	1.8
25 - 30	-	8	8	1	-	-	-	-	17	15.8
30 - 40	-	2	11	1	2	-	-	-	18	16.8
40 - 45	-	3	4	6	2	-	-	-	15	14.0
45 - 50	-	3	1	4	9	-	1	-	18	16.8
50 - 55	-	4	1	7	3	2	2	1	20	18.6
55 - 60	-	1	2	3	2	1	1	-	10	9.3
Over 60	-	1	1	2	2	1	-	-	7	6.5
Sub-total	2	24	28	24	20	4	4	1	107	
<u>Field</u>										
Under 25	-	-	-	-	-	-	-	-	-	-
25 - 30	-	13	-	-	-	-	-	-	13	7.3
30 - 35	-	18	11	1	-	-	-	-	30	16.9
35 - 40	-	8	18	10	1	-	-	-	37	20.9
40 - 45	-	5	15	14	3	-	-	-	37	20.9
45 - 50	-	4	6	9	1	-	-	-	20	11.2
50 - 55	-	2	6	8	11	-	-	-	27	15.2
55 - 60	-	-	1	2	7	-	-	-	10	5.6
Over 60	-	-	-	1	2	-	-	-	3	1.6
Sub-total	-	50*	57	45	25	-	-	-	177	
TOTAL	2	74	85	69	45	4	4	1	284	

4. PROFESSIONAL STAFF - LENGTH OF SERVICES BY GRADE

Grade	less than 2 yrs	2-5 yrs	5-10 yrs	10-15 yrs	15-20 yrs	20+ yrs	Total
<u>Headquarters</u>							
P-1	-	1	-	1	-	-	2
P-2	12	4	2	4	2	-	24
P-3	5	5	10	3	3	2	28
P-4	1	1	5	9	7	1	24
P-5	3	2	4	5	6	-	20
D-1	-	-	-	2	2	-	4
D-2	1	1	1	1	-	-	4
DDG	1	-	-	-	-	-	1
ASG	-	-	-	-	-	-	-
Sub-total	23	14	22	25	20	3	107
%	21.4	13.0	20.5	23.3	18.6	2.8	
<u>Field</u>							
P-1	-	-	-	-	-	-	-
P-2	22	16	9	2	1	-	50*
P-3	19	18	11	4	5	-	57
P-4	4	6	13	21	1	-	45
P-5	1	-	2	10	12	-	25
D-1	-	-	-	-	-	-	-
D-2	-	-	-	-	-	-	-
DDG	-	-	-	-	-	-	-
ASG	-	-	-	-	-	-	-
Sub-total	46	40	35	37	19	-	177
%	25.9	22.5	19.7	20.9	10.7	-	
TOTAL	69	54	57	62	39	3	284

\* Includes 2 staff members whose grade is undetermined.