



**United Nations**

# **Review of the use of non-staff personnel and related contractual modalities in the United Nations system organizations**

**Report of the Joint Inspection Unit**

**Prepared by Tesfa Alem Seyoum and Gaeimelwe Goitsemanang**



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*Executive summary*

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### **Introduction and review objectives**

The present review was included in the programme of work of the Joint Inspection Unit (JIU) for 2022 and was started in late September 2022. It was initiated in response to successive requests from JIU participating organizations and the realization that non-staff personnel constitute a significant portion of the total workforce of the United Nations system organizations. This topic was last covered by JIU in 2014.

The objective of the present review is to assess, from a system-wide perspective, the status of policies, regulations, rules, practices and processes relating to the use of non-staff personnel in the participating organizations, and the adequacy and effectiveness of those policies and practices, as well as to identify challenges, lessons learned and good practices in relation to the use of non-staff personnel. The ultimate objective is to apprise the legislative and/or governing bodies and the executive heads of the participating organizations of the status of the policies and practices of using non-staff personnel and related contractual modalities in the United Nations system, with the aim of guiding ongoing and future workforce-related initiatives.

### **Main findings and conclusions**

*There is no common system-wide nomenclature for non-staff personnel across the United Nations system organizations*

The term “non-staff personnel” has not been adopted by all the participating organizations as a common system-wide nomenclature. The reasons advanced by most organizations were that the term carried a negative connotation, as well as being derogatory and discriminatory. As a result, there is strong support for changing it to a more inclusive nomenclature. The recommended nomenclature “affiliate personnel” (recommendation 1) received overwhelming support from the interviewees, including non-staff personnel.

*There is no common system-wide functional definition of non-staff personnel*

There is no common system-wide definition of non-staff personnel. Some organizations provided a definition from their organizational perspective. Accordingly, definitions vary among the organizations. It was apparent from the responses to the JIU questionnaire that some organizations had not even adopted a term, hence their failure to provide a definition in their policy documents. The Inspectors therefore considered it necessary to recommend a common system-wide nomenclature and definition (recommendation 2) to ensure harmonization across the United Nations system organizations.

*The main reasons for the use of non-staff personnel across the United Nations system are the relative flexibility and lower cost implications compared with staff contracts*

The increasing flexibility of the labour market and emphasis on cost considerations have resulted in an increase in the use of non-staff personnel across the United Nations system organizations. According to information received from the participating organizations, there are three main reasons for the increase in the use of non-staff personnel by the United Nations system organizations: (a) flexibility; (b) cost-effectiveness; and

(c) unpredictability of funding (leading to overreliance on extrabudgetary funds). As a result, non-staff personnel constitute a significant portion of the workforce of the United Nations system organizations.

While the reasons advanced by the organizations for the increase in the use of non-staff personnel are valid, the Inspectors are of the view that such solutions should not be used as justification for unfair labour practices and misuse of non-staff personnel. It is critical to strike a balance between flexibility and cost-effectiveness, on the one hand, and the well-being of non-staff personnel, on the other hand. The necessity for the United Nations system, as a rule-based global body, to uphold the ethos of good labour practices cannot be overemphasized.

As at the end of December 2022, non-staff contracts represented 43 per cent of the total workforce of the United Nations system organizations. However, it should be noted that this figure does not include non-staff contracts at the United Nations Secretariat, including the United Nations Office on Drugs and Crime (UNODC), and the Universal Postal Union (UPU), because the requested data were not provided.

Many non-staff personnel have been working for extended periods of time under contracts that are practically equivalent to an employment relationship; a situation that is tantamount to unfair labour practices. To mitigate the situation, the Inspectors recommend that organizations periodically review their existing non-staff contractual modalities to identify critical positions of a continuous nature, with a view to the possible establishment of staff positions (recommendation 3). The World Food Programme (WFP) was able to do just that after undertaking a comprehensive review of its non-staff contracts in 2021.

*Many organizations have developed policies and contractual modalities to guide the use of non-staff personnel, but implementation is lacking, thus the principle of an employment relationship is disregarded*

While many organizations have developed policies and contractual modalities to guide the management of non-staff personnel, the employment relationship principle is not fully observed as a criterion for determining staff and non-staff contractual modalities.

According to recommendation No. 198 (2006) of the International Labour Organization (ILO), the main criterion to use when deciding between staff and non-staff contracts is the employment relationship. If the work requires an employment relationship, it should be a staff contract; if the work to be performed entails an independent contractor relationship, it should be a non-staff contract.

It is common practice in many organizations for non-staff personnel to perform functions of a continuous nature without the provision of associated social benefits and entitlements. The Inspectors are of the view that, in cases where non-staff personnel perform functions of a continuous nature, they should be compensated accordingly. Many officials interviewed acknowledged that the prevailing labour practices went against the spirit of the principle of decent work for all, as promoted by ILO.

The Inspectors consider the United Nations Development Programme (UNDP) Guide on using contractual modalities to be good practice, which other organizations may wish to adopt.

Many organizations fail to fully implement the non-staff policies and contractual modalities, resulting in the misuse of non-staff personnel. It is therefore cardinal that United Nations system organizations put in place appropriate mechanisms and structures to ensure the effective implementation of non-staff policies and regulations so as to prevent the misuse of non-staff personnel. In order to ensure that non-staff personnel who are inevitably performing functions of a continuous nature receive adequate compensation, the Inspectors recommend that organizations develop social benefit policies or schemes applicable to non-staff personnel performing functions of a continuous nature (recommendation 4).

*Data collection and regular reporting have been improved, but periodic reviews need to be enhanced*

The number of non-staff personnel has reached a substantial level in the total workforce of many organizations. Constant monitoring and oversight are therefore important to ensure the proper utilization of non-staff personnel. The Inspectors therefore consider it necessary for effective mechanisms to be put in place to report regularly and systematically on the use of non-staff personnel to senior management as part of monitoring, decision-making and workforce planning, and to the legislative and/or governing bodies for their oversight.

All 26 organizations that responded to the JIU questionnaire reported that they had collected, recorded, tracked and monitored the use of non-staff personnel with their existing human resources management systems, although some indicated that they had done so only partially. Twenty-two organizations included data and information on the use of non-staff personnel, to some extent, in their regular reports to the legislative and/or governing bodies, mostly on an annual basis. In order to ensure effective oversight, the Inspectors recommend that the legislative and/or governing bodies request the executive heads of the organizations to report regularly on the use of non-staff personnel, supported by sufficient data and information (recommendation 5).

In terms of audits and evaluations, out of the 26 organizations that responded to the JIU questionnaire, only 8 had conducted dedicated internal audits or evaluations of the use of non-staff personnel over the previous five years. The Inspectors therefore recommend that the executive heads of the United Nations system organizations include non-staff contracts in their regular workforce assessments in order to determine the effectiveness and efficiency of their policies and practices relating to the use of non-staff personnel (recommendation 6).

*There is a need for system-wide coherence*

There have been substantive improvements in the development and updates of policies and contractual modalities guiding the use of non-staff personnel since the previous JIU review of the topic in 2014. However, challenges remain, as the dramatic increase in the use of non-staff personnel in some organizations has significant ramifications for both organizations and non-staff personnel. At the macro level, these challenges relate to overreliance on extrabudgetary funding, lack of an overarching framework on the use of non-staff personnel, and lack of implementation of applicable policies and contractual modalities.

There are no overarching criteria or system-wide frameworks on the use of non-staff personnel and related contractual modalities. Consequently, organizations have formulated individual policies and contractual modalities in a fragmented manner. The terms and conditions of these contractual modalities are also different, leading to unhealthy competition among the United Nations system organizations.

Owing to the precarious nature of non-staff contracts, which offer a less attractive package compared with staff contracts, hiring and retaining good-quality non-staff personnel are major challenges for many organizations. Short-term contracts and job insecurity have given rise to high turnover and the lack of a stable and motivated workforce, a situation that may have a negative impact on organizational performance and sustainability.

The most common non-staff contractual modalities across the United Nations system organizations are consultants, individual contractors and service contracts. A sustainable solution to the fragmented non-staff policies and contractual modalities would be the harmonization of the commonly used non-staff contractual modalities within the United Nations system organizations. However, most of the organizations assert that this would present implementation challenges as they have diverse mandates, business and funding models, as well as different operational environments. Taking this into consideration and in order to bridge the gap among the organizations, the Inspectors recommend the development of minimum standards and principles for non-staff contractual modalities commonly used by the United Nations system organizations (recommendation 7). For instance, the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Population Fund (UNFPA) and WFP, among others, have adopted the same salary methodology for service contract holders.

## Recommendations

The present review contains seven recommendations, of which one is addressed to the legislative and/or governing bodies of the United Nations system organizations and six to the executive heads of the participating organizations for action. It also contains 15 informal recommendations that complement the formal recommendations and are aimed at improving the overall use of non-staff personnel in the United Nations system organizations.

### Recommendation 1

**The executive heads of the United Nations system organizations who have not already done so should adopt, by the end of 2025, the term “affiliate personnel” as the common system-wide nomenclature for referring to all categories of contract holders who are not considered staff, and include the term in their relevant policy documents by the end of 2027.**

### Recommendation 2

**The executive heads of the United Nations system organizations should, by the end of 2025, adopt the following as a common system-wide definition of all categories of contract holders who are not considered staff: “Any individual engaged by a United Nations system organization to perform work or services for a limited period of time or for a period of time tied to a specific project, and whose contractual relationship is not governed by a letter of appointment subject to the staff regulations and rules of the respective organization.”**

### Recommendation 3

**The executive heads of the United Nations system organizations should conduct periodic reviews of their non-staff contractual modalities with a view to identifying critical positions of a continuous nature for the possible establishment of staff positions, funds permitting.**

### Recommendation 4

**Taking into consideration the employment relationship principle, the executive heads of the United Nations system organizations should, by the end of 2026, develop social benefit policies or schemes applicable to non-staff personnel performing functions of a continuous nature, with clear guidelines for their implementation.**

### Recommendation 5

**The legislative and/or governing bodies of the United Nations system organizations should request the executive heads who have not yet done so to include in their reports on human resources relevant data and information on the use of non-staff personnel, such as the number of non-staff personnel, years of service, location of employment, nationality and gender.**

### Recommendation 6

**The executive heads of the United Nations system organization who are not already doing so should include non-staff personnel in their regular workforce assessments so as to determine the effectiveness and efficiency of their policies and practices relating to the use of non-staff personnel.**

### Recommendation 7

**Taking into consideration the various organizational mandates and the diversity of non-staff contracts, as well as the diverse operational environments, the executive heads of the United Nations system organizations, in their capacity as members of the United Nations System Chief Executives Board for Coordination (CEB), should request the Human Resources Network of the High-level Committee on Management to review and set minimum standards and principles for non-staff contractual modalities**



**commonly used by the United Nations system organizations, with a view to enhancing system-wide coherence and harmonization by the end of 2028.**

#### **Informal recommendations**

1. The Inspectors found the UNDP Guide on using contractual modalities to be good practice, and suggest that other organizations consider adopting it (para. 81).
2. The Inspectors found the decision taken by WFP to offer limited fixed-term appointments for a defined period with associated benefits to be a good initiative for preventing the misuse of non-staff contractual modalities, and suggest that other organizations consider replicating it (para. 98).
3. As the majority of the non-staff personnel engaged by the United Nations Secretariat are consultants and individual contractors, the Inspectors suggest that the relevant administrative instruction(s) be regularly reviewed and updated, and that the fee ranges be harmonized with other United Nations system organizations so as to avoid unhealthy competition (para. 110).
4. The Inspectors suggest that the United Nations system organizations consider updating their remuneration structure for non-staff contracts in the field, with reference to the United Nations salary scales for locally recruited staff, as provided by the International Civil Service Commission (ICSC) (para. 117).
5. The Inspectors suggest that other United Nations system organizations consider following the examples of UNDP, the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Office for Project Services (UNOPS) and WFP and introduce an annual fee increment system for service-type contract holders (para. 123).
6. The Inspectors are of the view that organizations hiring consultants for extended periods of time should re-evaluate their leave policies and strive to improve them as needed (para. 127).
7. As limited pension benefits seem to be one of the main reasons why non-staff personnel have a more fluctuating retention rate compared with staff, the Inspectors suggest that the United Nations system organizations consider options to offer contracts that provide pension benefits or a provident fund to non-staff personnel (para. 144).
8. The Inspectors consider the provision by UNESCO of an end-of-service grant in the event of non-extension or termination of a service contract after five or more years of uninterrupted service to be good practice as it compensates, to some extent, for the lack of job security for non-staff personnel. The Inspectors suggest that this practice be considered by other United Nations system organizations (para. 147).
9. The Inspectors suggest that non-staff personnel who perform staff-type work, especially those who have been serving for a long time, be allowed to participate in in-house training. This will not only improve the skills of non-staff personnel, but will also enhance the effectiveness and performance of the organization (para. 148).
10. The Inspectors suggest that holders of non-staff contracts of at least six months' duration have access to staff representative bodies (para. 153).
11. The Inspectors suggest that all the United Nations system organizations consider including a dispute resolution provision in non-staff contracts (para. 159).
12. The Inspectors suggest that the United Nations system organizations, especially those with a large pool of non-staff personnel, improve their systems for collecting and monitoring data on the use of non-staff personnel, including data on expenditure, broken down by location, such as headquarters or non-headquarters, and contractual modality (para. 163).
13. The Inspectors found the coverage of and detailed information on the use of non-staff contracts in the reports submitted by UNESCO to its Executive Board to be good practice. They suggest that other United Nations system organizations, especially those for which more than half of the workforce comprises non-staff personnel, consider replicating that practice (para. 170).

14. The Inspectors suggest that United Nations system organizations with a large pool of non-staff personnel consider setting up a dedicated unit or office to ensure effective coordination and management of non-staff personnel, as is the case at UNHCR and the United Nations Secretariat (para. 177).

15. The Inspectors suggest that the United Nations system organizations put in place appropriate mechanisms and structures to ensure effective implementation of the policies and regulations relating to non-staff personnel. They also consider it vital that these policies and regulations are reviewed regularly so as to keep pace with current trends (para. 185).

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## Abbreviations and acronyms

CEB	United Nations System Chief Executives Board for Coordination
FAO	Food and Agriculture Organization of the United Nations
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ICSC	International Civil Service Commission
ILO	International Labour Organization
IMO	International Maritime Organization
ITC	International Trade Centre
ITU	International Telecommunication Union
JIU	Joint Inspection Unit
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN-Habitat	United Nations Human Settlements Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNWTO	World Tourism Organization
UPU	Universal Postal Union
WFP	World Food Programme
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization

## I. Introduction

1. The present review was included in the programme of work of the Joint Inspection Unit (JIU) for 2022 and was started in late September 2022. The topic is in line with the thematic areas of focus outlined in the Unit's strategic framework for 2020–2029.<sup>1</sup> It was last covered by JIU in the 2014 review of the use of non-staff personnel and related contractual modalities in the United Nations system organizations.<sup>2</sup> Prior to that, in 2012, JIU had reviewed and reported on the use of individual consultancies in the United Nations system, as a major group within the broader category of non-staff contracts.<sup>3</sup>

2. The review was also motivated by the realization that non-staff personnel form a significant part of the total workforce of the United Nations system organizations. Given the associated challenges that comes with this expanding reality, the status of non-staff personnel requires constant review and monitoring.

### A. Background

3. The term “non-staff” is broadly understood as applying to personnel having a direct contractual relationship with any organization of the United Nations system but who are not subject to its respective staff regulations and rules.<sup>4</sup> Each United Nations system organization has developed its own contractual modalities for different categories of non-staff personnel (see annex I).

4. For practical purposes, the use of non-staff personnel by the organizations can be divided into two major groups: (a) non-staff personnel used for consultancy-type work of short-term duration and performed when the required expertise is not available within the organization; and (b) non-staff personnel used to perform staff-type work, as in a de facto employment relationship and regularly located in the offices of the organization. The first group typically works under a specific consultancy contract, which is, in general, a well-established modality and does not represent a problem from an employment relationship perspective. The second group is used extensively by organizations and consists of non-staff personnel contracted to perform staff-type work for relatively long periods.<sup>5</sup>

5. The 2014 review found that there was no rational definition of non-staff personnel and no overarching criteria for their use at either the organizational and or the system-wide levels. It estimated the proportion of non-staff personnel in the total workforce of the United Nations system organizations to be around 45 per cent in the biennium 2012–2013. However, it should be noted that, at the time, there was a lack of homogeneous system-wide data relating to non-staff personnel, as only 21 participating organizations had provided data. Owing to the greater flexibility and lower cost implications of non-staff contracts compared with staff contracts, many non-staff personnel worked for extended periods in de facto employment relationships performing all kinds of “staff” functions, including core activities. The 2014 review also found that organizations faced reputational risks and high turnover and lacked a stable and motivated workforce, owing to inappropriate use of non-staff personnel.

6. In 2016, the General Assembly reiterated its concern over the increase in the use of consultants, especially in the core activities of the Organization, and stressed that the use of consultants should be governed by the relevant resolutions of the Assembly.<sup>6</sup> In 2022, the Board of Auditors identified insufficient monitoring of non-staff personnel as one of the main findings relating to human resources management for 2021.<sup>7</sup>

<sup>1</sup> A/74/34, annex I.

<sup>2</sup> JIU/REP/2014/8.

<sup>3</sup> See JIU/REP/2012/5.

<sup>4</sup> JIU/REP/2014/8, para. 16.

<sup>5</sup> Ibid.

<sup>6</sup> General Assembly resolution 71/263.

<sup>7</sup> A/77/240, para. 62.

## B. Purpose, objectives and scope

7. The purpose of the present review is to apprise the legislative and/or governing bodies and the executive heads of the JIU participating organizations of the status of policies on and actual practices of using non-staff personnel and related contractual modalities in the United Nations system. The specific objectives of the review are: (a) to assess the status of organizational policies, regulations, rules, practices and processes relating to the use of non-staff personnel in the participating organizations; (b) to assess the adequacy and effectiveness of those policies and practices; and (c) to identify challenges, lessons learned and good practice in relation to the use of non-staff personnel, with the aim of guiding ongoing and future workforce-related initiatives.

8. The scope of the review is system-wide, covering all 28 JIU participating organizations. The review considers mainly individuals who provide services based on a direct contractual relationship with a United Nations system organization, rather than individuals who provide services through a third party, sometimes referred to as “institutional contractors”, or through the outsourcing of services. JIU recently carried out a review of internship programmes in the United Nations system;<sup>8</sup> therefore, interns are not covered in the review. Elected officials and non-paid personnel are also not covered in the review.

## C. Methodology and limitations

9. In accordance with JIU internal standards and working procedures, the methodology used for the review combined quantitative and qualitative approaches for data collection and analysis, including the following:

- **Desk review.** JIU reviewed all available documentation, including earlier relevant JIU reports on the use of non-staff personnel in the United Nations system organizations, and analysed relevant available policy documents of the participating organizations.
- **Questionnaires.** Three questionnaires requesting qualitative and quantitative information and supporting documentation were sent out: one detailed organizational questionnaire was sent to all 28 JIU participating organizations, of which 26 responded; and two supplementary questionnaires were sent, to the staff associations of the participating organizations and the secretariat of the United Nations System Chief Executives Board for Coordination (CEB), respectively.
- **Interviews.** A total of 78 interview sessions were conducted with 200 stakeholders, in person and virtually, between April and June 2023, targeting the participating organizations with a large pool of non-staff personnel. The interviewees included human resources management officials, key hiring managers, representatives of non-staff personnel and staff representatives. Field missions were undertaken in June 2023 to Addis Ababa and Bangkok, the regional hubs of the United Nations system, to appreciate the dynamics surrounding the use of non-staff personnel at the field level.
- **Survey.** In an attempt to gather the views of a wider sample of non-staff personnel, an online survey was launched in five countries in five regions, namely Afghanistan, Colombia, the Democratic Republic of the Congo, Italy and Lebanon, in July and August 2023. Responses were provided by 2,298 non-staff personnel, that is about 26.4 per cent of the non-staff personnel to whom the survey was addressed. The results of the survey are presented as a supplementary paper to the present review that is available on the JIU website.
- **Limitations.** Owing to budget constraints, only two field missions in two regions were undertaken, and many interviews had to be conducted virtually. This may have affected access to some interlocutors and/or their willingness to share sensitive information that may have otherwise been obtained through in-person meetings. In addition, several entities provided only partial responses to the JIU questionnaires.

10. Information and views provided in the responses to the questionnaires and the interviews were handled with the usual respect for confidentiality. The present report

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<sup>8</sup> See JIU/REP/2018/1.

primarily reflects aggregated responses; when quotations are given for illustrative purposes, the sources have not been cited when confidentiality was deemed necessary.

11. Comments on the draft report were sought from the participating organizations and taken into account, as appropriate, when finalizing the report. In accordance with article 11 (2) of the JIU statute, the report was finalized after consultation among the Inspectors to test its conclusions and recommendations against the collective wisdom of the Unit.

12. The present report contains seven recommendations, of which one is addressed to the legislative and/or governing bodies and six to the executive heads of the participating organizations for action. These formal recommendations are complemented by 15 informal recommendations. All the recommendations appear in boldface in the report. To facilitate the handling of the recommendations, annex V contains a table indicating whether the recommendations are submitted to the organizations concerned for action or for information, and specifying whether they require action by the organizations' legislative and/or governing bodies or the executive heads.

## **D. Acknowledgements**

13. The Inspectors wish to express their appreciation to all the JIU participating organizations that responded to the questionnaires and provided valuable policy documents. They also extend their appreciation to all those who participated in the interviews and/or the online survey and so willingly shared their knowledge and opinions. The Inspectors also wish to thank the JIU focal points in the participating organizations who were instrumental in administering the questionnaires, facilitating interviews and distributing the survey to the target audiences.

## II. Non-staff personnel in the United Nations system

### A. Lack of common system-wide nomenclature for and definition of non-staff personnel

*Key finding: there is no common system-wide nomenclature for non-staff personnel across the United Nations system organizations*

14. The term “non-staff personnel” has not been adopted by all the United Nations system organizations as a common system-wide nomenclature. This is because many organizations find it to be negative, derogatory and discriminatory. For this reason, some organizations have adopted terms such as “affiliate workforce”, “affiliate employees”, “affiliate personnel”, “personnel”, “other personnel”, “contractors” and “external collaborators”.

15. Many hiring managers, human resources managers, staff representatives and non-staff contract holders interviewed for this review expressed their disapproval of the current nomenclature. As a result, there is a strong support to change it to a more inclusive term that would recognize the value of this category of the workforce. In making the case for an inclusive term, organizations asserted that “non-staff” could not be referred to as “staff” since their terms and conditions of service are typically different.

16. Among the possible nomenclature considered, “affiliate personnel” was found by those interviewed to be the most appropriate. The Office of the United Nations High Commissioner for Refugees (UNHCR), the Joint United Nations Programme on HIV/AIDS (UNAIDS), the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), the World Food Programme (WFP) and the United Nations Educational, Scientific and Cultural Organization (UNESCO) have already adopted the terms “affiliate workforce”, “affiliate employees” and “affiliate personnel” to refer to non-staff contract holders.

17. For the purposes of the present review, the nomenclature “affiliate personnel” will serve as the collective term to refer to all categories of contracts, such as consultants, individual contractors, personnel services agreements, service contractors, government-assigned personnel, gratis personnel, technical experts on non-reimbursable loan, United Nations Volunteers, experts on mission and interns, among others, which are not staff contracts. The nomenclature “affiliate personnel” is considered as the most appropriate because this category of personnel is contracted to the organization for a clearly defined role and for a specified time period.

18. In the Inspectors’ view, the adoption of “affiliate personnel” as the common system-wide nomenclature for non-staff personnel and its proposed definition will ensure harmonization and coherence in the management of this category of personnel across the system. It will also underscore the importance that the United Nations system organizations attach to the services provided by this category of the workforce. Furthermore, it will serve as a source of inspiration for the United Nations system organizations to develop relevant policies, strategies, rules and regulations for the management of this category of personnel. The recommended nomenclature is in consonance with the United Nations core values of integrity, professionalism and respect for diversity.

19. The implementation of the following recommendation will help to strengthen coherence and harmonization across United Nations system organizations.

#### **Recommendation 1**

**The executive heads of the United Nations system organizations who have not already done so should adopt, by the end of 2025, the term “affiliate personnel” as the common system-wide nomenclature for referring to all categories of contract holders who are not considered staff, and include the term in their relevant policy documents by the end of 2027.**



*Key finding: there is no common system-wide functional definition of non-staff personnel*

20. There is no common system-wide definition of non-staff personnel. The 26 JIU participating organizations that responded to the questionnaire provided varying definitions of the term. Some organizations, such as UNAIDS, defined the term based on the categories of non-staff personnel that they contracted. The policy documents of only a few organizations contain a definition of the term.

21. The term “non-staff” is broadly understood as applying to personnel having a direct contractual relationship with any organization of the United Nations system, but who are not subject to its respective staff regulations and rules. This definition is narrow in scope and vague, and thus prone to abuse as it gives the organizations unfettered discretion in the use of non-staff personnel. It is therefore vital that the definition of “affiliate personnel” clearly set out the parameters under which such personnel are contracted so as to guard against any misuse by the organizations. Fundamentally, the definition should cover three critical factors: (a) the defined duration of the work to be performed; (b) the specific work or functions to be performed; and (c) the contractual relationship with the organization.

22. Most of the organizations make reference in their respective policy documents to, first, the temporary nature and the duration of the services to be provided by non-staff (many organizations specify a maximum accumulated duration (see annex IV), although that duration can extend to many years, in some cases; and, second, the nature of the functions to be performed, indicating that non-staff personnel are hired for non-core functions and/or when the required expertise is not available within regular staff resources.<sup>9</sup>

23. Despite the lack of a common system-wide definition of the term, there are marked distinguishing features of non-staff personnel, as can be derived from the policy documents provided by the JIU participating organizations:

- They are engaged to support operational activities of the organization on a temporary basis for a defined period.
- They do not perform staff functions of a continuous nature.
- Their conditions of service are governed by the terms of their employment contract only.
- Their contractual relationship is not subject to the organization’s staff regulations and rules.

24. The Staff Regulations of the United Nations state that “staff members” or “staff” shall refer to all the staff members of the United Nations Secretariat, within the meaning of Article 97 of the Charter of the United Nations, whose employment and contractual relationship are defined by a letter of appointment subject to regulations promulgated by the General Assembly pursuant to Article 101 (1) of the Charter.<sup>10</sup> The regular staff are appointed “to carry out the substantive programmes and to perform the support and service functions which are mandated by the Charter or by the legislative bodies of the Organization as the direct responsibility of the Secretary-General”.<sup>11</sup>

25. The Convention on the Safety of United Nations and Associated Personnel defines United Nations personnel as: (a) persons engaged or deployed by the Secretary-General of the United Nations as members of the military, police or civilian components of a United Nations operation; (b) any other officials or experts on mission of the United Nations or its specialized agencies or the International Atomic Energy Agency (IAEA) who are present in an official capacity in the area where a United Nations operation is being conducted (art. 1).

26. It emerged from the interviews conducted that there is a misconception about the meaning of the term “personnel”. Some organizations, such as the Food and Agriculture Organization of the United Nations (FAO) and the United Nations Office for Project Services (UNOPS), use the term “personnel” to refer to “non-staff” in their policy documents. The

<sup>9</sup> See JIU/REP/2014/8, para. 16.

<sup>10</sup> ST/SGB/2018/1.

<sup>11</sup> ST/SGB/177, para. 3.

Inspectors therefore consider it cardinal to provide a definition of the term “personnel” to show how it relates to the terms “staff” and “non-staff”. In general, “personnel” refers to the group of individuals under the employment of an organization at all levels, including the head of the organization.

27. The distinction between “staff” and “non-staff” should be based on the contractual relationship with the organization, the specific work or functions to be performed, the expertise required and the expected duration of the service. However, as can be seen in table 1, the definitions provided by some participating organizations give the impression that non-staff personnel perform functions of a continuous nature. Cognizant of the critical components of what constitutes non-staff personnel, as derived from the policy documents of the JIU participating organizations, the Inspectors suggest the following functional definition of “affiliate personnel”:

“Any individual engaged by a United Nations system organization to perform work or services for a limited period of time or for a period of time tied to a specific project and whose contractual relationship is not governed by a letter of appointment subject to the staff regulations and rules of the respective organization.”

28. Table 1 shows responses from selected participating organizations concerning the definition of “non-staff personnel”.

Table 1  
**Definition of “non-staff personnel”**

Organization	Definition
United Nations Secretariat	Non-staff personnel are defined as individuals performing services in a direct or other agreed relationship with the organization, other than through a letter of appointment under the Staff Rules and Regulations.
United Nations Development Programme (UNDP)	UNDP defines non-staff personnel in the broadest sense as any individual providing services to UNDP against remuneration or a fee who is not appointed under the United Nations Staff Regulations and Rules.
Food and Agriculture Organization of the United Nations (FAO)	Non-staff personnel are not staff members of the organization and are considered as “other personnel” employed by the organization. There are different types of contracts for “non-staff personnel”.
International Civil Aviation Organization (ICAO)	Provide expertise and perform specialized functions specific to project requirements, which are clearly identified in the project document(s).
International Telecommunication Union (ITU)	Although there is no specific definition at ITU, “non-staff personnel” corresponds to any personnel engaged in work with the organization, which is not subject to the Staff Regulations and Staff Rules.
United Nations Population Fund (UNFPA)	While the term “non-staff personnel” is not formally defined, it is understood to include all individuals employed by UNFPA who are not holding staff appointments, i.e. permanent, fixed-term or temporary appointments.
Universal Postal Union (UPU)	“Non-staff personnel” shall refer to individuals who are not defined as “staff members” covered by or subject to the UPU Staff Regulations and Rules.
Joint United Nations Programme on HIV/AIDS (UNAIDS)	A definition is outlined under each type of non-staff contract. UNAIDS refers to non-staff personnel as “affiliate workforce”.
United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)	The individual service provider shall be considered as having the legal status of an independent contractor and shall not be considered in any respect as being a staff member, employee or agent of the Agency. The individual service provider is neither a “staff member” under the Staff Regulations of the Agency nor an “official” for the purposes of the Convention on the Privileges and Immunities of the United Nations.
United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women)	“Affiliate personnel” means those personnel engaged by UN-Women to perform services for UN-Women, whose contractual relationships are not governed by letters of appointments subject to the Staff Regulations and Rules of the United Nations, including independent contractors (which include special service agreement holders, service contract holders, personnel services agreement holders and consultants), personnel engaged on a non-reimbursable loan agreement, United Nations Volunteers, fellows and interns.

Source: Responses by participating organizations to the JIU questionnaire.

29. The implementation of the following recommendation will help to strengthen coherence and harmonization across the United Nations system organizations.

**Recommendation 2**

**The executive heads of the United Nations system organizations should, by the end of 2025, adopt the following as a common system-wide definition of all categories of contract holders who are not considered staff: “Any individual engaged by a United Nations system organization to perform work or services for a limited period of time or for a period of time tied to a specific project, and whose contractual relationship is not governed by a letter of appointment subject to the staff regulations and rules of the respective organization.”**

**B. Reasons for the use of non-staff personnel across the United Nations system**

*Key finding: the main reasons for the use of non-staff personnel across the United Nations system are the relative flexibility and lower cost implications compared with staff contracts*

30. In order to better understand why non-staff contracts have become more predominant within the United Nations system organizations, the Inspectors requested the organizations to provide the main financial and non-financial benefits of engaging non-staff personnel instead of regular staff. As already indicated in the 2014 JIU report,<sup>12</sup> the participating organizations that responded to the JIU questionnaire and the officials interviewed maintained that flexibility, cost-effectiveness, budgetary constraints, personnel shortages and unpredictable funding were the primary reasons for hiring non-staff personnel.

31. Based on literature on the subject, there are actually three main reasons why organizations use non-staff (or non-standard) personnel: (a) flexibility advantages, as non-staff personnel can be deployed in different jobs, at different locations and with short notice; (b) cost advantages, since non-staff personnel are often paid less than regular staff; and (c) technological changes that enable non-standard work.<sup>13</sup>

32. **Flexibility.** Organizations use non-staff personnel to realize functional flexibility. According to the responses to the JIU questionnaire, functional flexibility enables organizations to make swift adjustments on matters such as employee hiring, termination of contracts, compensation, benefits and entitlements, and working conditions. Human resources capacity can be engaged effectively at short notice to assist the organization in dealing with periodic demands or variations in the labour supply. Hiring managers interviewed asserted that non-staff contracts enabled the organizations to rapidly respond to global, unpredictable and emergency situations. Unlike staff contracts, the recruitment process for non-staff contracts is much faster and requires less administrative effort. Some hiring managers in field offices also stated that substantial authority had been delegated to them to recruit and manage local personnel on non-staff contracts.

33. In short, the ability to contract human resources capacity on a temporary basis provides organizations with operational flexibility as it enables them to adjust their workforce swiftly and as necessary. In response to the question about the non-financial benefits of using non-staff contracts, the United Nations Development Programme (UNDP) confirmed the above assumption as follows:

“The majority of UNDP’s non-staff personnel is hired for project delivery purposes in country offices, as such, a framework which is flexible, adaptable to local circumstances and generally keeps personnel attached to their local context is preferable and facilitates reintegration into the local workforce when the project ends.

<sup>12</sup> JIU/REP/2014/8, para. 34.

<sup>13</sup> Adapted from Elizabeth George and Prithviraj Chattopadhyay, “Non-standard work and workers: organizational implications”, Conditions of work and employment series No. 61, International Labour Office, Inclusive Labour Markets, Labour Relations and Working Conditions Branch (Geneva, 2015).

Furthermore, non-staff personnel modalities enable UNDP to be more responsive in establishing and running projects. The use of non-staff personnel modalities also creates additional flexibility in areas such as recruitment, speed, ease of administration and corresponding nimbleness in project delivery and the expectations of donors.”

34. **Cost-effectiveness.** Cost implications play an influential role in the use of non-staff personnel. This is because non-staff personnel cost less than staff members as they are not entitled to the social benefits that are provided to staff members, such as retirement benefits, medical insurance, parental leave, annual leave and sick leave, as well as other benefits (depending on category and/or expatriate status), such as rental subsidy, education grant and home leave. In situations where benefits are provided in non-staff contracts, they are usually less costly and less extensive than those provided to staff members. In addition, non-staff contracts do not entail long-term commitments and liabilities for the organizations, such as home leave, education grant, after-service health insurance, relocation allowance and retirement pension. There is also the flexibility of adjusting remuneration levels downward for non-staff contracts, which is difficult with staff contracts. This was corroborated by FAO in its response to the question about the financial benefits of using non-staff contracts, as follows:

“Non-staff personnel can be hired/renewed depending on the available budget. They are less expensive than staff given there is no provision for organization participation in pension plans, nor are there dependent benefits given by the organization. Other than National Project Personnel (NPP), non-staff contracts do not receive paid leave. All represent overall reduction in cost versus those of staff members. Recruiting non-staff personnel is an economical alternative to creating professional posts to meet temporary programme delivery requirements.”

35. Resource constraints (both human and financial) require that organizations do more with less. However, the Inspectors caution that flexibility and cost advantages should not be overarching considerations for the use of non-staff personnel. What is important in the long term is productivity and the sustainability of the organizations.

36. **Unpredictability of funding flow.** The information received from the participating organizations indicate that the use of non-staff personnel is more extensive in organizations where programmes and projects are financed through extrabudgetary funding. However, UNOPS is the exception in this regard, as it has a self-financing business model and does not receive voluntary contributions.

37. During the interviews, some hiring managers explicitly stated that, owing to zero growth in the regular budget, organizations had become more reliant on extrabudgetary funding, which comes with stringent conditions on staff contracts. They stressed that the unpredictability of funding made it difficult for organizations to make long-term staffing commitments, hence the overuse of non-staff contracts. There was also the perception that extrabudgetary resources distorted the priorities of the United Nations system and the recipient countries. This means that the priorities set by organizations that depend more on voluntary funding are not sufficiently funded.

38. The nexus between the unpredictability of funding and the growing trend in the use of non-staff personnel was aptly captured by the World Health Organization (WHO) in 2021:

“The external sourcing of expertise in WHO is increasing over time and non-staff contracts account for a significant proportion of the total workforce. ... Due to limited human resource capacity, particularly at country and regional levels, the Organization relies heavily on outsourced expertise, particularly during protracted emergencies and humanitarian crises, to respond to countries’ needs in a timely and efficient manner.

...

[The] lack of available technical capacity within the Organization has also been due to the Organization’s funding model – the lack of predictable, flexible and sustainable financing and the Organization’s high dependence on voluntary contributions compromises the full implementation of biennial workplans and the Country Cooperation Strategies/Biennial Collaborative Agreements. The financial constraints

under which many budget centres operate result in them opting for cheaper outsourced short- or medium-term contractual arrangements rather than the more sustainable long-term solution of recruiting staff. ...where funds are available to recruit staff, the longer recruitment procedure for hiring staff as compared with the timeliness of delivery under outsourcing arrangements serves as another significant dissuasive factor.”<sup>14</sup>

39. These findings by WHO are illustrative of the challenges and predicament faced by many participating organizations that are largely dependent on voluntary contributions. It is therefore evident that inadequate funding and growing reliance on extrabudgetary funding have, to a large extent, contributed to the increased use of non-staff personnel within the United Nations system organizations. The difference between staff and non-staff personnel has therefore become progressively obscure as the organizations have been faced with the pressures of delivering on their expanded mandates with declining resources owing to the adopted concept of zero growth in relation to the regular budget. It is inevitable that, as long as many organizations are overly dependent on voluntary contributions, non-staff personnel will continue to increase and become a permanent workforce within the United Nations system organizations. It is therefore vital that a sustainable solution to this predicament is found.

#### **Positive aspects for non-staff personnel**

40. Although non-staff personnel are faced with multifarious challenges relating to job insecurity and social security coverage, there are also positive aspects for this workforce. Several non-staff personnel interviewed expressed appreciation that non-staff contracts provided them with a good entry point to pursue careers in the United Nations system. They also stated that non-staff contracts had provided them with opportunities for professional development and experience. While most expressed that their long-term aspiration was to obtain a staff position, they understood that there was a funding issue, and that organizations could not offer them long-term contracts. Interestingly, some non-staff personnel seemed to be content with short-term contracts, stating that they offered higher take-home salaries compared with staff contracts. Several international consultants interviewed also stated that they preferred their consultancy status over staff positions owing to the attractive package and flexibility to work from anywhere.

### **C. Level of use of non-staff personnel across the United Nations system**

*Key finding: organizations that largely depend on extrabudgetary funding have comparatively more non-staff personnel than regular staff*

41. The labour market has undergone rapid transformation and this has given rise to new forms of employment relationships based on flexibility and cost-effectiveness. The responses provided by the participating organizations to the JIU questionnaire revealed that the increasing flexibility of the labour market and emphasis on cost considerations have resulted in an increase in the use of non-staff personnel across the United Nations system organizations. Consequently, non-staff personnel constitute a significant portion of the workforce of the United Nations system organizations. It is therefore germane to say that the rise in the use of non-staff personnel represents a major transformation in the United Nations’ human resources deployment strategy.

#### **Ratio of non-staff personnel to total workforce (staff and non-staff personnel)**

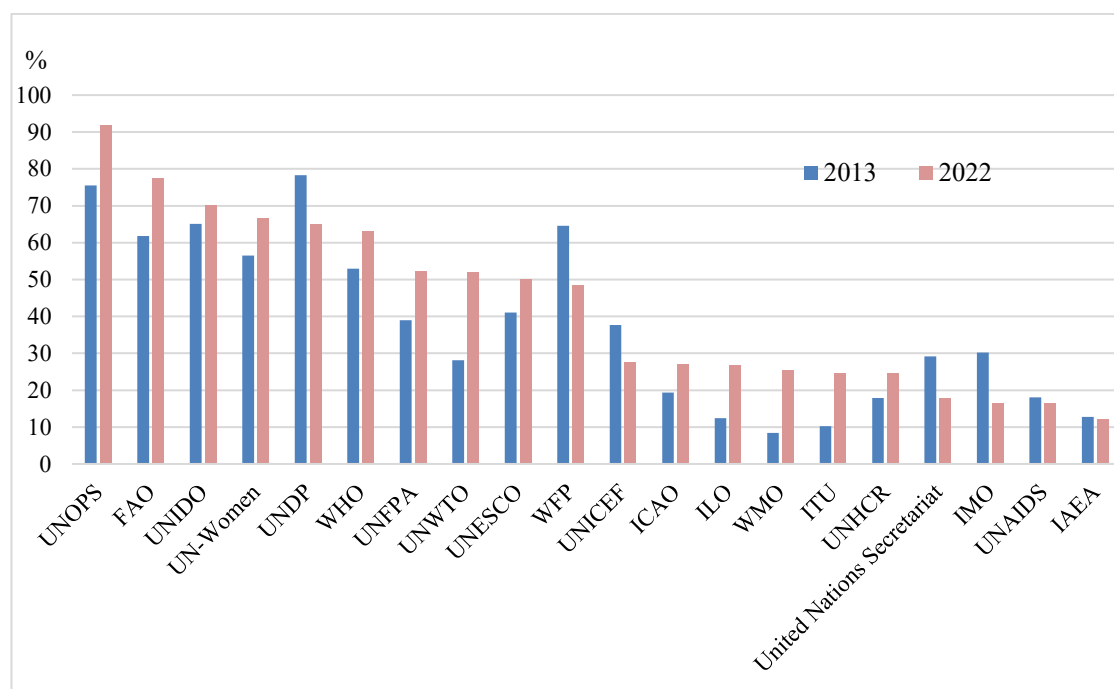
42. Figure I illustrates the percentage of non-staff personnel in the workforce of the United Nations system organizations. The aggregate of non-staff contracts within the United Nations system for the year 2021 represented approximately 41 per cent of the total workforce, and approximately 43 per cent in 2022 (see annex II). While these percentages

<sup>14</sup> See WHO Evaluation Office, “Evaluation of the use of consultants and agreements for performance of work by WHO”, vol. 1: report (November 2021).

are a slight decrease from 2013, when about 46 per cent of the workforce were non-staff personnel, it should be noted that the 2022 figure does not include non-staff personnel in the United Nations Secretariat, the United Nations Office on Drugs and Crime (UNODC) or the Universal Postal Union (UPU), as the respective organizations did not provide the data requested.

Figure I

**Percentage of non-staff personnel in total workforce by United Nations system organization**



Source: For 2013 data, JIU/REP/2014/8; for 2022 data, responses to JIU questionnaire by participating organizations.

Note: Owing to the unavailability of data, 2021 data is used for the United Nations Secretariat.

43. Overall, programme- and project-oriented participating organizations are heavily dependent on extrabudgetary funding and therefore tend to use more non-staff personnel than regular staff. As depicted in annex II, as of the end of December 2022, the proportion of non-staff personnel at FAO, the United Nations Environment Programme (UNEP), UNESCO, the United Nations Population Fund (UNFPA), the United Nations Human Settlements Programme (UN-Habitat), the United Nations Industrial Development Organization (UNIDO), UNOPS, UN-Women, the World Tourism Organization (UNWTO) and WHO ranged from 50 to 91 per cent of their respective workforces. The percentages represent an increase compared to the figures as at the end of March 2013. UNWTO recorded the highest increase in non-staff personnel, from 28 per cent in 2013 to 52 per cent as at the end of December 2022.

44. Among the organizations, UNOPS has the highest number of non-staff personnel (around 91 per cent of its workforce as at the end of December 2022). However, it should be noted that UNOPS is exceptional in this regard given the uniqueness of its business model as a service provider – a central resource in the United Nations system for procurement and infrastructure. Its services are non-programmatic, project based, demand driven and self-financed.<sup>15</sup> UNOPS relies on the services of individual contractor agreement holders as its main human resources capacity for delivering on its core mandate. The nature of work under an individual contractor agreement is mostly continuous, which explains why UNOPS

<sup>15</sup> Multilateral Organisation Performance Assessment Network (MOPAN), *United Nations Office for Project Services (UNOPS) 2020 Assessment Cycle*, MOPAN assessment report (October 2021).

has the highest number of non-staff personnel. In its update briefing to the Executive Board in August 2023, UNOPS acknowledged that,

“the boundary between the core organization structure and project roles has blurred, creating a number of workforce management challenges, including:

- Over reliance on individual contractor agreement to engage personnel;
- Uncertainty for personnel engaged on individual contractor agreement contracts, contributing to organizational cultural issues; and
- Talent management challenges, including barriers to mobility that limit the organization’s ability to fill key positions quickly and retain high performing talent.”<sup>16</sup>

45. Taking into consideration these challenges, the United Nations Board of Auditors, in 2022, recommended that UNOPS “list clearly in its rules the positions that entail ‘inherently United Nations activities’ and must be filled by staff members to ensure that staff members remain the core human resources of the organization.”<sup>17</sup>

46. The growing trend of using non-staff personnel was recognized by WHO in its 2022 human resources annual report, as follows:

“Regarding other contractual arrangements, the number of consultants and individuals on agreements for performance of work increased from 1674 full-time equivalents in January–December 2020 to 2107 in January–December 2021. At the same time, the number of individuals hired on special services agreements increased from 4408 in January–December 2020 to 5239 in January–December 2021.”<sup>18</sup>

47. The substantial increase in the number of non-staff personnel indicates that recommendation 3 of the 2014 JIU report has not been fully implemented. In that recommendation, JIU called upon the executive heads of the United Nations system organizations to “review the use of non-staff personnel with a view to identifying long-serving non-staff personnel under a de facto employment relationship and establish a plan (short- to medium-term) to terminate the inappropriate prolonged use of non-staff personnel”.<sup>19</sup>

48. Non-staff personnel in other participating organizations <sup>20</sup> represent less than 50 per cent of their total workforce. Based on the data provided by the participating organizations, the majority of non-staff personnel are deployed in the field offices of these organizations. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) has the lowest percentage of non-staff personnel (1.24 per cent of workforce),<sup>21</sup> despite the fact that it is one of the largest United Nations programmes and is funded almost entirely by voluntary contributions.

49. Although non-staff contracts within the United Nations system organizations are generally on the rise, some organizations, such as WFP and UNDP, have registered notable progress in reducing the number of non-staff personnel. WFP attributed the significant reduction to the comprehensive review of existing contractual modalities that it conducted in 2021. This comprehensive review, which was in line with the above-mentioned recommendation 3 of the 2014 JIU report, enabled WFP to reduce its non-staff ratio from 64.61 per cent in 2013 to 48 per cent as at the end of December 2022. UNDP reduced

<sup>16</sup> See UNOPS, “Update briefing to the Executive Board: comprehensive review of contract modalities across UNOPS”, August 2023, p. 1.

<sup>17</sup> A/77/5/Add.11, para. 206.

<sup>18</sup> WHO, Human resources: annual report, A75/31, May 2022, para. 5.

<sup>19</sup> JIU/REP/2014/8, p. 21.

<sup>20</sup> IAEA, ICAO, ILO, IMO, the International Telecommunication Union (ITU), UNAIDS, the United Nations Conference on Trade and Development (UNCTAD), UNHCR, the United Nations Children’s Fund (UNICEF), UNWTO, the World Intellectual Property Organization (WIPO) and the World Meteorological Organization (WMO).

<sup>21</sup> This percentage does not include daily paid workers, who are complementary personnel that UNRWA engages on a daily basis for temporary and time-limited assignments.

non-staff contracts from 78.32 per cent in 2013 to 64.99 per cent as at the end of December 2022.

50. The milestone that WFP has achieved is in line with the statement contained in its staffing framework:

“Given the unpredictable nature of humanitarian needs and funding, WFP needs contractual flexibility to meet short-term demands, including in emergency situations. However, affiliate employees should not be engaged as an alternative to the hiring of a staff member and the use of affiliate contractual modalities must be strictly limited to temporary, timebound services or expertise needs.”<sup>22</sup>

51. The WFP staffing framework also provides that “any position that was initially required on a short- or medium-term basis but is eventually required for more than four years must be regularized as a fixed-term post within the organizational structure and competitive selection must take place”.<sup>23</sup> In essence, WFP has underscored the criteria and parameters for using non-staff personnel in the United Nations system organizations. For its part, UNDP pointed out in its response to the JIU questionnaire, that “non-staff personnel are mostly engaged to support the execution and implementation of projects or implement functions that are not of a continuous nature. UNDP non-staff modalities are also used for activities that would normally be outsourced (e.g. information technology, security, drivers), but where no local options for such outsourcing are available”. In other words, non-staff personnel complement the organization’s human resources.

52. However, the review found that non-staff personnel are increasingly made to perform staff functions of a continuous nature, without the provision of social benefits similar to what UNOPS provides in its long-term individual contractor agreements. Many organizations are of the view that the misuse of non-staff personnel can be avoided only if funding for staff positions is improved.

53. Therefore, the Inspectors consider it essential that participating organizations regularly review their contractual modalities to identify critical positions of a continuous nature, for which the establishment of staff positions might be possible, funds permitting. This would help to reduce the number of non-staff contracts to an acceptable level and avoid situations where non-staff personnel are made to perform staff functions of a continuous nature without the social benefits normally associated with staff contracts.

54. The setting and implementation by UNHCR of an acceptable ratio of non-staff to regular staff when engaging affiliates is good practice. Its administrative instruction on managing affiliate workforce provides as follows:

“The ratio between UNHCR regular staff positions and affiliate workforce must remain such that hiring entities must ensure that the ratio provides adequate continuity and stability of the operation. Where hiring entities have a need to complement their staffing with affiliate workforce, they are encouraged to observe, to the extent possible, an indicative ratio of 70/30 (staff/affiliates). This ratio should also be applicable at the overall UNHCR level.”<sup>24</sup>

55. Most of the individuals interviewed for the review described the situation in which the number of non-staff personnel exceeded the number of staff members as unhealthy and untenable in the long term. The same concern was raised in cases where extrabudgetary resources substantially exceeded assessed contributions. Furthermore, they stated that overreliance on non-staff personnel had the potential to affect the productivity and sustainability of the organizations in the long term.

56. The Inspectors share the same sentiments and wish to underscore the imperative of finding a sustainable solution to address the challenges associated with budget resources and overreliance on extrabudgetary funding.

<sup>22</sup> WFP Staffing Framework, Executive Director’s circular OED2021/017, para. 21b; see also, WFP Staffing Framework transition period, Executive Director’s circular OED2022/028.

<sup>23</sup> WFP, Executive Director circular OED2021/017, para. 26.

<sup>24</sup> UNHCR, Administrative instruction on managing affiliate workforce, UNHCR/AI/2020/7, para. 24c.



57. UNHCR provides an important benchmark in terms of guarding against the misuse of non-staff personnel:

“The affiliate schemes are designed to provide flexibility to meet short-term and temporary needs, and following this principle, an individual should not be engaged on such contract for a long period. Hiring entities and managers must take into account the wellbeing of the affiliates and seek alternative solutions, including regularizing the functions under staff positions. In order to avoid long service of affiliates, they should carefully analyze the continued operational needs and composition of the entire workforce in the operation.”<sup>25</sup>

58. In response to the question asked during the interviews as to whether non-staff personnel were part of the organizations’ workforce planning, some organizations, such as FAO, UNDP, UNESCO, UNOPS, UNWTO, WFP and WHO, responded in the affirmative. The interviewees emphasized the need to consider the functions and duration of non-staff contracts, as well as the contextualized staffing requirements for emergencies and complex situations. The inclusion of non-staff personnel as part of workforce planning has been made easier by the fact that most organizations have now placed the management of non-staff personnel under their human resources management divisions.

59. The following recommendation will ensure effective control of and compliance with non-staff contractual modalities and policies within the United Nations system organizations.

### **Recommendation 3**

**The executive heads of the United Nations system organizations should conduct periodic reviews of their non-staff contractual modalities with a view to identifying critical positions of a continuous nature for the possible establishment of staff positions, funds permitting.**

## **D. Risks associated with the misuse of non-staff personnel**

*Key finding: misuse of non-staff personnel presents myriad risks for the United Nations system organizations*

60. Non-staff personnel are a valuable resource within the overall United Nations system workforce, as they perform a wide range of functions. They provide organizations with the flexibility to acquire external expertise for short durations. It is therefore essential that this important resource is properly managed in order to derive maximum benefits.

61. The misuse of non-staff personnel is rampant within the United Nations system. The effect of the misuse of non-staff is multifaceted and has significant ramifications for the organizations and for both staff and non-staff personnel. At the macro level, these challenges relate to overreliance on extrabudgetary funding, lack of an overarching framework for the use of non-staff personnel and lack of implementation of applicable policies and contractual modalities. Overall, the misuse of non-staff personnel is a reputational risk for the United Nations system as a model employer that is expected to practice the values that it prescribes to member States.

### **Impact on the organizations**

62. Owing to the short duration of non-staff contracts with less attractive packages compared with staff contracts, hiring and retaining good quality non-staff personnel are major challenges for many organizations. Short-term contracts and job insecurity have given rise to high turnover and the lack of a stable and motivated workforce. Regular staff feel uneasy working side by side with non-staff personnel, while non-staff personnel feel unappreciated and consider themselves second-class employees. Moreover, the fact that the organizations

<sup>25</sup> Ibid., para. 27.

offer different remuneration packages has led to unnecessary competition within the system, as non-staff are continually looking for better job opportunities.

63. Some of the risk areas identified during the review are as follows:

- Loss of reputation because of unfair labour practices
- High turnover affecting productivity
- Loss of institutional memory owing to increased use of temporary workforce
- Losing strategic focus and control of core functions owing to increased use of non-staff personnel
- Loss of organizational culture owing to high ratio of non-staff to regular staff
- Potential abuse of authority on matters relating to non-staff personnel owing to lack of internal justice mechanisms
- Potential abuse, exploitation and harassment of non-staff personnel by their supervisors owing to their dependence on the supervisors for contract renewal.

64. The mandatory break-in-service clause for many organizations was found to be disruptive in terms of programme or project delivery, and it also impacts negatively on the well-being of the non-staff personnel. In the case of international consultants, for example, they would have no salary for one month and no legal status to stay in the country. In response to the question on what challenges they were confronting in the management of non-staff personnel, one hiring manager responded in an interview as follows: the “policy of contract breaks without payment is an issue. For us, it doesn’t make sense from a practical viewpoint. We are simply told to plan well ahead. This mandatory break is very problematic. Consultants do not have paid leave. They don’t have a choice. There should be flexible arrangements.” Some hiring managers interviewed suggested that the policy be reviewed.

65. Another key challenge cited by several organizations is ensuring that non-staff personnel do not perform staff functions of a continuous nature for extended periods of time. This viewpoint was well expressed in the WHO evaluation report of as follows:

“Where the flexibility oversteps the limit is when consultants are contracted to perform functions of staff members of the organization, and this for extended periods of time, which could eventually lead to the organization losing oversight of core functions and services if they are increasingly transferred to a temporary workforce. Such situations lead to the formation of two parallel workforces with different rights and entitlements and result in significant frustration, causing tension and low morale among the workforce”.<sup>26</sup>

66. In response to the question on challenges and obstacles associated with the use of non-staff personnel, FAO stated that:

“The significant role of the non-staff personnel sometimes creates false expectations and friction in the workplace as the non-staff personnel consider their tasks and responsibilities are comparable to those of the staff members without having equal benefits for equal work.”

67. This ultimately affects organizational productivity and long-term sustainability. Some participating organizations described the situation where non-staff personnel outnumber staff members as detrimental to organizational performance.

### **Impact on non-staff personnel**

68. Challenges confronting non-staff personnel are many and varied. The extent of the challenges differs as organizations offer different remuneration packages and entitlements. Generally, non-staff personnel have fewer benefits and limited career progression

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<sup>26</sup> See WHO, “Evaluation of the use of consultants”, vol. 1, November 2021, p. iii.

opportunities compared with staff members. With reference to the disparities in the conditions of service, several interviewees expressed the view that the remuneration packages and entitlements of non-staff personnel should be uniform among the United Nations system organizations. Some of the challenges mentioned by the non-staff personnel interviewed were job insecurity, lack of social security, lack of career progression and lack of training and development. The main challenges facing non-staff personnel were summed up by one staff association as follows:

“The situation of our colleagues under non-staff contracts is precarious and has repercussions on both their financial situation and well-being. They do not have employment security and have to constantly go through the stress of whether their contract will be renewed or not. Moreover, there is no obligation for the administration to provide a reason for not renewing their contract, which is very disadvantageous compared to their colleagues on fixed-term contracts, which may only be terminated on specific grounds. Furthermore, non-staff personnel are often compelled to perform duties outside their job description for fear of non-renewal of their contracts. They are also not entitled to benefits such as United Nations pension and health insurance, which creates a sense of inequality, especially for those who have been in the organization for many years. Finally, they cannot participate in mobility exercises and thus have far fewer opportunities for career development and advancement than their colleagues. Globally, they feel a lack of recognition on the part of the organization, which can also impact how the organization is perceived as an employer in the job market.”<sup>27</sup>

69. Generally, the misuse of non-staff contracts has a serious impact on the well-being of non-staff personnel and their families, especially those engaged on prolonged short-term contracts without the provision of social benefits.

<sup>27</sup> Response to the JIU supplementary questionnaire.

### III. Policies and practices on non-staff personnel and related contractual modalities

#### A. Overview of non-staff contractual modalities

*Key finding: many organizations have developed policies and contractual modalities to guide the use of non-staff personnel, but implementation is lacking, thus the principle of an employment relationship is disregarded*

#### **The employment relationship: a determining factor for the use of staff and non-staff personnel**

70. The 2014 JIU review recommended that the executive heads of the United Nations system organizations should revise their non-staff policies, including the definition of non-staff and the criteria for the use of non-staff personnel, by using the employment relationship principle in accordance with the relevant labour recommendations of the International Labour Organization (ILO).<sup>28</sup>

71. According to ILO recommendation No. 198 (2006), the main criterion to use when deciding between staff and non-staff contracts is the “employment relationship”. If the work requires an employment relationship, then it should be a staff contract; if the work to be performed entails an independent contractor relationship, it should be a non-staff contract.<sup>29</sup>

72. The employment relationship is a legal notion that is used in many countries to refer to the relationship between an “employee” (frequently referred to as a “worker”) and an “employer”, for whom the “employee” performs work under certain conditions in return for remuneration. It is through the employment relationship, however defined, that reciprocal rights and obligations are created between the employee and the employer. The employment relationship has been and continues to be the main vehicle through which workers gain access to the rights and benefits associated with employment in the areas of labour law and social security. It is the key point of reference for determining the nature and extent of employers’ rights and obligations towards their workers.<sup>30</sup>

73. Some legal systems rely on certain indicators to identify whether or not the relevant factors are present to determine the existence of an employment relationship. These indicators include the extent of integration in an organization, who controls the conditions of work, the provision of tools, materials or machinery, the provision of training and whether the remuneration is paid periodically and constitutes a significant proportion of the worker’s income.<sup>31</sup>

74. While many organizations have developed policies and contractual modalities to guide in the management of the use of non-staff personnel, it was apparent from the interviews conducted and the responses to the questionnaire that the employment relationship principle is not properly applied as a criterion for determining which contractual modality to use. For instance, in some organizations,<sup>32</sup> non-staff personnel perform core staff functions of a continuous nature on extended short-term contracts under a de facto employment relationship. They normally work on the organization’s premises and are given a monthly remuneration. Some non-staff personnel have been working for more than five years under different types of continuous contracts with defined periods, without the provision of the associated social benefits.

75. One report refers to non-staff personnel as “non-standard” workers, and provides a useful list of categories of such workers with an explanation of how they differ from

<sup>28</sup> JIU/REP/2014/8, recommendation 1.

<sup>29</sup> See JIU/REP/2012/5, para. 36.

<sup>30</sup> International Labour Conference, “The employment relationship”, report V(1) of its 95th session, (2006), para. 5.

<sup>31</sup> Ibid, para. 28.

<sup>32</sup> FAO, ICAO, ITC, UNEP, UNESCO, UNFPA, UN-Habitat, UNICEF, UNIDO, UN-Women, UNWTO, WFP, WHO and WIPO.

“standard” workers, or regular staff. From this perspective, there are three broad groups of non-staff personnel: (a) those who have a limited temporal attachment to the organization, such as temporary and part-time workers; (b) those with limited physical attachment to the organization, such as teleworkers or those who work at home; and (c) those with limited administrative attachment to the organization, such as those who are employed through labour intermediaries or who are independent contractors. These workers differ from standard workers (regular staff) who have fixed hours of work, work on indefinite contracts, at a fixed location of work and under the direct administrative control of their employer.<sup>33</sup>

76. It is the Inspectors’ considered view that, in cases where the business model of an organization makes it inevitable for non-staff personnel to perform functions of a continuous nature, they should be paid the associated social benefits and entitlements. As illustrated in annex III, and in paragraph 132 below, several organizations do provide social benefits to holders of service contracts.

77. Many officials interviewed acknowledged that the prevailing practice was equivalent to an employment relationship and thus not in keeping with the spirit of decent work for all, as promoted by ILO, which defines decent work as “productive work in which rights are protected, which generates an adequate income, with adequate social protection. It also means sufficient work, in the sense that all should have full access to income-earning opportunities. It marks the high road to economic and social development, a road in which employment, income and social protection can be achieved without compromising workers’ rights and social standards”.<sup>34</sup> Since its conception by ILO in 1999, decent work has become a reference point for international organizations, as evidenced by its adoption by the General Assembly in September 2015 as an integral component of the 2030 Agenda for Sustainable Development. Decent work is provided for under Sustainable Development Goal 8.

78. Through its individual contractor agreements, UNOPS has demonstrated its commitment to the employment relationship principle. Its People and Culture Group has undertaken to ensure that individual contractor agreements offer competitive benefits and entitlements and are fully aligned with internationally recognized labour standards and principles.<sup>35</sup>

79. It is the Inspectors’ view that strict enforcement of the terms and conditions of policies on the use of non-staff personnel and related contractual modalities will prevent the misuse of non-staff personnel.

### Non-staff contractual modalities

80. The contractual modalities used by the participating organizations vary from one organization to another and are normally dictated by the business model of the respective organization and the nature of its work. There are also various types of non-staff contractual modalities and their terms and conditions differ across the organizations. The most common types of non-staff contractual modalities across the United Nations system organizations are consultants, individual contractors, United Nations Volunteers and service contracts, and big and project-oriented organizations offer many different types of non-staff contractual modalities (see annex I).

81. Close examination of the policy documents on contractual modalities showed that the criteria used by the United Nations system organizations differed across the organizations. Some policy documents are silent on criteria for determining which contractual modality to use. **The Inspectors found the UNDP Guide on using contractual modalities<sup>36</sup> to be good practice, and suggest that other organizations consider adopting it.** Table 2 illustrates the criteria used by UNDP for determining which contractual modality to use.

<sup>33</sup> Elizabeth George and Prithviraj Chattopadhyay “Non-standard work and workers: organizational implications”, p. 2.

<sup>34</sup> ILO, Report of the Director General on decent work, International Labour Conference, 87th session, Geneva, June 1999.

<sup>35</sup> See UNOPS, “Update briefing to the Executive Board”, p. 7.

<sup>36</sup> UNDP, Guide on using contractual modalities, January 2023.

Table 2  
Criteria used by UNDP for determining which contractual modality to use

Criteria	Factors to be considered
1. Staff versus non-staff personnel: does the function require the incumbent to be a staff member or not?	<p><b>When should this be a staff position?</b></p> <p>Staff contractual modalities must be used for functions that are of an inherent nature. They are also used for functions of a continuous nature. Staff modalities should be used as temporary replacements for ... staff positions when the incumbent is on extended leave (such as parental leave or long-term sick leave) or for seasonal or peak workloads.</p> <p><b>When should this be a non-staff position?</b></p> <p>If a function is neither of an inherent nature nor a continuous nature or specifically linked to a project, a non-staff position should normally be the default.</p>
2. Long term versus short term: what is the projected duration of the function?	Once it has been determined whether the function should be filled utilizing a staff or non-staff modality, the duration of the contract can help determine what would be the appropriate contractual modality within these categories to utilize.
3. Professional versus General Service level: what is the level of the function?	<p>The two categories, Professional and General Service, are applicable to both staff and non-staff contract modalities, including United Nations Volunteers, and are defined as follows:</p> <p><b>Professional level</b></p> <p>Includes roles involving managerial, conceptual, analytic, evaluative, scientific and technical or work at a level that requires academic and, in addition for some roles, professional qualifications at the university level.</p> <p><b>General Service level</b></p> <p>Support work that is administrative, clerical, procedural or operational in nature and ranges from transactional or standardized functions to those directly supporting professional staff or tasks which may be complex and para-professional. The performance of general service work often requires post-secondary education and technical or administrative training.</p>
4. Internationally recruited versus locally recruited: does the function require international or local expertise?	<p><b>Local functions</b></p> <p>General Service level functions, whether staff or non-staff, are considered local and filled on the basis of candidates within commuting distance of the duty station who are legally allowed to reside and work in the country of the duty station. Functions at the Professional level can also be designated as local if they either do not require specialized international expertise and experience or local knowledge and expertise is necessary to successfully perform in the position. In the case of National Professional Officers, only nationals of the country of the duty station may be hired. National Professional Officers are principally used in programme countries. As these personnel are sourced locally, their compensation and benefits packages are based on the local job market. Local functions are the default for most regular functions ... in regular working contexts in field locations, as they contribute to the building of national capacities.</p> <p><b>International functions</b></p> <p>Apart from the Resident Representative and Deputy Resident Representative, there may be other functions that require an independent stance from the national context, political or local neutrality, international expertise across different contexts, or technical expertise that is unlikely to be found within the national capacity. In this case, a candidate would be hired with international status to perform these functions. Such candidates are sourced globally and their compensation and benefits packages are benchmarked against a global expatriate labour force.</p>

Source: UNDP, Guide on using contractual modalities.

82. As mentioned in paragraph 80 above, there are various types of non-staff contractual modalities and their terms and conditions differ across the organizations. However, non-staff contractual modalities can be clustered into two major groups: (a) consultancy-type contracts, and (b) service-type contracts.<sup>37</sup>

### **Consultancy-type contracts**

83. A consultancy-type contract is normally a short-term contract and is used when the required expertise is not available within the organization. Generally, it includes compensation as a lump sum or a daily rate and is based on deliverables. This type of contract usually has limited social benefits. While the consultancy contract is common among United Nations system organizations, some organizations use different terminology. For instance, ILO refers to consultants as external collaborators.

84. According to information received in the interviews and the responses to the questionnaire, the contractual modality for consultancy-type work is well understood by many organizations and implemented without difficulty. As recommended by JIU in the 2012 report<sup>38</sup> on the review of individual consultancies in the United Nations system, many organizations have developed policies and contractual modalities that outline the conditions and procedures for contracting the services of consultants. While there are a few cases where organizations use this modality for long-term contracts, many organizations use it for short-term contracts, in line with the established policies.

85. In his November 2020 report to the General Assembly on the composition of the United Nations Secretariat,<sup>39</sup> the Secretary-General stated that a total of 26,226 consultants and individual contractors had been engaged in the 2018–2019 biennium. Although that represented a slight decrease compared with the 2016–2017 biennium, the trend in later years showed that the number of consultants used was on the increase. For instance, the number of consultants in the United Nations Secretariat increased from 8,563<sup>40</sup> in the 2018–2019 biennium to 11,201 in the 2020–2021 biennium (an increase of 31 per cent).<sup>41</sup>

86. In its resolution 67/255 of 12 April 2013, the General Assembly again requested the Secretary-General to submit proposals, as necessary, for the establishment of posts in areas where consultants were frequently hired or rehired for a period of more than one year (para. 68). In resolution 74/262, the General Assembly reiterated that the use of consultants should be kept to a minimum and that the Organization should use its in-house capacity to perform core activities or to fulfil functions that were recurrent over the long term (para. 23). This has also been a recurring recommendation of the United Nations Board of Auditors.

87. Although the consultancy-type modality is well understood, the review established that the misclassification or incorrect use of the contract modality has been a persistent problem in some participating organizations (e.g. FAO, ITC and WHO). For instance, some organizations have engaged inexperienced graduates in areas such as human resources, procurement, finance, information and technology, as consultants.

88. This observation was emphasized in the WHO evaluation report on the use of consultants and Agreements for Performance of Work, as follows: “Although initiatives to rejuvenate the workforce are to be encouraged, care needs to be taken to avoid practices such as the recruitment of interns or individuals at the start of their careers to consultant positions, as this runs counter to the definition of a consultant as a ‘professional, specialist, expert or recognized authority in a specific field’”.<sup>42</sup>

89. The review found that some organizations do not draw a distinction between individual consultants and other non-staff personnel, especially individual contractors. Administrative instruction ST/AI/2013/4 of the United Nations Secretariat contains useful definitions of consultant and individual contractor (see table 3), which may serve as an important benchmark for other organizations.

<sup>37</sup> See JIU/REP/2014/8, para. 96.

<sup>38</sup> JIU/REP/2012/5, recommendation 2.

<sup>39</sup> A/75/591/Add.1.

<sup>40</sup> Ibid., table 19, among others.

<sup>41</sup> A/77/578, table 20.

<sup>42</sup> WHO, “Evaluation of the use of consultants”, p. iii.

Table 3  
Definitions of “consultant” and “individual contractor”

Consultant	Individual contractor
“A consultant is ... a recognized authority or specialist in a specific field, engaged [by the organization] under a temporary contract in an advisory or consultative capacity .... A consultant must have special skills or knowledge not normally possessed by regular staff members ... and for which there is no continuing need in the [organization]. The functions of a consultant are results-oriented and normally involve analysing problems, facilitating seminars or training courses, preparing documents for conferences and meetings or writing reports on matters within their area of expertise on which their advice or assistance is sought.”	“An individual contractor is an individual engaged ... from time to time under a temporary contract to provide expertise, skills or knowledge for the performance of a specific task or piece of work, which would be short term by nature, against the payment of an all-inclusive fee. The work assignment may involve full-time or part-time functions similar to those of staff members, such as the provision of translation, editing, language training, public information, secretarial or clerical and part-time maintenance services or other functions that could be performed by staff. An individual contractor need not work on [the organization’s] premises”.

Source: ST/AI/2013/4, 2013.

90. Under conditions for contracting, the United Nations Secretariat provides that, “where an individual contractor is temporarily engaged to perform duties and functions similar to those of a staff member, a clear strategy is in place for a long-term regular staffing solution.”<sup>43</sup>

91. As stated above, a consultancy contract is based on specific deliverables and it is intended to provide special expertise on a temporary basis. The Inspectors are of the view that if this contractual modality is used strictly for consultancy work, then the issue of its misuse would be avoided and the need to provide certain social benefits would not arise.

### Service-type contracts

92. Under this modality, non-staff personnel tend to perform staff functions of a continuous nature, which is equivalent to an employment relationship. Non-staff personnel commonly work in the offices of the respective organization. Examples of service-type contracts are individual contractors, individual contractor agreements, individual service providers, personnel service agreements, special service agreements and service contracts.

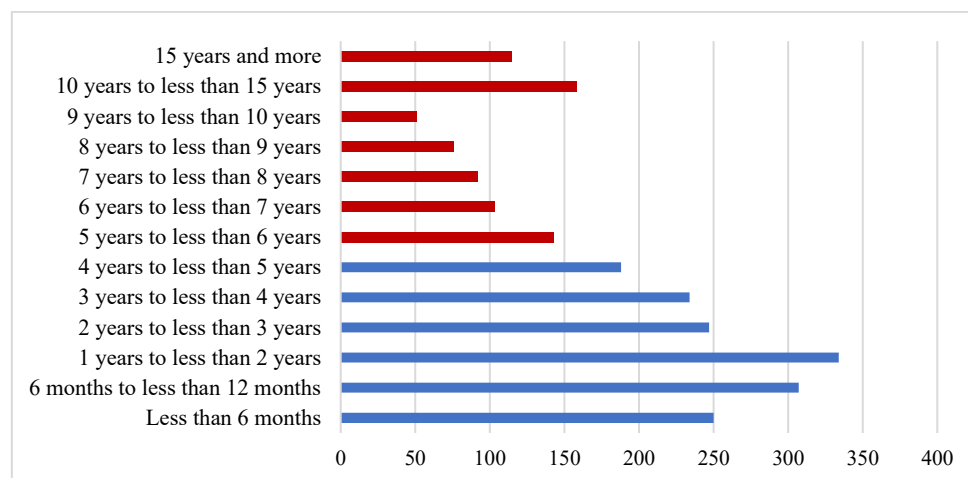
93. The practices of service-type contracts by some organizations were confirmed by the responses to the JIU survey addressed to non-staff personnel and conducted in five in five regions. Fifty-six per cent of the respondents were of the view that their work had no clear time frame or seemed continuous in nature. As illustrated in figure II, 32 per cent of the survey respondents stated that they have been engaged for an extended period exceeding 5 years. The survey results also indicated that 85 per cent of those working for 5 years or more were of the view that the nature of their work was similar to or the same as that of regular staff.

94. Essentially, the overuse of non-staff personnel is more predominant under the service-type contractual modality. Figure II shows the number of months or years of service with the participating organizations of the non-staff sample, which indicates that more than 32 per cent of the 2,298 respondents had worked for the same organizations for more than five years.

<sup>43</sup> ST/AI/2013/4, para. 3.3 (d).



Figure II  
**Non-staff survey results showing the number of months or years of service with the organizations**  
(number of responses)



Source: Responses to the JIU online survey addressed to non-staff personnel.

95. Many organizations with a large pool of non-staff contracts have attributed the extended engagement of non-staff personnel to inadequate funding for staff positions. Those interviewed and the responses to the JIU questionnaire revealed that the budget allocations for staff posts had been frozen or had not been increased sufficiently over the years.

96. In general, those interviewed were satisfied with the state of the policies and regulations governing the use of non-staff personnel. In their responses to the questionnaire, 24 organizations confirmed that they had revised and/or developed policies relating to the use of non-staff personnel. While the extent of comprehensiveness of these policies and regulations differs from one organization to another, overall, it is clear that the participating organizations have made significant improvements in this area.

97. The missing links were lack of harmonization, misuse of contractual modalities and lack of implementation of the policies. Mostly, policies on the use of non-staff personnel were fragmented and were not being implemented in a consistent and systematic manner across the United Nations system organizations. The policies and contractual modalities are being applied beyond their primary objective, which is to perform specific functions for a defined period of time or linked to a project.

98. In an effort to address the misuse of non-staff personnel, WFP introduced in its staffing framework of September 2021 a “limited fixed-term appointment” to be used to fill posts that are only needed in the medium term for specific projects and time-bound activities, which comes with expanded entitlements and benefits. It is a non-mobile staff appointment in the international professional category for a limited period up to a maximum of four years. **The Inspectors found the decision taken by WFP to offer limited fixed-term appointments for a defined period with associated benefits to be a good initiative for preventing the misuse of non-staff contractual modalities, and suggest that other organizations consider replicating it.**

99. Key issues in the use of non-staff personnel will be discussed in the following sections.

## B. Conditions for and restrictions on the use of non-staff personnel

*Key finding: most participating organizations have set conditions for and restrictions on the use of non-staff personnel but fail to implement them consistently*

100. Analysis of available data revealed that policies on the use of non-staff personnel and contractual modalities generally contain standard conditions, which outline the legal status

of non-staff personnel, their responsibilities and obligations. In addition, the contractual modalities or non-staff contracts contain conditions or restrictions to be observed by non-staff personnel. However, while the standard conditions are generally similar, the scope and content of the clauses differ from one organization to another. Some of the conditions and restrictions provided for by most of the organizations in their respective policy documents are listed below.

101. **Legal status of non-staff personnel.** Most policy documents clearly state that non-staff personnel should not perform staff functions of a continuous nature. Non-staff are not regarded as staff members of the organizations. They serve in their individual capacity and not as representatives of a Government or of any other authority external to the organizations. Their legal status is that of an independent contractor.

102. However, as discussed above, most organizations do not observe this principle and do assign functions of a continuous nature to non-staff personnel. For example, the United Nations Secretariat allows individual contractors to perform staff functions even though they are on non-staff contracts. “The work assignment may involve full-time or part-time functions similar to those of staff members, such as translation, editing, language training, public information, secretarial or clerical and part-time maintenance services or other functions that could be performed by staff”.<sup>44</sup> However, the United Nations Secretariat also provides that the following condition, among others, must be met: “where an individual contractor is temporarily engaged to perform duties and functions similar to those of a staff member, a clear strategy is in place for a long-term regular staffing solution”.<sup>45</sup>

103. **Managerial, supervisory, representative and decision-making functions.** In general, most organizations have provisions in their policies and administrative instructions that prohibit non-staff personnel from performing managerial, supervisory, representative and decision-making functions. These functions are the preserve of regular staff as they entail the exercise of substantial discretion and high-level authority in the running of the organizations. Services performed by non-staff personnel do not carry authority to legally bind the organization with other legal entities or individuals. In its administrative instruction on managing affiliate workforce, UNHCR stipulates that “affiliates may not occupy functions that would require to be delegated with authority of approving financial commitments or spending on behalf of the organization”.<sup>46</sup> Essentially, non-staff personnel should not execute functions for which decision-making, certifying and approving authority are required.

104. **Acceptance of instructions from any external authority.** In most organizations, consultants and individual contractors shall not accept instructions from any Government or source external to the organization.

105. **Use of the name, emblem or official seal of the organization.** Non-staff shall not use the name, emblem or seal of the organization without written permission.

106. **Duration, extension and required breaks.** Based on information received in the responses to the JIU questionnaire, most organizations provide for the duration, extension and required breaks for various categories of non-staff contracts. As illustrated in annex IV, the United Nations Secretariat and other organizations<sup>47</sup> engage consultants for a maximum duration of 24 months within a 36-month period, which must be followed by a mandatory break in service. For individual contractors, the maximum duration of a contract is normally 9 months in any 12-month period.

107. Service contracts are usually for a duration of 12 months. Most participating organizations engage consultants for 11 months, with a 1-month break. The maximum duration of extensions varies from organization to organization. While most organizations have a set maximum period for the engagement of non-staff personnel, the review found that these restrictions were not observed fully, as demonstrated by the continuous engagement of non-staff for cumulative years.

<sup>44</sup> ST/AI/2013/4, sect. 2 (b).

<sup>45</sup> Ibid., para. 3.3 (d).

<sup>46</sup> UNHCR/AI/2020/7, para. 24 (ii).

<sup>47</sup> For example, ITC, UNCTAD, UNEP and UN-Habitat.

## C. Remuneration structures for non-staff personnel

*Key finding: remuneration structures vary; more consistency is needed*

108. The general principles governing the remuneration of non-staff personnel vary depending on the contractual modality. Fees for consultancy-type contracts are often determined by rates and levels or bands that are established and revised centrally at the corporate level. Fees are often paid as an all-inclusive amount without separate entitlements. Table 4 provides an example of how the United Nations Secretariat defines levels and fee ranges for international consultants and individual contractors.

Table 4

### Levels and fee ranges for international consultants and individual contractors in the United Nations Secretariat<sup>48</sup>

Level	Level of assignment and required qualifications	Daily rate range	Monthly rate range
Level A	This level is established for the engagement of support services not available in the Organization related to projects or technical tasks of a narrow scope for which limited technical skills or experience are required.	\$180–\$240	\$3 867–\$5 012
Level B	This level is typically used for projects of moderate complexity with either broad scope or limited depth or restricted scope and considerable depth that have an impact on the performance of systems, processes and team(s) within the Organization. This level is typically used for individuals with a specialized degree or training and several years of relevant experience in one of the substantive, technical and/or administrative fields of the Organization.	\$240–\$380	\$4 939–\$7 870
Level C	This level shall be authorized to engage an individual with extensive relevant professional experience requiring specialized or technical knowledge and skills. Individuals at this level will be expected to develop new approaches, techniques or policies and/or design guidelines, standard operating procedures and a project's theme. Individuals would be engaged in projects of broad scope and considerable depth that will have an impact on the overall execution of programmes or service of a function or various interrelated areas.	\$390–\$560	\$7 328–\$10 572
Level D	This level shall be authorized to engage highly specialized individuals with extensive relevant experience and the highest level of expertise in the corresponding area of work or programme for which they are engaged. The individual's services, work and recommendations, for example, may form one of several contributions to the accomplishment of a crucial programme or service or functional area of a broad scope, involving high complexity and impact. The individual's assigned duties may relate to large-scale programmatic and operational activities involving large commitments of staff and funds.	\$620–\$750	\$10 754–\$13 040
Level E	This level can be authorized only by the Office of Human Resources Management. The level is reserved for essentially very exceptional arrangements related to services and work to be obtained from a well-known, worldwide authority in a highly specialized area. Normally, these types of engagements may result in programmatic and/or operational activities involving either large commitments of staff and funds or an exceptionally complex programmatic scope, which would carry a significant organizational impact on delivery in terms of strategy, operational reengineering and planning analytics, usually of an unusual complexity and/or sensitive nature.	\$860–\$980	\$14 339–\$15 779

Source: ST/AI/2013/4.

109. Based on the responses to the questionnaire and information obtained during the interviews, many organizations use a similar structure of five levels of engagement, but different fee ranges for consultants, which are updated more frequently than those of the United Nations Secretariat. Several interviewees expressed the need to update the fee ranges for international consultants and individual contractors in the United Nations Secretariat,

<sup>48</sup> The salary scales for locally recruited staff are the reference point for determining the level of remuneration for local consultants or individual contractors.

which have been frozen for 10 years. That has rendered the Secretariat and its entities less competitive in the market when it comes to hiring highly specialized individuals.

110. The United Nations Secretariat conducted a study on non-staff capacities in 2020.<sup>49</sup> One of the recommendations of the study called for the review and update of administrative instruction ST/AI/2013/4, on consultants and individual contractors, to streamline processes and clarify issues commonly raised by the entities. **As the majority of the non-staff personnel engaged by the United Nations Secretariat are consultants and individual contractors, the Inspectors suggest that the relevant administrative instruction(s) be regularly reviewed and updated, and that the fee ranges be harmonized with other United Nations system organizations so as to avoid unhealthy competition.**

111. Fees for service-type contracts are often determined by local labour conditions and market rates for similar work and required skills and qualifications. Table 5 contains the remuneration structure of UNESCO, whose recently revised policy on service contracts became effective in January 2023.<sup>50</sup>

112. In view of the discontinuation of salary surveys of service contracts in field duty stations, which was conducted by UNDP, UNESCO revised its remuneration structure for service contracts in the field with reference to the United Nations salary scales for locally recruited staff (see table 5).

Table 5

**Remuneration structure for service contracts in the field (UNESCO)**

Salary band	Level of assignment and required qualification	SC level	Reference	Three entry points for each reference grade: Minimum: step 1 Midpoint: step 5 Maximum: step 10
SB 1	Physical operations and mechanical work; basic processing support, task-oriented, process-support work	SC 1	GS 1	
		SC 2	GS 2	
		SC 3	GS 3	
SB 2	Administrative and technical support duties, requiring secondary school education level	SC 4	GS 4	
		SC 5	GS 5	
SB 3	Specialized, comprehensive support work, requiring secondary school education level	SC 6	GS 6	
		SC 7	GS 7	
SB 4	Work of an analytical nature, calling for conceptual comprehension and requiring a university degree or an equivalent professional experience	SC 8	NOA	
		SC 9	NOB	
SB 5	Work of a conceptual, analytical and advisory nature at the higher professional level, requiring substantive innovation and may involve supervision of project activities. Work requires a university degree, preferably at an advanced level	SC 10	NOC	
		SC 11	NOD	

Source: UNESCO, Administrative circular AC/HR/86.

113. UNESCO administrative circular AC/HR/86 contains appendices from its updated human resources manual with tables and detailed information, including terms of reference, contribution value and service area for each salary band, for setting and implementing the remuneration of service contract holders.

<sup>49</sup> United Nations, Department of Operational Support, "Non-staff capacities study – summary report: recommendations on updates and improvements to the use and administration of non-staff personnel" (December 2020).

<sup>50</sup> UNESCO, Administrative Circular AC/HR/86 on updating contractual modalities: service contracts, amendments to HR Manual item 13.9, 17 November 2022.

114. UNOPS follows the grade structures of the International Civil Service Commission (ICSC). Each level reflects the complexity of the responsibility of the position and the job requirements. Table 6 provides a general overview of the contract levels at UNOPS.

Table 6  
UNOPS contract levels and ICSC levels

ICSC levels	UNOPS contract levels	Main requirements
ICS-1	G1 / LICA1	No minimum work experience required
ICS-2	G2 / LICA2	Minimum of 2 years of relevant work experience with completion of secondary education or, no work experience required with bachelor's/master's degree
ICS-3	G3 / LICA3	Minimum of 3 years of relevant work experience with completion of secondary education or, no work experience required with bachelor's/master's degree
ICS-4	G4 / LICA4	Minimum of 4 years of relevant work experience with completion of secondary education or, no work experience required with bachelor's/master's degree
ICS-5	G5 / LICA5	Minimum of 5 years of relevant work experience with completion of secondary education or, a minimum of 1 year of relevant work experience required with bachelor's degree
ICS-6	G6 / LICA6	Minimum of 6 years of relevant work experience with completion of secondary education or, a minimum of 2 years of relevant work experience required with bachelor's degree
ICS-7	G7 / LICA7	Minimum of 7 years of relevant work experience with completion of secondary education or, a minimum of 3 years of relevant work experience required with bachelor's degree or a minimum of 1 years of relevant work experience required with master's degree
ICS-8	LICA8 / IICA1 / NO-A / P1	Minimum of 2 years of relevant work experience with bachelor's degree, or no work experience required with master's degree
ICS-9	LICA9 / IICA1 / NO-B / P2	Minimum of 4 years of relevant work experience with bachelor's degree, or a minimum of 2 years of relevant work experience required with master's degree.
ICS-10	LICA10 / IICA2 / NO-C / P3	Minimum of 7 years of relevant work experience with bachelor's degree, or a minimum of 5 years of relevant work experience required with master's degree
ICS-11	LICA11 / IICA3 / NO-D / P4	Minimum of 9 years of relevant work experience with bachelor's degree, or a minimum of 7 years of relevant work experience required with master's degree
ICS-12	IICA3-4 / NO-E / P5	Minimum of 12 years of relevant work experience with bachelor's degree, or a minimum of 10 years of relevant work experience required with master's degree.
ICS-13	IICA4 / P6 / D1	Minimum of 12 years of relevant work experience with bachelor's degree, or a minimum of 10 years of relevant work experience required with master's degree
ICS-14	IICA4-5 / D2	Minimum of 15 years of relevant work experience with master's degree

Source: UNOPS, "What we offer".

115. UNHCR also uses the net annual salary scales established by ICSC applicable to staff at the duty station at the single rate in the equivalent categories for individual contracts paid on a monthly basis.<sup>51</sup> WFP utilizes the United Nations salary scales for staff in the General Service and related categories as a basis for developing and revising service contract salary scales.<sup>52</sup>

116. Several interviewees, including non-staff personnel, hiring managers and human resources officials, expressed the need to establish a consistent remuneration structure for the similar contractual modalities across the United Nations system organizations in order to provide a fair package for non-staff personnel and mitigate the retention problem.

**117. The Inspectors suggest that the United Nations system organizations consider updating their remuneration structure for non-staff contracts in the field, with reference to the United Nations salary scales for locally recruited staff, as provided by ICSC.**

118. **Fee increment system for service-type contracts.** In addition to the need for a consistent remuneration structure across the United Nations system organizations, another key issue raised by many non-staff personnel working in the same organization for several years was the lack of a fee increment system. At a focus group meeting of non-staff personnel, one attendee said, “We are given three-month contracts all the time, always at step 1, no matter how many years we have been working here, which is not acceptable”. At another meeting, one attendee said, “We don’t have automatic increments like staff with fixed-term contracts”.

119. UNDP, UNHCR, UNOPS and WFP have introduced annual increment systems for non-staff personnel. At UNDP, national personnel service agreement holders are eligible, if their performance is deemed satisfactory, to a remuneration increment of up to 3 per cent of their then-current remuneration after 12 consecutive months of continuous service at the then-current level, provided, however, that the maximum remuneration with increments does not exceed the maximum remuneration of the band.<sup>53</sup> This annual increment is not applicable to international personnel service agreement holders.<sup>54</sup>

120. UNHCR introduced a step increment concept for individual contractors with a contract of more than one year on a full-time basis.<sup>55</sup>

121. As part of its ongoing efforts to improve conditions of service for individual contractor agreement holders, in January 2023, UNOPS introduced annual fixed-fee increments for international individual contractor agreement holders to recognize and remunerate growth in function, which is also linked to seniority. It is an automatic annual increment set as a fixed per cent of the then-current fee. The percentage differs according to the ICSC level.<sup>56</sup>

122. WFP has a provision on salary increases for service contract holders upon contract renewal. If the contract holder’s performance during the previous contract period was assessed as having met all the contract objectives, and the overall service was rated as outstanding or successfully meeting all objectives, the supervisor may recommend, and the regional and country directors may approve or reject, the increase by 2 per cent of the service contract holder’s previous monthly salary in the new contract, not to exceed the maximum salary amount of the corresponding level of the service contract.<sup>57</sup>

**123. The Inspectors suggest that other United Nations system organizations consider following the examples of UNDP, UNHCR, UNOPS and WFP and introduce an annual fee increment system for service-type contract holders.**

<sup>51</sup> UNHCR/AI/2020/7, annex II.

<sup>52</sup> WFP, Human Resources Manual, sect. III.7 (Service contract).

<sup>53</sup> See UNDP, Policy on national personnel services agreements (NPSA), version 3, January 2023.

<sup>54</sup> See UNDP, Policy on international personnel services agreements (IPSA), version 4, January 2023.

<sup>55</sup> UNHCR/AI/2020/7, annex II.

<sup>56</sup> See UNOPS, ICA enhancement – IICA fee increments, information sheet, 2022.

<sup>57</sup> WFP, Human Resources Manual, sect. III.7 (Service contract).

## D. Entitlements and benefits for non-staff personnel

*Key finding: social security schemes are lacking for non-staff personnel*

124. Staff members holding a temporary appointment are generally entitled to annual leave, sick leave and parental leave, as well as enrolment in a medical insurance scheme. Those with a contract duration of six months or longer or who complete six months of service under shorter appointments without an interruption of more than 30 calendar days are also entitled to participate in the United Nations Joint Staff Pension Fund.<sup>58</sup>

125. In the case of non-staff personnel, some contracts do not provide any benefits and entitlements, while other types of non-staff contracts provide some basic benefits and entitlements, such as leave and medical insurance (see annex III). As stated in paragraph 91, if a consultancy contract is strictly used for specific deliverables and to provide specialized expertise on a temporary basis, the provision of certain social benefits may not be necessary.

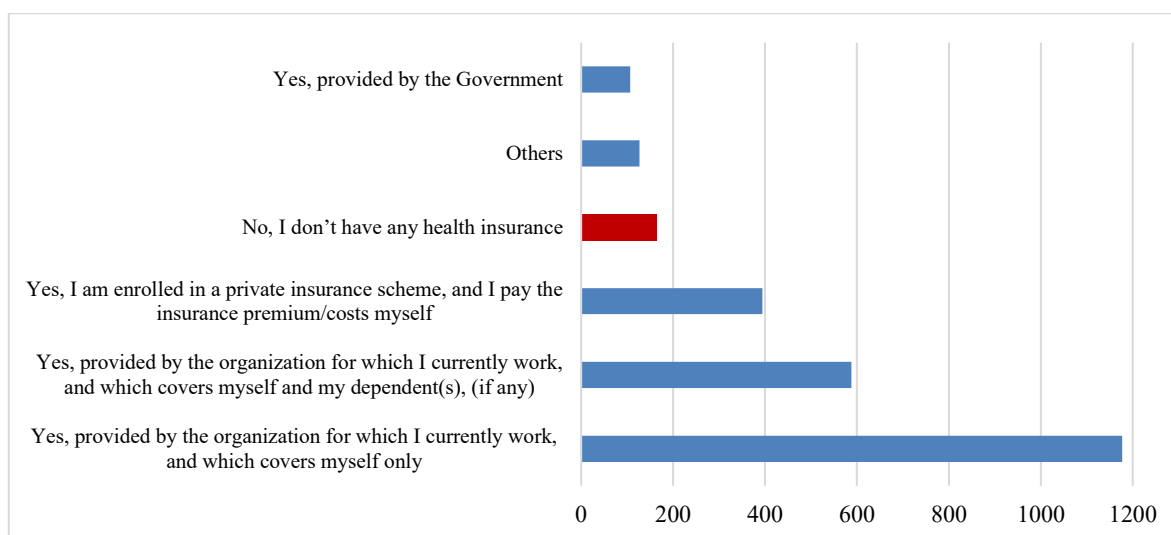
126. **Leave entitlements.** Several organizations have improved leave entitlements for some contractual modalities since the 2014 JIU review. For instance, FAO and WFP now allow sick leave for consultants and parental leave for birth mothers. Individual contractors hired directly by UNHCR are entitled to annual leave, sick leave and parental leave.

127. Nonetheless, the results of the non-staff survey indicated that almost half of the respondents (46 per cent) were either dissatisfied (40.2 per cent) or partially dissatisfied (5.8 per cent) with their leave entitlements. A closer examination of the survey data showed that over 80 per cent of those expressing dissatisfaction had a consultancy contract. **The Inspectors are of the view that organizations hiring consultants for extended periods of time should re-evaluate their leave policies and strive to improve them as needed.**

128. **High enrolment in health insurance.** In response to the question as to whether they were enrolled in any health insurance scheme, only 7 per cent of respondents replied “no”. Most of the respondents (76.8 per cent) were enrolled in a health insurance scheme provided by the organization for which they currently worked, with single coverage for themselves only (51.2 per cent) or family coverage for themselves and dependents (25.6 per cent). Figure III shows the survey results relating to the enrolment status of non-staff personnel in a health insurance scheme.

Figure III

### Enrolment status of non-staff personnel in health insurance schemes (multiple choice)



Source: Responses to the JIU online survey addressed to non-staff personnel.

<sup>58</sup> ST/AI/2010/4/Rev.2, para. 9.1.

129. Many of the interviewees mentioned that health insurance was an issue for non-staff personnel (e.g. they usually have to pay for dependents out of pocket), but the absence of social security schemes appears to be a bigger problem.

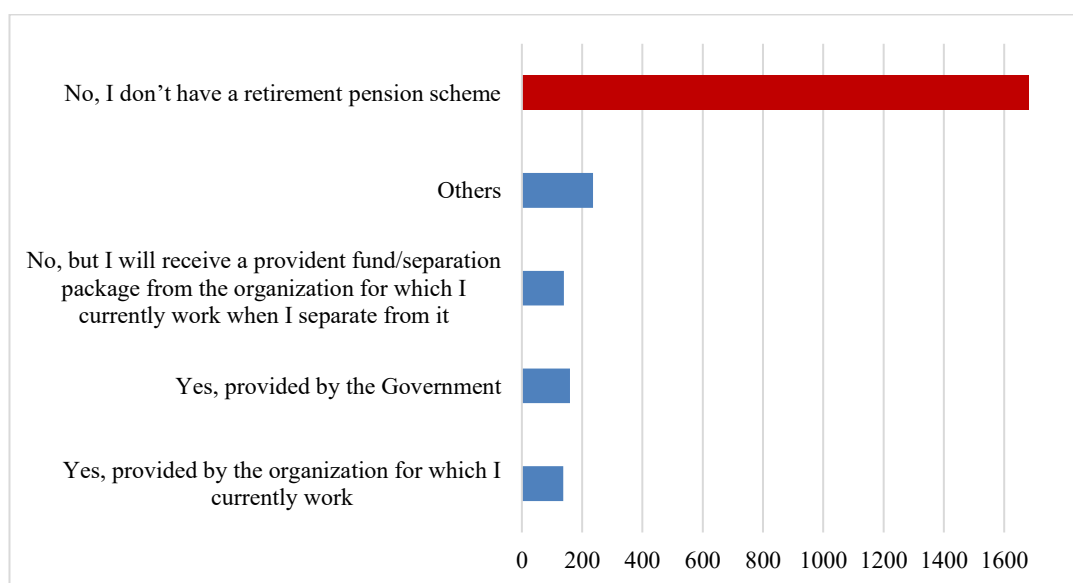
130. **Absence of social security schemes.** As many non-staff personnel work for several years in the organizations, the absence of social security schemes, such as a pension or provident fund, threatens their future welfare. In response to the question as to whether they were enrolled in any retirement pension scheme, 73 per cent replied “no”. This is clear evidence that many organizations do not provide non-staff personnel access to a pension or provident scheme. Figure IV shows the survey results relating to the enrolment status of non-staff personnel in a retirement pension scheme.

131. Based on the results of the survey, it is obvious that non-staff personnel value this benefit, as 71.1 per cent of the respondents replied “yes” to the question as to whether they would accept the organization’s offering of this benefit and withholding part of their earnings to fund it, hence reducing their net salaries, while only 12.5 per cent answered “no”. In addition, when asked about the degree of satisfaction with the pension scheme options included in the contract, 61.8 per cent of the respondents were either “partially dissatisfied” (7.2 per cent) or “dissatisfied” (54.6 per cent). Many non-staff personnel interviewed also expressed frustration about the lack of social security schemes.

Figure IV

**Enrolment status of non-staff personnel in retirement pension schemes**

(Multiple choice)



Source: Responses to the JIU online survey addressed to non-staff personnel.

132. As shown in annex III, 10 organizations, namely the International Civil Aviation Organization (ICAO), UNDP, UNESCO, UNFPA, UN-Habitat, UNHCR, UN-Women, UNWTO, WFP and WHO, provide pension benefits to holders of service contracts or special service agreements (WHO), as well as holders of personnel services agreements (UNDP). UNDP administers service contracts for other entities, such as ITC, UNFPA, UN-Habitat, UNHCR and UN-Women, which will be phased out in 2023–2024, in favour of the personnel services agreement modality. Both contractual modalities provide pension benefits. UNOPS has set up a provident fund for individual contractor agreement holders. In short, only three types of non-staff contractual modalities provide pension benefits or a provident fund: service contracts, personnel services agreements and individual contractor agreements.



## Social security arrangements of service contracts, personnel services agreements and individual contractor agreements

133. **Service contracts.** UNDP ensures that individuals engaged under service contracts are covered under a pension plan, as appropriate, and that they have adequate medical coverage. For example, in countries where no pension scheme is in place or where there is only a national scheme that does not permit direct participation by the service contract holder, a lump sum equivalent to 8.33 per cent of the contract holder's monthly remuneration rate is provided. Similar arrangements of pension benefits apply to service contracts issued by ICAO, UNESCO, UNWTO and WFP, with different rates applicable to those by UNESCO (up to 10 per cent) and UNWTO (13 per cent). In terms of health insurance, in the case of individuals remaining in a pre-existing medical scheme, UNDP provides a cash amount equivalent to both employer and subscriber's contribution, as part of the contract holder's monthly remuneration.<sup>59</sup>

134. UNWTO developed a pension scheme for service contract holders in 2015 and its implementation started on 1 January 2016. Service contract holders constitute the majority of non-staff personnel in UNWTO, and the provision of pension benefits was considered essential in an effort to overcome the challenge of retaining talent. UNWTO contributes 13 per cent of the contract holder's base salary to the individual's pension scheme. This pension scheme is not part of the contract holder's salary and shall not be considered as such. The amount is included in the monthly remuneration, provided that the individual commits to enrol in a national or private pension scheme, or similar, as applicable, or to a savings account. Proof of affiliation or its continuation, in any of the official languages of UNWTO, may be requested at any time. In terms of health insurance, it is mandatory for service contract holders to participate in the UNWTO group health insurance scheme, of which the cost is shared between UNWTO and the contract holder.<sup>60</sup>

135. **Personnel services agreements (UNDP).** In 2021 UNDP introduced new non-staff contractual modalities called personnel services agreements. The personnel services agreement modalities are to be used to engage the services of individuals to provide a "time-limited" service to the organization under a service-based contractual modality. There are national and international personnel services agreement modalities, of which national personnel services agreements constitute the main non-staff contractual modality in use in UNDP. UNDP has fully phased out the use of the service contract modality within the organization and has reduced the use of the individual contractor modality to delivery-based consultants only. However, it still administers the service contract modality on behalf of other agencies, while they are transitioning to using the personnel services agreement modalities.

136. National personnel services agreement holders of contracts with a duration of at least six months or more (called "regular" national personnel services agreements) must comply with the national social security obligations applicable to them. In addition to their monthly remuneration, they are paid a lump sum equivalent to 8.33 per cent of their remuneration in lieu of a pension fund and all other social security obligations. Regular national personnel services agreement holders are responsible for ensuring that they enrol in any scheme of their choice and that they make the monthly payments directly to the service provider. In terms of medical insurance, UNDP provides coverage to all regular national personnel services agreement holders through a contract with a service provider.<sup>61</sup>

137. With regard to international personnel services agreements holders, UNDP does not make additional payments for social security and a pension fund. In terms of medical insurance, UNDP provides a subsidy in the form of a fixed monthly lump sum.<sup>62</sup>

138. **Individual contractor agreements (UNOPS).** In October 2014, UNOPS implemented a provident fund scheme for all UNOPS local individual contractor agreement holders with contracts of at least three months. The provident fund is a defined contribution

<sup>59</sup> See UNDP, Policy on service contracts, version 7, July 2018.

<sup>60</sup> See UNWTO, Administrative instruction AI/912/19/Rev.1 on contractual mechanisms for service contract holders, experts, officials on loan, special advisers and interns, November 2020.

<sup>61</sup> See UNDP, Policy on national personnel services agreements (NPSA), 2023.

<sup>62</sup> See UNDP, Policy on international personnel services agreements (IPSA), 2023.

plan aimed at helping contractors to save and plan for their future. UNOPS contributes 15 per cent of the local individual contractor's fees; the amount is fixed and recognized as an expense. The local contractors contribute a minimum of 7.5 per cent of their fees on a monthly basis; their contribution is mandatory and can be increased up to a maximum of 15 per cent, on a voluntary basis. The scheme has been extended to international individual contractor agreement holders on a voluntary basis. They have the option of contributing a minimum of 7.5 per cent and a maximum of 15 per cent of their fees monthly, and there is no contribution by UNOPS. Upon separation from UNOPS, participants in the provident fund can request a provident fund out-payment, which may be deferred for a period of up to six months after separation. The amount contributed by UNOPS is calculated based on the duration of the contractor's participation in the provident fund.

139. UNOPS is responsible for establishing arrangements to provide a provident fund facility and for monitoring and covering the administrative costs related to these arrangements. The balance of funds held for the benefit of UNOPS local individual contractors by the provident fund as at 31 December 2021 was \$100.8 million (\$85.4 million in 2020, and \$67.7 million in 2019).<sup>63</sup> In accordance with the contract with UNOPS, the provident fund is administered and held by Zurich International on behalf of the local individual contractors.

140. With regard to medical insurance, local individual contractor agreement holders are covered by the UNOPS Medical Corporate Plan, which includes medical and dental insurance. International individual contractor agreement holders are expected to arrange their own medical insurance scheme, to which UNOPS provides a contribution.

141. These three types of contracts, namely, service contracts, personnel services agreements and individual contractor agreements, generally offer better entitlements than consultant or special service agreements (see annex III).<sup>64</sup> In fact, some human resources officials interviewed stated that they encouraged hiring managers to use service contracts rather than other contractual modalities that provided fewer entitlements and benefits.

142. The personnel services agreement modalities of UNDP are relatively new, and UNDP is still collecting feedback from hiring managers and personnel services agreement holders with a view to continuous enhancement.

143. UNOPS is committed to continuous improvement of the individual contractor agreement modality in order to attract good talent. Since the introduction of the individual contractor agreement modality in January 2008, UNOPS has focused on making it a sought-after modality enabling the organization to attract and retain personnel. Changes have been introduced to the individual contractor agreement modality through the individual contractor agreement enhancement project. One interviewee stated, "we know that we can only add value if people are committed to work for the organization. There is a commitment in the organization to continue improving the modality." During the interviews, many non-staff, not only those working for UNOPS, but also those working for other organizations, expressed their preference for a provident fund, rather than receiving all the remuneration in cash.

**144. As limited pension benefits seem to be one of the main reasons why non-staff personnel have a more fluctuating retention rate compared with staff, the Inspectors suggest that the United Nations system organizations consider options to offer contracts that provide pension benefits or a provident fund to non-staff personnel.**

**145. End-of-service grant for service contracts (UNESCO).** As mentioned in paragraph 112 above, UNESCO revised its policy on service contracts, which became effective in January 2023.<sup>65</sup> The main changes include enhanced entitlements such as provision of danger

<sup>63</sup> See UNOPS Financial reports and audited financial statements and reports of the Board of Auditors, A/76/5/Add.11 and A/77/5/Add.11.

<sup>64</sup> Exceptions are special service agreements by WFP in field offices that provide annual leave for contract duration of six months or longer and by WHO that provide annual and sick leave as well as parental leave.

<sup>65</sup> UNESCO, Administrative circular AC/HR/86, 17 November 2022.

allowance under the same conditions as staff members, enhanced leave entitlements and provision of an end-of-service grant to compensate for the lack of unemployment benefits.

146. According to the revised policy, in case of non-extension or termination of a service contract by UNESCO after five years or more of uninterrupted service, and provided no other assignment on a service or staff member contract is offered, an end-of-service grant will be paid. The amount paid will depend on the number of years of uninterrupted service under service contracts. For example, in case of non-extension or termination of a service contract by UNESCO after five years of service, the service contract holder will receive an amount equal to three months' remuneration.

**147. The Inspectors consider the provision by UNESCO of an end-of-service grant in the event of non-extension or termination of a service contract after five or more years of uninterrupted service to be good practice as it compensates, to some extent, for the lack of job security for non-staff personnel. The Inspectors suggest that this practice be considered by other United Nations system organizations.**

148. **Training.** Several organizations, including UNHCR, UNOPS and WFP, offer various learning opportunities to their non-staff personnel, particularly in-house training. The majority (64.9 per cent) of respondents to the online non-staff survey stated that they had participated in training. However, during the interviews, several non-staff personnel complained that they had fewer training opportunities than regular staff, even though they were doing the same or similar work. They stated that, in situations where the organization has to pay for training for participants, regular staff were often given priority. However, it should be noted that, if non-staff were used as short-term independent contractors, as they should be, then training would be unnecessary, as they should be hired for the expertise they already have. **The Inspectors suggest that non-staff personnel who perform staff-type work, especially those who have been serving for a long time, be allowed to participate in in-house training. This will not only improve the skills of non-staff personnel, but will also enhance the effectiveness and performance of the organization.**

149. **Performance assessment.** Satisfactory performance is a prerequisite for paying non-staff personnel and extending and renewing their contracts. Supervisors are normally requested to provide performance assessments towards or at the end of contracts. All 26 organizations that responded to the JIU questionnaire confirmed that they had forms or checklists for assessing the performance of non-staff personnel in order to ensure accountability and good value for money. For example, at the United Nations Children's Fund (UNICEF), the completed output evaluation forms for consultants and individual contractors are uploaded to the enterprise resource planning system, which also ensures broad dissemination of the performance assessments internally. UNICEF offices are encouraged to consult these performance feedback resources before signing a contract. At UNDP, performance evaluation of non-staff personnel is a mandatory process carried out by supervisors on a regular basis to provide feedback on the contractor's performance and progress achieved against the terms of reference and activities agreed under the contract. For individual contractors, performance evaluation and monitoring are carried out by the responsible manager on a regular basis to ensure that contractual obligations are fully met.

150. Recognizing that the business model of some organizations (e.g. UNOPS) require non-staff personnel to perform functions of a continuous nature, it is the Inspectors' view that a social benefit policy or scheme should be developed for this category of non-staff personnel, in line with their contractual relationship. The following recommendation is intended specifically for organizations whose business model requires non-staff personnel to perform functions of a continuous nature. Its implementation is expected to enhance transparency and accountability.

#### **Recommendation 4**

**Taking into consideration the employment relationship principle, the executive heads of the United Nations system organizations should, by the end of 2026, develop social benefit policies or schemes applicable to non-staff personnel performing functions of a continuous nature, with clear guidelines for their implementation.**

## E. Non-staff representation and administration of justice

*Key finding: there is a lack of structured mechanisms for non-staff representation and their access to the internal justice system is limited*

151. **Representation of non-staff personnel.** The 2014 JIU report found that, in the majority of organizations, non-staff personnel were not members of staff representative bodies precisely because they were not staff. In terms of full membership in such bodies, the circumstances remain largely unchanged. In most organizations, non-staff personnel are not formally represented by the recognized staff representative bodies and do not have voting rights.

152. However, some staff associations have extended membership to non-staff personnel. For example, the statutes of the UNHCR Staff Association were amended by referendum in February 2021 to include, among other important changes, non-staff personnel (referred to as “affiliate workforce”) as affiliated members. The UNDP/UNFPA/UNOPS/UN-Women Staff Association welcomes holders of non-staff contracts of at least six months’ duration as associate members with observer status. At UNOPS headquarters, in Copenhagen, there is a Personnel Association for both staff and individual contractor agreement holders, which meets monthly with the human resources group, and quarterly with senior management. At ITC headquarters, in Geneva, there is an informal working group of consultants and individual contractors that has regular exchanges with the staff association. Furthermore, at the field level, many local staff welfare groups also represent non-staff personnel.

153. Many interviewees supported the idea of full membership of non-staff personnel in staff representative bodies, with voting rights, and considered it an ideal option. Several agreed that, for organizations with a large pool of non-staff personnel, a separate association might be a better option considering that their needs and concerns were different from those of staff members. Some non-staff interviewed stated that it was not necessary to have a representation mechanism because reaching out to management and raising issues of concern had never been a problem. It appears that there is no single prescriptive solution. However, **the Inspectors suggest that holders of non-staff contracts of at least six months’ duration have access to staff representative bodies.**

154. In the 2014 report, the Inspectors were concerned about the lack of access to the internal justice system for non-staff personnel and considered that it “not only presents a labour rights problem, but also makes it harder to hold staff accountable for inappropriate behaviour (including harassment, discrimination, abuse of authority and retaliation) against and involving non-staff”.<sup>66</sup>

155. **Mechanisms for reporting inappropriate behaviour.** In terms of mechanisms available to non-staff to report sexual harassment, discrimination and other forms of misconduct and to obtain protection against retaliation, all 26 organizations that responded to the JIU questionnaire confirmed that the mechanisms available to staff were also available to non-staff. This is a significant improvement since the 2014 review.

156. **Dispute settlement mechanisms.** Regarding dispute settlement mechanisms and other recourse options available to non-staff personnel, the responses provided by the 26 JIU participating organizations varied (see table 7).

<sup>66</sup> JIU/REP/2014/8, para. 178.

Table 7  
Dispute settlement mechanisms

Question	Response
Non-staff have access to the <b>internal system of justice</b> , including administrative tribunals	5 organizations responded in the affirmative: <ul style="list-style-type: none"> <li>• FAO (consultants only), ILO, UNDP (United Nations Volunteers only), UNOPS, WFP (consultants only)</li> </ul>
Non-staff have access to <b>arbitration</b> (e.g. United Nations Commission on International Trade Law)	21 organizations responded in the affirmative: <ul style="list-style-type: none"> <li>• FAO, IAEA, ICAO, IMO, ITC (consultants, individual contractors, and UNOPS-contracted personnel), UNAIDS (consultants only), UNDP (individual contractors, personnel services agreement holders, and United Nations Volunteers), UNEP (consultants only), UNESCO, UNFPA (service contract holders and individual consultants), UNHCR, UNICEF (consultants only), UNOPS, UNRWA, UN-Women, UNWTO, UPU (individual consultants and seconded individuals), WFP, WHO (consultants and special service agreement holders), WIPO (individual contractors) and WMO (consultants/special service agreement holders)</li> </ul>
Non-staff have access to <b>informal dispute resolution services</b> (e.g. through human resources, ombudsman, ethics, internal oversight offices)	18 organizations responded in the affirmative: <ul style="list-style-type: none"> <li>• IAEA, ITC, IMO, UNAIDS, UNDP, UNEP, UNESCO, UNFPA, UN-Habitat, UNHCR, UNICEF, United Nations Secretariat, UNRWA, UN-Women, UNWTO, WFP, WHO and WIPO</li> </ul>

Source: Responses to the JIU questionnaire.

157. UNOPS is again unique in this area, in that, it has set up a dispute settlement mechanism specifically for its non-staff personnel, namely individual contractors. In September 2022, UNOPS introduced a formal administration of justice system for individual contractor agreement holders, through which they can directly challenge an administrative decision that they believe to be in violation of their contractual rights. Any administrative decision concerning a non-disciplinary matter may be the subject of a management evaluation process. If an individual contractor is not satisfied with the outcome of the management evaluation, she or he may initiate arbitration proceedings under an expedited process and request that an arbitral tribunal be established to hear the case and make a final and binding decision. Individual contractors can also rebut their performance appraisals (e.g. contest a rating of “does not meet expectations”) through a formal rebuttal process.

158. Most non-staff interviewed for the 2014 JIU review were not aware of their right to access the informal conflict-resolution mechanisms. Advancements in this area have been noted in the present review. In response to the question in the online non-staff survey for the present review as to whether they were aware of formal or informal mechanisms to file a complaint of misconduct, most respondents (84.1 per cent) replied “yes”. Moreover, in response to the question as to whether they felt that they could communicate any complaints or concerns in their workplace easily and without fear of retaliation, 73.6 per cent of respondents replied either “yes” (34.4 per cent) or “yes, to some extent” (39.2 per cent).

159. Many organizations<sup>67</sup> include specific provisions regarding dispute resolution in their non-staff contracts. **The Inspectors suggest that all the United Nations system organizations consider including a dispute resolution provision in non-staff contracts.**

<sup>67</sup> FAO, IAEA, ILO, IMO, UNAIDS, UNESCO, UNICEF, UNRWA, UPU, WFP and WHO.

## F. Monitoring and oversight mechanisms relating to the use of non-staff personnel

*Key finding: data collection and regular reporting have been improved, but periodic reviews need to be enhanced*

160. As mentioned above, the number of non-staff personnel has reached a substantial level in the workforce of many United Nations system organizations. Constant monitoring and oversight are important to ensure the proper utilization of non-staff personnel. It is therefore necessary to have in place an effective mechanism for regular and systematic reporting on the use of non-staff personnel to senior management, as part of monitoring, decision-making and workforce planning, as well as to the legislative and/or governing bodies, for their oversight.

161. **Collecting data and information.** Due to improvements in information technology, systems for collecting and monitoring data and information related to non-staff personnel have improved greatly since the 2014 JIU report. All 26 participating organizations that responded to the JIU questionnaire stated that they collected, recorded, tracked and monitored the use of non-staff personnel with their existing human resources management systems, although some said only partially.

162. However, many organizations were unable to provide data on non-staff expenditure broken down by funding source, that is regular budget or extrabudgetary resources.<sup>68</sup> Nine organizations<sup>69</sup> provided data segregated by: (a) headquarters and non-headquarters locations; (b) gender; and (c) funding source (regular budget or extrabudgetary resources) and amounts.

163. **The Inspectors suggest that the United Nations system organizations, especially those with a large pool of non-staff personnel, improve their systems for collecting and monitoring data on the use of non-staff personnel, including data on expenditure, broken down by location, such as headquarters or non-headquarters, and contractual modality.**

164. **Regular reporting to senior management.** Regarding the reporting of such data and information to senior management, 23 organizations<sup>70</sup> responded that they did so on a regular basis, although the frequency varied. For example, IAEA produces dashboards on a monthly basis which provide insight into the status and trends relating to number of consultants, costs, departmental usage, gender diversity, duration of assignments and personal demographics. The systems of UNDP, UNRWA, UN-Women and WHO provide real-time data to senior management as needed.

165. **Regular reporting to legislative and/or governing bodies.** In terms of reporting to the legislative and/or governing bodies, 22 organizations<sup>71</sup> include data and information on the use of non-staff personnel, to some extent, in their regular reporting to the legislative and/or governing bodies, mostly on an annual basis. The depth and level of coverage varies across the organizations. FAO, ICAO, UNHCR, UNOPS, UNWTO, WHO and the World Intellectual Property Organization (WIPO) report such data publicly as part of the annual reports of human resources or the annual reports of the executive heads to their governing bodies.

166. Regular reporting to senior management and the legislative and/or governing bodies has improved since the 2014 JIU report; only a few participating organizations indicated that there was no regular reporting or that the frequency has not been established. However, the depth and scope of reporting varies. The Inspectors are of the opinion that information such

<sup>68</sup> This question was not applicable to UNOPS as its funding mechanism is different from the other organizations.

<sup>69</sup> IAEA, ILO, ITC, UNCTAD, UNDP, UNFPA, UNRWA, UN-Women and WFP.

<sup>70</sup> The United Nations Secretariat and ILO responded in the negative, while UNEP responded “not applicable”.

<sup>71</sup> Out of the 26 participating organizations that responded to the JIU questionnaire, ILO, UNDP and UNEP responded that they did not include data and/or information on the use of non-staff personnel in their reports to the legislative and/or governing bodies; while UNRWA stated that statistics were provided upon request.

as the number of non-staff personnel by years of service, location employed, nationality and gender should be included in the reporting to the legislative and/or governing bodies of the organizations especially those with a large pool of non-staff personnel.

167. The implementation of the following recommendation is expected to further enhance the oversight functions of legislative and/or governing bodies of the participating organizations.

#### **Recommendation 5**

**The legislative and/or governing bodies of the United Nations system organizations should request the executive heads who have not yet done so to include in their reports on human resources relevant data and information on the use of non-staff personnel, such as the number of non-staff personnel, years of service, location of employment, nationality and gender.**

168. In its report, “The people working for UNHCR” (November 2017), UNHCR incorporated graphs, charts and infographics visually representing data and information on its affiliate workforce, broken down by national or international status, gender, location (headquarters or field offices), region of operation, age distribution and affiliation scheme. The Inspectors consider that the format of the report is a good example of an effective presentation of data and information on non-staff personnel.

169. The Director-General of UNESCO submits a report on the use of non-staff contracts to the Executive Board every two years.<sup>72</sup> The report contains detailed information, such as the number of consultants and corresponding expenditure by sector or bureau at headquarters and field offices per year, accompanied by tables and charts. It also presents the overall distribution of the entire UNESCO workforce.

**170. The Inspectors found the coverage of and detailed information on the use of non-staff contracts in the reports submitted by UNESCO to its Executive Board to be good practice. They suggest that other United Nations system organizations, especially those for which more than half of the workforce comprises non-staff personnel, consider replicating that practice.**

171. **Internal control mechanisms.** All 26 organizations that responded to the JIU questionnaire confirmed that they had put in place internal control mechanisms at headquarters and in the field, where applicable, to ensure that practices regarding non-staff personnel were in line with established policies and procedures. This is emblematic of the organizational commitment to ensure accountability in relation to the use of non-staff personnel.

172. The internal control mechanisms used by various organizations include administrative instructions, manuals, guidelines, hiring checklists, decentralization of authority to programme or hiring managers, segregation of duties, dashboards to monitor compliance, periodic reviews to ensure compliance, declaration of interests, refresher training and integrity clearance.

173. For example, UNOPS maintains the Process and Quality Management System, a regulatory mechanism containing all types of non-staff contracts with process diagrams and details to guide hiring managers. Administrative circular AC/HR/86 (November 2022) of UNESCO introduces the revised Human Resources Manual item 13.9 on service contracts, the revised appendix 13-E on selection and hiring guidelines, with a hiring checklist, and the new appendix 13-L on setting and implementing the remuneration of service contract holders.

174. In January 2013, UNHCR established the Affiliate Workforce Unit, now called the Partnerships and Affiliate Workforce Unit, to manage non-staff contracts. The Unit has been

<sup>72</sup> The most recent report is “Follow-up to decisions and resolutions adopted by the Executive Board and the General Conference at their previous sessions, Part IV: Human resources issues, Summary, B. Use of non-staff contracts, including those for consultants, over the period 2019–2020” (212 EX/5.IV.B), 2021.

fully operational since its inception and has gradually expanded its functions to serve as a global focal point for all matters related to the management of affiliates.

175. In 2019, the United Nations Secretariat established the Non-staff Capacities Unit within the Human Resources Services Division of the Department of Operational Support. The Unit provides support to managers and business partners in the use of non-staff personnel. Considering the fact that the United Nations Secretariat has the longest list of non-staff contractual modalities (see annex I) and the size of the organization, setting up a dedicated unit appears to have been a necessary measure to ensure effective coordination and management of non-staff personnel.

176. UNDP has established the Personnel Services Agreement Unit in its Global Shared Services Centre, which manages the issuance and administration of personnel services agreements and ensures compliance. For example, the Unit verifies whether or not the appropriate modalities are used, and if not, the Unit goes back to the relevant hiring managers to rectify the situation. This centralized mechanism was deemed necessary as the personnel services agreement modalities are still new; it enables hiring managers to make informed decisions.

**177. The Inspectors suggest that United Nations system organizations with a large pool of non-staff personnel consider setting up a dedicated unit or office to ensure effective coordination and management of non-staff personnel, as is the case at UNHCR and the United Nations Secretariat.**

178. Several of the hiring managers and human resources officials working in the field who were interviewed for the present review stated that they found the hiring process of some non-staff categories burdensome. Consequently, they were advocating for a more simplified and streamlined process, in which more authority is delegated to the field offices. Many expressed the need to strike the right balance and to allow the field offices to exercise flexibility and discretion to hire the right personnel under the appropriate contractual modality. One hiring manager said that, “the current policy actually gives disincentives to recruit staff members. We cannot even rate the candidates and somebody at headquarters will decide who is to be hired, while we have to deliver. We don’t want to take that risk”. Another said that the field offices needed to get the right persons and that the competition perspective was misunderstood. It seemed that headquarters officials had in their minds that the field offices hired some people because they were friends, but in fact, they have delivery pressures and have to be accountable to the donors.

179. The effectiveness of internal control mechanisms, including hiring processes and associated delegation of authority, should be assessed through periodic reviews such as internal audits and evaluations.

**180. Audits and evaluations.** Out of the 26 participating organizations that responded to the JIU questionnaire, only 8 organizations<sup>73</sup> had conducted dedicated internal audits or evaluations on the use of non-staff personnel over the previous five years. Internal audits and evaluations of another nine organizations<sup>74</sup> have covered the issues relating to non-staff personnel, for example internal audits of field operations or human resources management in country offices.

181. The reports of external auditors often mention the organizations’ overreliance on non-staff personnel and overuse of consultants. In fact, one of the main recommendations made by the United Nations Board of Auditors in its report on the financial statements and operations of the United Nations for the year ended 31 December 2021<sup>75</sup> was that the Administration “ensure that contracted personnel are performing assignments only when there is no expertise in the Organization and that core functions are performed by regular staff members”. The Board also recommended in its report on the financial statements of UNDP for the year ended 31 December 2020<sup>76</sup> that UNDP “further automate preventive controls with respect to assigning staff functions to non-staff and include all minimum control

<sup>73</sup> FAO, IAEA, ILO, United Nations Secretariat, UNRWA, UN-Women, WHO and WIPO.

<sup>74</sup> ICAO, ITC, ITU, UNDP, UNEP, UNESCO, UNFPA, UNICEF and WFP.

<sup>75</sup> A/77/5 (vol. I).

<sup>76</sup> A/76/5/Add.1.



functions that must be held by staff”. Recommendations made by the Board to other entities in relation to non-staff personnel include ensuring sufficient monitoring of non-staff personnel with comprehensive workforce planning; competitive and transparent selection processes; timely and comprehensive output evaluation of consultants and individual contractors; and compliance on the duration of appointments of consultants and individual contractors.

182. The Office of the Inspector General of FAO conducted an audit of non-staff human resources in 2020; the previous audit had been conducted in 2015. The 2020 audit<sup>77</sup> identified several issues requiring attention, including lack of clarity in non-staff contractual modalities; inadequate monitoring of management of non-staff human resources; and contract break rules not being sufficiently flexible to minimize disruption of work. The Inspectors consider this periodic internal audit of non-staff personnel by FAO to be good practice, especially as its non-staff personnel account for a significant portion of the organization’s total workforce.

183. The implementation of the following recommendation is expected to enhance transparency, accountability, control and compliance.

#### **Recommendation 6**

**The executive heads of the United Nations system organizations who are not already doing so should include non-staff personnel in their regular workforce assessments so as to determine the effectiveness and efficiency of their policies and practices relating to the use of non-staff personnel.**

<sup>77</sup> FAO, 2020 Annual report of the Inspector General – Summaries of audit reports issued in 2020 (FC 185/13.2), March 2021, para. 35.

## IV. Way forward system-wide

184. Non-staff personnel constitute a significant portion of the total workforce of the United Nations system organizations. Basically, the United Nations system has a dual workforce: regular staff and non-staff. Regular staff have the legal status of an employment relationship with the organization, while non-staff have the legal status of an independent contractor relationship. Regular staff have predictable contracts and enjoy full staff rights, benefits and entitlements, while non-staff have precarious contracts and no or limited benefits and entitlements. The present review has established that significant improvements have been made in relation to the use of non-staff personnel since the 2014 review. These improvements are as follows:

- Development of policies and regulations.
- Development of clear non-staff contractual modalities.
- Strengthening of internal controls, monitoring and oversight.
- Periodic internal audits and evaluations on the use of non-staff personnel.

185. To maintain the momentum, **the Inspectors suggest that the United Nations system organizations put in place appropriate mechanisms and structures to ensure effective implementation of the policies and regulations relating to non-staff personnel. They also consider it vital that these policies and regulations are reviewed regularly so as to keep pace with current trends.**

186. However, as stated in chapter IV, there are still some challenges that need to be addressed at the strategic level to ensure proper use and management of this important portion of the workforce. In order to find a sustainable solution to the challenges confronting non-staff personnel, it is fundamental to strike a balance between flexibility and cost-effectiveness, on one hand, and the well-being of non-staff personnel, on the other. The necessity for the United Nations system, as a rule-based global body, to uphold the ethos of good labour practices cannot be overemphasized.

*Key finding: there is a need for system-wide coherence*

187. Human resources officials and hiring managers interviewed for the review expressed concern about the prevalence of unhealthy competition among United Nations system organizations occasioned by the different remuneration packages and entitlements offered to non-staff personnel. As a result, they advocate the harmonization of commonly used non-staff contractual modalities with a view to guarding against such unhealthy competition among the organizations. They have also raised the issue of fragmented policies and the lack of an overarching policy framework on the use of non-staff personnel as being persistent problems.

188. Those concerns were confirmed by responses to the question on how to strengthen inter-agency cooperation among the United Nations system organizations. For example, the International Telecommunication Union (ITU), UNESCO, UNWTO and WFP called for the alignment of policies and conditions of service of non-staff personnel as a sustainable solution to the misuse of these contractual modalities.

189. A sustainable solution to the fragmented policies and contractual modalities relating to non-staff personnel would be the harmonization of the commonly used non-staff contractual modalities within the United Nations system organizations. However, most of the organizations maintain that this would present implementation challenges as the organizations have different mandates, business and funding models, and operational environments. Taking this into consideration and in order to bridge the gap, the Inspectors recommend the development of minimum standards and principles for non-staff contractual modalities commonly used by the United Nations system organizations.

190. In 2019, the CEB High-level Committee on Management established the Task force on the Future of the United Nations System Workforce. One of the workstreams of the Task Force was mandated to review the contractual modalities of the United Nations system with the aim of developing a proposal to pilot a sustainable contract modality to enable a more

agile and diverse United Nations system workforce, while considering the needs of a future workforce. Following the exploratory work of the Task Force, the Committee agreed to further discuss needs for agility and flexibility in the administration of contracts under the aegis of its Human Resources Network.<sup>78</sup>

191. The Inspectors are of the view that the Human Resources Network is the most appropriate platform to review and set minimum standards and principles for common contractual modalities, such as consultant, individual contractor and service contracts. The following recommendation will enhance coherence and harmonization across the United Nations system organizations.

#### **Recommendation 7**

**Taking into consideration the various organizational mandates and the diversity of non-staff contracts, as well as the diverse operational environments, the executive heads of the United Nations system organizations, in their capacity as members of the United Nations System Chief Executives Board for Coordination (CEB), should request the Human Resources Network of the High-level Committee on Management to review and set minimum standards and principles for non-staff contractual modalities commonly used by the United Nations system organizations, with a view to enhancing system-wide coherence and harmonization by the end of 2028.**

<sup>78</sup> CEB, Interim report of the CEB Task Force on the Future of the United Nations System Workforce, CEB/2022/HLCM/5; and Report of the High-level Committee on Management at its forty-third session, CEB/2022/3, para. 46.

## Annex I

### List of non-staff contractual modalities in the United Nations system organizations

Organization	Contractual modality
United Nations Secretariat (incl. UNODC)	<ul style="list-style-type: none"> <li>✓ Consultants</li> <li>✓ Individual contractors</li> <li>✓ Experts on non-reimbursable loan</li> <li>✓ Gratis personnel (type II)</li> <li>✓ Participants in advisory meetings</li> <li>✓ Government-provided personnel</li> <li>✓ Military experts on mission</li> <li>✓ Individual police officers</li> <li>✓ Fellows</li> <li>✓ United Nations Volunteers</li> <li>✓ Interns</li> </ul>
UNAIDS	<ul style="list-style-type: none"> <li>✓ Consultants</li> <li>✓ Individual service contractors</li> <li>✓ Fellows</li> <li>✓ United Nations Volunteers</li> <li>✓ Interns</li> </ul>
UNCTAD	<ul style="list-style-type: none"> <li>✓ Consultants</li> <li>✓ Individual contractors</li> <li>✓ Experts on non-reimbursable loan</li> <li>✓ Fellows</li> <li>✓ United Nations Volunteers</li> <li>✓ Interns</li> </ul>
ITC	<ul style="list-style-type: none"> <li>✓ Consultants</li> <li>✓ Individual contractors</li> <li>✓ Individual contractor agreements (administered by UNOPS)</li> <li>✓ Service contracts (administered by UNDP)</li> <li>✓ Experts on non-reimbursable loan</li> <li>✓ Fellows</li> <li>✓ Interns</li> </ul>
UNDP	<ul style="list-style-type: none"> <li>✓ International personnel services agreements</li> <li>✓ National personnel services agreements</li> <li>✓ Service contracts (administered for other agencies; to be phased out and transitioned to personnel services agreements in 2023–2024)</li> <li>✓ Individual contractors (procurement administered modality)</li> <li>✓ United Nations Volunteers</li> <li>✓ Interns</li> </ul>
UNEP	<ul style="list-style-type: none"> <li>✓ Consultants</li> <li>✓ Individual contractors</li> <li>✓ United Nations Volunteers</li> <li>✓ Interns</li> </ul>
UNFPA	<ul style="list-style-type: none"> <li>✓ Individual consultants</li> <li>✓ Service contracts (administered by UNDP)</li> <li>✓ United Nations Volunteers</li> <li>✓ Interns</li> </ul>
UN-Habitat	<ul style="list-style-type: none"> <li>✓ Consultants (administered by the United Nations Office at Nairobi)</li> <li>✓ Individual contractors (administered by the United Nations Office at Nairobi)</li> <li>✓ Individual contractor agreements (administered by UNOPS)</li> <li>✓ Service contracts (administered by UNDP)</li> <li>✓ United Nations Volunteers (administered by UNDP)</li> <li>✓ Interns (administered by the United Nations Office at Nairobi)</li> </ul>
UNHCR	<ul style="list-style-type: none"> <li>✓ Individual consultants (directly hired by UNHCR)</li> <li>✓ Individual contractors (directly hired by UNHCR)</li> <li>✓ Individual contractor agreements (administered by UNOPS)</li> <li>✓ Deployments</li> <li>✓ United Nations Volunteers</li> </ul>

Organization	Contractual modality
UNICEF	<ul style="list-style-type: none"> <li>✓ Consultants</li> <li>✓ Standby personnel arrangements in emergencies</li> <li>✓ Non-staff spokespersons</li> <li>✓ Individual contractors (to be phased out in 2023)</li> <li>✓ United Nations Volunteers</li> <li>✓ Interns, fellows and volunteers</li> </ul>
UNOPS	<ul style="list-style-type: none"> <li>✓ Individual contractor agreements (regular ongoing duration)</li> <li>✓ Individual contractor agreements (regular short term duration)</li> <li>✓ Individual contractor agreements (100-day contract)</li> <li>✓ Individual contractor agreements (retainer and lump sum)</li> <li>✓ UNOPS volunteering agreements</li> <li>✓ Daily wage casual workers</li> <li>✓ Interns</li> </ul>
UNRWA	<ul style="list-style-type: none"> <li>✓ Individual service providers (consultants/contractors)</li> <li>✓ Interns and volunteers</li> </ul>
UN-Women	<ul style="list-style-type: none"> <li>✓ Consultants (special service agreements)</li> <li>✓ Service contracts (administered by UNDP)</li> <li>✓ Personnel engaged on non-reimbursable loan agreements</li> <li>✓ Fellows</li> <li>✓ Experts on mission</li> <li>✓ Standby personnel</li> <li>✓ United Nations Volunteers</li> <li>✓ Interns</li> </ul>
WFP	<ul style="list-style-type: none"> <li>✓ Consultants</li> <li>✓ Junior consultants</li> <li>✓ Service contracts</li> <li>✓ Special service agreements</li> <li>✓ Casual labourers</li> <li>✓ Volunteers</li> <li>✓ United Nations Volunteers</li> <li>✓ Interns</li> </ul>
FAO	<ul style="list-style-type: none"> <li>✓ Consultants</li> <li>✓ Personnel services agreements (subscribers, national and editorial)</li> <li>✓ National project personnel</li> <li>✓ Casual labourers</li> <li>✓ Fellows</li> <li>✓ Volunteers</li> <li>✓ United Nations Volunteers</li> <li>✓ Interns</li> </ul>
IAEA	<ul style="list-style-type: none"> <li>✓ Consultants (special service agreements)</li> <li>✓ Technical cooperation experts (special service agreements)</li> <li>✓ Cost-free experts (special service agreements)</li> <li>✓ Language services freelancers (when-actually-employed agreements)</li> <li>✓ Interns</li> </ul>
ICAO	<ul style="list-style-type: none"> <li>✓ Consultants (internationally/locally recruited)</li> <li>✓ Individual contractors (internationally/locally recruited)</li> <li>✓ Seconded personnel (trust funded and gratis)</li> <li>✓ Young aviation professionals</li> <li>✓ Aviation scholarship recipients</li> <li>✓ Service contracts (for field services)</li> <li>✓ Special service agreements (for field services)</li> <li>✓ Operational assistance support (for field services)</li> <li>✓ Interns</li> </ul>
ILO	<ul style="list-style-type: none"> <li>✓ External collaborators</li> </ul>
IMO	<ul style="list-style-type: none"> <li>✓ Consultants</li> <li>✓ Temporary employees (monthly and daily rate)</li> </ul>
ITU	<ul style="list-style-type: none"> <li>✓ Consultants/experts (special service agreements)</li> <li>✓ Personnel on loan/secondment</li> <li>✓ Interns</li> </ul>

Organization	Contractual modality
UNESCO	<ul style="list-style-type: none"> <li>✓ Individual consultants</li> <li>✓ Service contracts</li> <li>✓ Short-term contracts (headquarters only)</li> <li>✓ Sponsored trainees</li> <li>✓ Personnel on loan</li> <li>✓ Volunteers</li> <li>✓ Standby personnel</li> <li>✓ United Nations Volunteers</li> <li>✓ Interns</li> </ul>
UNWTO	<ul style="list-style-type: none"> <li>✓ Service contracts</li> <li>✓ Experts</li> <li>✓ Officials on loan</li> <li>✓ Special advisers</li> <li>✓ Interns</li> </ul>
UPU	<ul style="list-style-type: none"> <li>✓ Individual consultants/service providers</li> <li>✓ Unpaid menteeships (students aged 18–25)</li> <li>✓ Individuals on secondment</li> <li>✓ Trainees/interns</li> </ul>
WHO	<ul style="list-style-type: none"> <li>✓ Consultants</li> <li>✓ Temporary advisers</li> <li>✓ Individual contractors (performance of work agreements)</li> <li>✓ Special service agreements</li> <li>✓ Standby partners</li> <li>✓ United Nations Volunteers</li> <li>✓ Interns</li> </ul>
WIPO	<ul style="list-style-type: none"> <li>✓ Fellows/young expert professionals</li> <li>✓ Junior professional officers</li> <li>✓ Individual contractors</li> <li>✓ Translators and interpreters (under International Association of Conference Translators and International Association of Conference Interpreters contracts)</li> <li>✓ SYNI participants (under agreement with Swiss SYNI programme)</li> <li>✓ Interns</li> </ul>
WMO	<ul style="list-style-type: none"> <li>✓ Consultants (special service agreements)</li> <li>✓ Interns</li> </ul>

Source: Responses by participating organizations to the JIU questionnaire.

## Annex II

### Staff and non-staff personnel in the United Nations system organizations (as at end March 2013, end December 2021 and end December 2022)

Organization	2013							2021							2022						
	Staff			Non-staff				Staff			Non-staff				Staff			Non-staff			
	HQ	Field	Total	HQ	Field	Total	%	HQ	Field	Total	HQ	Field	Total	%	HQ	Field	Total	HQ	Field	Total	%
United Nations Secretariat <sup>d</sup>	20 116	21 151	41 267	–	–	17 000	29.18	18 340	14 350	32 690	3 527	3 513	7 040	17.72	18 165	15 417	33 582	–	–	–	–
UNAIDS	246	578	824	42	140	182	18.09	209	504	713	101	26	127	15.12	178	444	622	86	35	121	16.29
UNCTAD	–	–	–	–	–	–	–	437	65	502	5	85	90	15.20	449	76	525	5	60	65	11.02
ITC	–	–	–	–	–	–	–	419	8	427	55	918	973	69.50	418	6	424	43	722	765	64.34
UNDP <sup>b</sup>	1 170	6 842	8 012	–	28 952	28 952	78.32	1 254	6 046	7 300	371	12 441	12 812	63.70	1 280	5 800	7 080	624	12 518	13 142	64.99
UNEP	–	–	–	–	–	–	–	518	769	1 287	–	–	1 269	49.65	527	792	1 319	–	–	1 486	52.98
UNFPA	387	1 964	2 351	38	1 463	1 501	38.97	497	2 657	3 154	107	3 885	3 992	55.86	504	2 737	3 241	98	3 425	3 523	52.08
UN-Habitat	–	–	–	–	–	–	–	234	76	310	–	–	2 141	87.35	229	80	309	–	–	1 372	81.62
UNHCR	687	7 495	8 182	75	1 677	1 752	17.64	1 481	12 613	14 094	254	4 446	4 700	25.01	1 545	14 165	15 710	329	4 744	5 073	24.41
UNICEF	1 483	9 715	11 198	745	6 033	6 778	37.71	2 485	13 336	15 821	1 237	5 944	7 181	31.22	2 681	14 048	16 729	969	5 373	6 342	27.49
UNODC	–	–	–	–	–	–	–	–	–	868	–	–	528	37.82	–	–	894	–	–	–	–
UNOPS	111	752	863	98	2 544	2 642	75.38	67	624	691	681	6 091	6 772	90.74	65	555	620	769	6 135	6 904	91.76
UNRWA	–	–	–	–	–	–	–	537	27 507	28 044	218	77	295	1.04	555	27 219	27 774	245	105	350	1.24
UN-Women	257	328	585	82	677	759	56.47	437	792	1 229	285	2 035	2 320	65.37	434	803	1 237	306	2 150	2 456	66.50
WFP	997	4 085	5 082	838	8 440	9 278	64.61	1 431	8 524	9 955	1 287	9 948	11 235	53.02	1 565	10 404	11 969	1 443	9 776	11 219	48.38
FAO	2 054	1 629	3 683	1 076	4 877	5 953	61.78	1 656	1 599	3 255	1 175	10 380	11 555	78.02	1 709	1 549	3 258	1 255	9 993	11 248	77.54
IAEA	2 349	75	2 424	246	108	354	12.74	2 509	81	2 590	487	14	501	16.21	2 478	79	2 557	341	8	349	12.01
ICAO	534	246	780	135	52	187	19.34	517	166	683	197	28	225	24.78	507	164	671	220	28	248	26.99
ILO	1 172	1 679	2 851	–	–	403	12.38	1 211	2 595	3 806	284	1 379	1 663	30.41	1 238	2 581	3 819	300	1 093	1 393	26.73
IMO	280	13	293	127	0	127	30.24	253	12	265	40	0	40	13.11	255	12	267	52	0	52	16.30
ITU	782	54	836	44	51	95	10.20	652	63	715	–	–	246	25.60	656	60	716	–	–	234	24.63
UNESCO	1 251	1 010	2 261	339	1 238	1 577	41.09	1 267	1 128	2 395	563	1 814	2 377	49.81	1 285	1 162	2 447	491	1 969	2 460	50.13
UNIDO	531	182	713	200	1 131	1 331	65.12	514	168	682	375	2 046	2 421	78.02	519	165	684	262	1 348	1 610	70.18
UNWTO	97	0	97	38	0	38	28.15	83	5	88	81	–	81	47.93	87	7	94	90	12	102	52.04
UPU	–	–	–	–	–	–	–	256	–	256	5	–	5	1.92	–	–	–	–	–	–	–
WHO	2 063	5 275	7 338	1 668	6 594	8 262	52.96	2 812	5 876	8 688	4 097	12 507	16 604	65.65	2 949	6 034	8 983	3 460	11 891	15 351	63.08
WIPO	1 242	13	1 255	–	–	–	–	1 147	26	1 173	946	6	952	44.80	1 137	29	1 166	1 005	9	1 014	46.51
WMO	284	20	304	7	21	28	8.43	288	47	335	120	5	125	27.17	322	47	369	120	5	125	25.30
TOTAL			99 944 <sup>c</sup>			87 199	46.59			142 016			98 270	40.90			112 590 <sup>d</sup>			87 004	43.59

Source: For 2013 data, JIU/REP/2014/8. For data 2021 and 2022, questionnaire responses provided by the JIU participating organizations.

<sup>a</sup> The number of non-staff personnel in the United Nations Secretariat was estimated at 17,000 for 2013.

<sup>b</sup> The number of non-staff personnel in UNDP for 2013 was estimated on the basis of 8,952 service contract holders actually reported, plus an estimated additional 20,000 individual contractors at headquarters and in the field.

<sup>c</sup> This total was used to calculate the percentage of non-staff personnel in the total workforce in 2013; it does not include WIPO staff as the number of its non-staff personnel was not provided.

<sup>d</sup> This total was used to calculate the percentage of non-staff personnel in the total workforce in 2022; it does not include United Nations Secretariat and UNODC staff as the number of their non-staff personnel was not provided.

## Annex III

### Entitlements by contractual modality in the United Nations system organizations

Contractual modality	Malicious act insurance	Service-incurred death, injury, disability or illness compensation	Health/medical insurance	Pension/provident fund	Annual leave	Sick leave	Parental leave
<b>United Nations Secretariat<sup>1</sup></b>							
Consultants	Yes	Yes	No	No	No	No	No
Individual contractors	Yes	Yes	No	No	No	No	No
Experts on non-reimbursable loan	No	Yes	No	No	No	No	No
Gratis personnel – type II	No	No	No	No	No	No	No
Participants in advisory meetings	No	Yes	No	No	No	No	No
United Nations Police/Military experts on mission	No	-	No	No	Yes	Yes	No
Government-provided personnel	No	-	No	No	Yes	Yes	Yes
United Nations Volunteers	No	Yes	Yes	No	Yes	Yes	Yes
Interns	No	No	No	No	No	No	No
<b>UNAIDS</b>							
Consultants	Yes	Yes	No	No	No	No	No
Interns	Yes	Yes	Yes	No	Yes	Yes	No
<b>UNCTAD</b>							
Consultants	Yes	Yes	No	No	No	No	No
Individual contractors	Yes	Yes	No	No	No	No	No
Interns	Yes	No	No	No	No	No	No
<b>ITC</b>							
Consultants	Yes	Yes	No	No	No	No	No
Individual contractors	Yes	Yes	No	No	No	No	No
Individual contractor agreements (administered by UNOPS)	Yes	Yes	Yes, for locally recruited personnel	Provident fund for locally recruited personnel; optional for internationally recruited personnel	Yes	Yes	Yes
Service contracts (administered by UNDP) <sup>2</sup>	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Mo Ibrahim fellows	Yes	Yes	No	No	Yes	Yes	No

<sup>1</sup> Including UNODC.

<sup>2</sup> To be phased out and transitioned to personnel services agreements in 2023–2024.



Contractual modality	Malicious act insurance	Service-incurred death, injury, disability or illness compensation	Health/medical insurance	Pension/provident fund	Annual leave	Sick leave	Parental leave
Experts on non-reimbursable loan	Yes	Yes	Determined by the donor's policy	Determined by the donor's policy	Determined by the donor's policy	Determined by the donor's policy	Determined by the donor's policy
Interns	Yes	No	No	No	Yes	No	No
<b>UNDP</b>							
Personnel services agreements <sup>3</sup>	Yes	Yes	Yes <sup>4</sup>	Yes, for locally recruited personnel <sup>5</sup>	Yes	Yes	Yes
Service contracts (administered for other agencies; to be phased out in 2023–2024) <sup>6</sup>	Yes	Yes	Yes	Yes <sup>7</sup>	Yes	Yes	Yes
Individual contractors <sup>8</sup>	Yes	Yes	Yes, covered in the fees	No	No	No	No
United Nations Volunteers <sup>9</sup>	Yes	Yes	Yes	No	Yes	Yes	Yes
<b>UNEP</b>							
Consultants (internationally recruited)	Yes	Yes, if included in contract	No	No	No	No	No
Consultants (locally recruited)	Yes	Yes, if included in contract	No	No	No	No	No
Individual contractors	Yes	Yes	No	No	No	No	No
United Nations Volunteers	Yes	Yes	Yes	No	Yes	Yes	Yes
Interns	Yes	Yes	No	No	No	No	No

<sup>3</sup> Other benefits: (a) danger allowance (where applicable); (b) 3 per cent annual increment for national personnel services agreements; and (c) premium paid in full by UNDP for life insurance upon death from any cause for national personnel services agreements.

<sup>4</sup> For international personnel services agreements, UNDP provides a subsidy in the form of a lump sum of \$250 per month.

<sup>5</sup> Lump-sum payment of 8.33 per cent of monthly remuneration for pension purposes.

<sup>6</sup> Other benefits: (a) premium paid in full by UNDP for life insurance upon death from any cause; (b) possibility of payment of a performance bonus; and (c) danger allowance.

<sup>7</sup> Lump-sum payment of 8.33 per cent of monthly remuneration for pension purposes.

<sup>8</sup> Other benefits: (a) for deliverables-based contracts, all benefits covered in the contractual amount paid; and (b) unpaid leave can be granted during the contractual period.

<sup>9</sup> Other benefit: danger allowance (where applicable).

Contractual modality	Malicious act insurance	Service-incurred death, injury, disability or illness compensation	Health/medical insurance	Pension/provident fund	Annual leave	Sick leave	Parental leave
<b>UNFPA</b>							
Individual consultants	Yes	Yes	No	No	No	No	No
Service contracts (administered by UNDP) <sup>10</sup>	Yes	Yes	Yes	Yes	Yes	Yes	Yes
United Nations Volunteers	Yes	Yes	Yes	No	Yes	Yes	Yes
<b>UN-Habitat</b>							
Consultants <sup>11</sup>	Yes	Yes	No	No	No	No	No
Individual contractors <sup>12</sup>	Yes	Yes	No	No	No	No	No
Service contracts (administered by UNDP) <sup>13</sup>	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Individual contractor agreements (administered by UNOPS)	Yes	Yes	Yes, for locally recruited personnel	Provident fund for locally recruited personnel	Yes	Yes	Yes
United Nations Volunteers <sup>14</sup>	Yes	Yes	Yes	No	Yes	Yes	Yes
<b>UNHCR</b>							
Individual consultants (directly hired by UNHCR) <sup>15</sup>	Yes	Yes	No	No	No	No	No
Individual contractors (directly hired by UNHCR) <sup>16</sup>	Yes	Yes	No	No	Yes	Yes	Yes
Individual contractor agreements (administered by UNOPS) <sup>17</sup>	Yes	Yes	Yes, for locally recruited personnel	Provident fund for locally recruited personnel	Yes	Yes	Yes
Resettlement deployments <sup>18</sup>	Yes	Yes	Yes	No	Yes	Yes	-
Standby partner deployments	Yes	-	-	No	-	-	-
United Nations Volunteers <sup>19</sup>	Yes	Yes	Yes	No	Yes	Yes	Yes

<sup>10</sup> To be phased out and transitioned to personnel services agreements in 2023–2024. Other benefits: (a) danger allowance is payable; and (b) overtime may be payable.

<sup>11</sup> Other benefits: (a) official travel; and (b) training.

<sup>12</sup> Other benefits: (a) official travel; and (b) training.

<sup>13</sup> To be phased out and transitioned to personnel services agreements in 2023–2024. Other benefit: official travel.

<sup>14</sup> Other benefits: (a) official travel; (b) learning and training leave; (c) family leave; and (d) special leave.

<sup>15</sup> Other benefits: see annex I of UNHCR/AI/2020/7, Administrative instruction on managing affiliate workforce.

<sup>16</sup> Other benefits: *ibid.*

<sup>17</sup> Other benefits: *ibid.*

<sup>18</sup> Other benefits: as defined in the relationship and employment contract between the deployee and the partner agency/non-governmental organization.

<sup>19</sup> Other benefits: as per the Unified Conditions of Service for United Nations Volunteers.

Contractual modality	Malicious act insurance	Service-incurred death, injury, disability or illness compensation	Health/medical insurance	Pension/provident fund	Annual leave	Sick leave	Parental leave
<b>UNICEF</b>							
Consultants <sup>20</sup>	Yes	Yes	No	No	Not applicable	Not applicable	Not applicable
Individual contractors (to be phased out in 2023)	Yes	Yes	No	No	Yes	No	No
Interns	Yes	Yes	No	No	Yes	Yes	No
<b>UNOPS</b>							
Individual contractor agreements (regular ongoing duration) <sup>21</sup>	Yes	Yes	Yes, for locally recruited personnel	Provident fund for locally recruited personnel; <sup>22</sup> optional for internationally recruited personnel	Yes	Yes	Yes
Individual contractor agreements (regular short term)	Yes	Yes	No	No	No	No	No
Individual contractor agreements (100-day contract) <sup>23</sup>	Yes	Yes	Yes, for locally recruited personnel	Provident fund for locally recruited personnel; optional for internationally recruited personnel	Yes, for contract duration of 3 months or longer	Yes	Yes, for contract duration of 6 months or longer
Individual contractor Agreements (retainer and lump sum)	Yes	Yes	No	No	No	No	No
Daily wage casual workers	Yes	Yes	No	No	No	No	No
UNOPS volunteering agreements	Yes	Yes	No	No	No	No	No
Interns	Yes	-	No	No	Yes	Yes	No
<b>UNRWA</b>							
Individual service providers (internationally recruited)	Yes	Yes	No	No	Only for attendance-based contracts	Only for attendance-based contracts	No
Individual service providers (locally recruited)	No	Yes	No	No	Only for attendance-based contracts	Only for attendance-based contracts	No

<sup>20</sup> Consultants at UNICEF may only be hired on deliverables-based (not attendance-based) contracts and as a default remote service.

<sup>21</sup> Other benefits: (a) annual fee increments for international individual contract agreements; (b) emergency medical evacuation for international individual contract agreements; and (c) fee protection for up to 12 months.

<sup>22</sup> On contracts of at least 3 months.

<sup>23</sup> Other benefit: emergency medical evacuation for international individual contract agreements.

Contractual modality	Malicious act insurance	Service-incurred death, injury, disability or illness compensation	Health/medical insurance	Pension/provident fund	Annual leave	Sick leave	Parental leave
<b>UN-Women</b>							
Consultants (special service agreements)	Yes	Yes	No	No	No	No	No
Service contracts (administered by UNDP) <sup>24</sup>	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Fellows	Yes	No	No	No	Yes	No	No
Experts on mission	Yes	As per the donor's policy	As per the donor's policy	As per the donor's policy	As per the donor's policy	As per the donor's policy	As per the donor's policy
United Nations Volunteers	Yes	Yes	Yes	No	Yes	Yes	Yes
Interns	Yes	No	No	No	Yes	No	No
<b>WFP</b>							
Consultants <sup>25</sup>	Yes	Yes	Yes	No	No	Yes	Yes, for birth mothers
Service contracts <sup>26</sup>	Yes	Yes	Yes	Yes <sup>27</sup>	Yes	Yes	Yes
Special service agreements (at headquarters) <sup>28</sup>	Yes	Yes	No	No <sup>29</sup>	No	No	No
Special service agreements (in field offices) <sup>30</sup>	Yes	Yes	Yes	No	Yes, for contract duration of 6 months or longer	No	No
Casual labourers (in field offices)	Yes	Yes	Yes	No	No	No	No
Volunteers	Yes	Yes	Yes	No	No	No	No
Interns	No	-	Yes	No	No	No	No
<b>FAO</b>							
Consultants	Yes	Yes	Yes	No	No	Yes	Yes, for birth mothers
Personnel services agreements	Yes	Yes	Yes	No	No	Yes	Yes, for birth mothers
National project personnel	Yes	Yes	Yes	No	Yes	Yes	Yes, for birth mothers
Interpreters	Yes	Yes	Yes	No	No	Yes	Yes, for birth mothers

<sup>24</sup> To be phased out in 2023–2024.

<sup>25</sup> Other benefit: 3 days compassionate leave per calendar year.

<sup>26</sup> Other benefit: 3 days compassionate leave per calendar year.

<sup>27</sup> There are two options: (a) WFP contributes to a national pension scheme capped by the lowest employer contribution rate or amount among all of the schemes available to service contract holders, as determined periodically by the regional bureaux and/or country offices; or (b) WFP contributes an amount equal to 8.33 per cent of the base monthly remuneration if no national plan exists.

<sup>28</sup> Other benefit: 3 days compassionate leave per calendar year.

<sup>29</sup> Most special service agreement holders at headquarters are United Nations retirees already in receipt of a pension benefit.

<sup>30</sup> Other benefit: 3 days compassionate leave per calendar year.

Contractual modality	Malicious act insurance	Service-incurred death, injury, disability or illness compensation	Health/medical insurance	Pension/provident fund	Annual leave	Sick leave	Parental leave
Non-staff personnel on mission/travel/daily subsistence allowance status	Yes	No	Yes	No	No	No	No
Casual labourers	Yes	Yes	Yes	No	No	No	No
South-South cooperation (experts and technicians)	Yes	Yes	Yes	No	No	No	No
Scientists – Ecosystem Approach to Fisheries-Nansen programme	Yes	Yes	Yes	No	No	No	No
Fellows/volunteers	Yes	Yes	Yes	No	No	No	No
Interns	Yes	Yes	Yes	No	No	No	No
<b>IAEA</b>							
Consultants (special service agreements) <sup>31</sup>	Yes	Yes	No	No	No	No	No
Technical cooperation experts (Special Service Agreement) <sup>32</sup>	Yes	Yes	Yes	No	No	No	No
Cost-free experts – types B and C (special service agreement) <sup>33</sup>	Yes	Yes	No	No	No	No	No
Interns	Yes	Yes	Yes	No	Yes	Yes	No
<b>ICAO</b>							
Consultants	Yes	Yes	Yes, for field personnel	No	No	No	No
Individual contractors	Yes	Yes	Yes, for field personnel	No	No	No	No
Secondments (Gratis personnel)	Yes	Yes	No	No	Yes	Yes	No
Secondments (Trust-funded personnel)	Yes	Yes	Yes	No <sup>34</sup>	Yes	Yes	Yes
Young aviation professionals	Yes	Yes	Yes	No	Yes	Yes	No
Service contracts (field services)	TBD	TBD	Yes	Yes <sup>35</sup>	Yes	Yes	No
Special service agreements (field services)	TBD	TBD	Yes	No	No	No	No
Operational assistance support (field services)	Yes	Yes	Yes	No	Yes	Yes	Yes

<sup>31</sup> Other benefits: (a) 2.5 days leave per month included in the fees for a contract duration of 6 months or longer; and (b) for initial contracts of 1 year, shipment of personal effects and travel costs for recognized dependents also.

<sup>32</sup> Other benefit: 2.5 days leave per month included in the fees for a contract duration of 6 months or longer.

<sup>33</sup> Other benefit: 2.5 days leave per month included in the fees for a contract duration of 6 months or longer.

<sup>34</sup> Except for junior professional officers.

<sup>35</sup> Lump-sum amount of 8.33 per cent of monthly remuneration for individual pension contribution.

Contractual modality	Malicious act insurance	Service-incurred death, injury, disability or illness compensation	Health/medical insurance	Pension/provident fund	Annual leave	Sick leave	Parental leave
Interns	Yes	Yes	No	No	No	No	No
<b>ILO</b>							
External collaborators	No	No	No	No	No	No	No
<b>IMO</b>							
Consultants	Yes	Yes	No	No	No	Yes	No
Temporary employees	Yes	Yes	Yes <sup>36</sup>	No	Yes	Yes	No
<b>ITU</b>							
Consultants (special service agreements)	-	Yes	No	No	No	Yes	No
Loans	No	Yes	No	No	No	Yes	No
Interns	No	Yes	No	No	Yes	Yes	No
<b>UNESCO</b>							
Individual consultants	Yes	Yes	No	No	No	No	No
Service contracts <sup>37</sup>	Yes	Yes	Yes	Yes <sup>38</sup>	Yes	Yes	Yes
Short-term contracts (headquarters only)	Yes	Yes	Yes <sup>39</sup>	Yes	No	No	No
<b>UNWTO</b>							
Service contracts <sup>40</sup>	Yes	Yes	Yes	Yes <sup>41</sup>	Yes	Yes	Yes
Experts	Yes	Yes	Optional	No	No	No	No
Officials on loan <sup>42</sup>	Yes	Yes	Yes	No	Yes	Yes	Yes
Special advisers	No	No	No	No	No	No	No
Interns	Yes	No	No	No	Yes	Yes	No
<b>UPU</b>							
Individual consultants/service providers	No	No	No	No	No	No	No

<sup>36</sup> With the National Health Service of the United Kingdom of Great Britain and Northern Ireland.

<sup>37</sup> Other benefits: (a) danger allowance; and (b) end-of-service payment, as applicable.

<sup>38</sup> Affiliation to a public scheme; if there is no public scheme, contribution of up to 10 per cent of monthly remuneration added to monthly pay.

<sup>39</sup> Affiliation to the local public medical scheme (e.g. the French social security system); if not eligible, affiliation to the private insurance policy contracted by UNESCO covering risks for work-related accidents, injuries, illness or death in performance of official duties. Short-term contract holders should ensure appropriate medical and pension coverage for the duration of their contracts if not covered by the French social security system.

<sup>40</sup> Other benefits: (a) participation in training; (b) career development leave; and (c) nursing time.

<sup>41</sup> UNWTO contributes 13 per cent of the base salary to the individual's pension scheme. The pension scheme is not part of the salary and shall not be considered as such. The amount will be included in the monthly remuneration, provided the individual commits to enrol in a national or private pension scheme or similar, as applicable, or to a savings account. Proof of affiliation or its continuation, in any of the official languages of the organization, may be requested at any time.

<sup>42</sup> Other benefits: (a) participation in training; (b) career development leave; and (c) nursing time.

Contractual modality	Malicious act insurance	Service-incurred death, injury, disability or illness compensation	Health/medical insurance	Pension/provident fund	Annual leave	Sick leave	Parental leave
Individuals on secondment	Yes	Yes	Yes	No	Yes	As applied in their country but not more than staff member entitlements	As applied in their country but not more than staff member entitlements
Mentees (students 18 to 25 years)	No	No	No	No	No	No	No
Trainees/interns	Yes	Yes	No	No	No <sup>43</sup>	No	No
<b>WHO</b>							
Consultants	Yes	Yes	No	No	No	No	No
Temporary advisers	Yes	Yes	No	No	No	No	No
Individual contractors (performance of work agreements)	No	No	No	No	No	No	No
Special service agreements	Yes	Yes	Yes	Yes <sup>44</sup>	Yes <sup>45</sup>	Yes <sup>46</sup>	Yes <sup>47</sup>
Interns	Yes	Yes	Yes	No	Yes	Yes	No
<b>WIPO</b>							
Fellows/young expert professionals	No	Yes	Yes	No	Yes	Yes	Yes
Individual contractors	No	Yes	No	No	No	No	No
Translators and interpreters	As per agreements with the International Association of Conference Translators and the International Association of Conference Interpreters						
SYNI participants (under agreement with Swiss SYNI programme)	No	-	-	No	-	-	-
Interns	No	Yes	Yes	No	Yes	Yes	No
<b>WMO</b>							
Consultants (special service agreements)	Yes	Yes	No	No	No	No	No
Interns	Yes	Yes	Yes	No	Yes	Yes	No

Source: Responses provided by participating organizations to the JIU questionnaire.

<sup>43</sup> One day unpaid leave per month is allowed.

<sup>44</sup> WHO pays a lump-sum amount to holders of special service agreements; it is the contract holders' responsibility to contribute to the relevant pension funds.

<sup>45</sup> As applicable to a civil servant of the host country.

<sup>46</sup> As applicable to a civil servant of the host country.

<sup>47</sup> As applicable to a civil servant of the host country.

## Annex IV

### Duration of contracts, extension/renewal and mandatory breaks by contractual modality in the United Nations system organizations

Contractual modality	Maximum duration of initial contract	Mandatory break	Possibility of extension/renewal and maximum period
<b>United Nations Secretariat (including UNODC)</b>			
Consultants	24 months in any 36-month period	Not applicable	24 months in any 36-month period
Individual contractors	6 or 9 months in any 12-month period	Not applicable	6 or 9 months in any 12-month period
Experts on non-reimbursable loan	3 years; exceptionally up to 5 years	Not applicable	Total contract duration: 5 years
Gratis personnel – type II	Up to 1 year for category 2A; up to 6 months beyond budget approval for category 2B	Not applicable	Not applicable
Participants in advisory meetings	Not applicable	Not applicable	Not applicable
Government-provided personnel	12 months (with exceptional extension)	6 months	
United Nations police/military experts on mission	12 months (with exceptional extension)	6 months	Not applicable
United Nations Volunteers	8 years cumulative service in lifetime; 4 years as international or national United Nations Volunteer	Not applicable	Not applicable
Interns	6 months	Not applicable	Cumulative duration of 6 months
<b>UNAIDS</b>			
Consultants	12 months		<ul style="list-style-type: none"> <li>• A contract cannot be amended to run for longer than 3 times the original duration, without a new competitive process</li> <li>• A contract cannot be amended for a total cumulative amount greater than 2 times the original contract amount, without a new competitive process</li> <li>• Exception to the above: potential amendment was indicated as part of the competitive process</li> </ul>
Interns	6 months	Not applicable	Minimum internship of 2 months, up to a maximum of 6 months
<b>UNCTAD</b>			
Consultants	24 months in any 36-month period		
Individual contractors	9 months in any 12-month period	6 months, to be eligible to apply for a staff-type contract at the F6, F7 and professional categories	
Interns	6 months	6 months, to be eligible to apply for a staff-type contract at the F6, F7 and professional categories	Minimum internship of 2 months, up to a maximum of 6 months



Contractual modality	Maximum duration of initial contract	Mandatory break	Possibility of extension/renewal and maximum period
<b>ITC</b>			
Consultants	24 months in any 36-month period, continuous or not	Not applicable	24 months in any 36-month period
Individual contractors	6 months/exceptionally 9 months in any period of 12 consecutive months	Not applicable	6 or 9 months in any 12-month period
Individual contractor agreements (administered by UNOPS)	4 years	No	4 years
Service contracts (administered by UNDP)	1 year (renewable)	No	For duration of project needs only, not indefinite
Mo Ibrahim fellowship	1 year	No	Possible upon agreement with Mo Ibrahim Foundation
Experts on non-reimbursable loan	3 to 5 years	No	5 years
Interns	6 months	Not applicable	6 months
<b>UNDP</b>			
Personnel services agreements	<ul style="list-style-type: none"> <li>• 12 months at a time (for a period not exceeding the maximum duration of the project)</li> <li>• 6 months for short-term personnel services agreements</li> </ul>		<ul style="list-style-type: none"> <li>• 4 years at a time, subject to a review and confirmation of similar terms of reference within the same project</li> <li>• For short-term personnel service agreements, 6 months (130 working days) in any 12-month period; may be on a retainer basis (used only as needed)</li> </ul>
Service contracts	12 months at a time	No break between service contracts/other non-staff contractual modalities	Can be renewed/extended for the project duration
Individual contractors	Not applicable; this is a deliverables-based procurement contractual modality	Mandatory break for former/retired staff to individual contractor status	24 months
United Nations Volunteers			4 years (as a national United Nations Volunteer, and/or 4 years as an international United Nations Volunteer)
<b>UNEP</b>			
Consultants	24 months	6 months	Can be extended/renewed up to a maximum of 24 months in a 36-month period
Individual contractors	6 months	3 months	Can be extended/renewed twice for a maximum cumulative period of 9 months in a given year
United Nations Volunteers	12 months	Not applicable	Renewed up to 4 years, exceptionally extended for a 5th year
Interns	6 months	Not applicable	Can be renewed/extended once for a maximum of 6 months
<b>UNFPA</b>			
Individual consultants	11 months (consecutive or cumulative) within any 12-month period	1 month	<ul style="list-style-type: none"> <li>• Several contracts or one contract equivalent to 11 months within any 12-month period</li> <li>• No limit on number of new contracts, if required breaks in service adhered to</li> </ul>

Contractual modality	Maximum duration of initial contract	Mandatory break	Possibility of extension/renewal and maximum period
Service contracts (administered by UNDP)	<ul style="list-style-type: none"> <li>• 12 months at a time</li> <li>• If contract is expected to be extended, an initial service contract of less than 6 months may be issued</li> <li>• Duration of the project (in the case of project personnel)</li> </ul>	No	<ul style="list-style-type: none"> <li>• Usually issued for a minimum period of 6 months, renewable, but not more than 12 months at a time</li> <li>• In the case of project personnel, can be extended/renewed up to the duration of the project</li> </ul>
United Nations Volunteers	In line with current United Nations Volunteers requirements	Not applicable	
<b>UN-Habitat</b>			
Consultants	24 months in a 36-month period	15 days	24 months in a 36-month period
Individual contractors	6 months or, in special circumstances, 9 months in any period of 12 consecutive months		Can be renewed/extended twice for a cumulative period of 9 months in a 12-month period
Special service agreements	Not applicable		
Service contracts (administered by UNDP)	1 year		Normally, the duration of the project
Individual contractor agreements (administered by UNOPS)	24 months in a 36-month period		24 months in a 36-month period
<b>UNHCR</b>			
Individual consultants (directly hired by UNHCR)	335 days in any 12-month period, irrespective of whether the arrangement is full time or part time	1 month (assumed)	Not specified
Individual contractors (directly hired by UNHCR or administered by UNOPS)	Not specified; Short term or temporary defined at the operational level	Not applicable	Not specified; short term and temporary nature of contract to be respected
Resettlement deployments	12 months within a calendar year (all contracts end on 31 December)	Not applicable	3 years in one duty station
Standby partner deployments	Initial contract: 6 months on average		UNHCR has 20 standby partnerships. Each partner issues contracts of varying durations to the deployees: initially 6 months, on average, but may be extended to 2 years or more
United Nations Volunteers (national/international, specialist, refugee, expert)	<ul style="list-style-type: none"> <li>• 12 months (minimum 3 months)</li> <li>• 2-year cycle for some special fully funded international United Nations Volunteers</li> </ul>	Not applicable	4 years (national or international volunteers), as per the Unified Conditions of Service for United Nations Volunteers
United Nations Volunteers (university)	6 months	Not applicable	6 months
United Nations Volunteers (youth)	12 months (minimum 6 months)	Not applicable	24 months
<b>UNICEF</b>			
Consultants	36 months	No	May be extended/renewed to a cumulative period of 36 months
Individual contractors (to be phased out in 2023)	To expiry of current contract	Not applicable	No further extensions as this contractual modality is being phased out as of 30 June 2023
Fellows	1 year (with partner's approval)	Not applicable	Not applicable

Contractual modality	Maximum duration of initial contract	Mandatory break	Possibility of extension/renewal and maximum period
United Nations Volunteers	As per current United Nations Volunteers requirements	Not applicable	Not applicable
Interns	6 months	Not applicable	Not applicable
<b>UNOPS</b>			
Individual contractor agreements (regular ongoing)	No limit	No	No end date, contracts are ongoing, subject to a functional review every 4 years to determine whether the use of the individual contract agreement modality is still appropriate
Individual contractor agreements (regular short-term)	3 months	No	If extended beyond 3 months, contract will be converted to a regular ongoing individual contract agreement, provided that the eligibility criteria are met
Individual contractor agreements (100-day contract)	100 days (full time or part time) in a 12-month period, and a maximum value of USD 50,000 in a 12-month period	No	Cumulative 200 working days (in a consecutive 24-month period), and a maximum value of USD 100,000 (total cumulative contract value, not annualized value) in a 24-month period
Individual contractor agreements (retainer and lump sum)	4 years	No	Not applicable
Daily wage casual workers	100 working days	1-day break after 20 consecutive working days (i.e. 4 weeks). Non-working days do not constitute a break in service	100 working days in a 12-month period
UNOPS volunteering agreements	6 months	No	6 months
Interns	12 months	No	12 months
<b>UNRWA</b>			
Individual service providers (Consultants/contractors – internationally/locally recruited)	<ul style="list-style-type: none"> <li>• 11 months in a 12-month period</li> <li>• 28 months in a 36-month period</li> </ul>	<ul style="list-style-type: none"> <li>• 1 month (after 11 months of service)</li> <li>• 3 months (after 28 months of service in a 36-month period)</li> </ul>	Can be renewed/extended for a cumulative period of 11 months in a 12-month period
<b>UN-Women</b>			
Consultants (special service agreements)	3 years	Not applicable	No limit on number of extensions/renewals up to 3 years
Service contracts (administered by UNDP)	1 year	Not applicable	Duration of project
Fellows	1 year	Not applicable	No extension beyond 1 year
Experts on mission/personnel engaged on a non-reimbursable loan agreements	No explicit maximum duration	Not applicable	No maximum duration
United Nations Volunteers	As per the Unified Conditions of Service for United Nations Volunteers, and depending on type of United Nations Volunteers contract	Not applicable	Not specified
Interns	6 months	Not applicable	No extension beyond 6 months

Contractual modality	Maximum duration of initial contract	Mandatory break	Possibility of extension/renewal and maximum period
<b>WFP</b>			
Consultants (including junior consultants)	11 months	30 days	44 months in a 48-month period (i.e. 4 assignments of 11 months' duration)
Service contracts	12 months	No	4 years on same position
Special service agreements	11 months	30 days	22 months in a 24-month period (i.e. 2 assignments of 11 months' duration)
Casual labourers	3 months (continuous)	30 days before hiring under any other contractual modality	9 months in any 12-month period
Volunteers	Not applicable	30 days before hiring under any other contractual modality	Not applicable
Interns	8 months	30 days before hiring under any other contractual modality	No extension/renewal beyond 8 months
<b>FAO</b>			
Consultants	11 months	<ul style="list-style-type: none"> <li>• 1 month (after 11 months of service)</li> <li>• 6 months (after 33 months of service in a 36-month period)</li> </ul>	No limitation; consultants do not have to work 33 months in a 36-month period; if they do, they will have to take a 6-month break
Personnel services agreements (subscribers, national and editorial)	11 months	<ul style="list-style-type: none"> <li>• 1 month (after 11 months of service)</li> <li>• 6 months (after 33 months of service in a 36-month period)</li> </ul>	No limitation; they do not have to work 33 months in a 36-month period; if they do, they will have to take a 6-month break
National project personnel	12 months	No	No limitation; successive contracts of up to 12 months' duration may be issued
Casual labourers	3 months	Yes	No limitation provided there is a reasonable break in service between contracts, and the total period of employment does not exceed 6 months in any 12-month period
Volunteers	6 months	No	6 months
Fellows	11 months	No	11 months
United Nations Volunteers	As per the Unified Conditions of Service for United Nations Volunteers	No	As per the Unified Conditions of Service for United Nations Volunteers
Interns	11 months	No	11 months
<b>IAEA</b>			
Consultants and technical cooperation experts (special service agreements)	<ul style="list-style-type: none"> <li>• 1 year</li> <li>• 6 months in any 12-month period (for UNJSPF retirees)</li> </ul>	1 year (after 2 years of aggregate service)	<ul style="list-style-type: none"> <li>• 2 years of aggregate service</li> <li>• 6 months in any 12-month period (for UNJSPF retirees)</li> </ul>
Cost-free experts – types B and C (special service agreements)	1 year	1 year (after 2 years of aggregate service)	3 years of aggregate service

Contractual modality	Maximum duration of initial contract	Mandatory break	Possibility of extension/renewal and maximum period
Language service professionals (when-actually-employed agreements)	Not applicable; these are deliverables-based (not duration-based) contracts	Not applicable	Not applicable
Interns	1 year	Not applicable	Not applicable
<b>ICAO</b>			
Consultants/individual contractors	<ul style="list-style-type: none"> <li>• Short term: 6 months</li> <li>• Medium term: 33 months within a 36-month period</li> <li>• Ongoing: renewed every 12 months to meet ongoing needs</li> <li>• Field services: 11 months</li> </ul>	<ul style="list-style-type: none"> <li>• Short term: 1 month (after a cumulative period of 11 months of service)</li> <li>• Medium term: 1 month (after 11 months of service)</li> <li>• Ongoing: no break</li> </ul>	<ul style="list-style-type: none"> <li>• Short term: contracts should not require extension beyond 6 months; however, if contracts extended/renewed: 11 months</li> <li>• Medium term: 33 months within a 36-month period</li> <li>• Ongoing: renewable on a year-to-year basis</li> <li>• Field services: 2 additional contracts, each for a duration of up to 11 months within a 12-month period under the same operational plan or project</li> </ul>
Seconded personnel (trust-funded and gratis)	1 year with extension of up to 3 years		May be extended by agreement between the Secretary-General of ICAO and the sponsoring entity
Young aviation professionals	12 months	No break in service needed to be considered for a position at the end of their assignment	Not eligible for additional assignments under this programme
Special service agreements (field services)	Initial contract does not exceed 11 months	1 month	2 additional contracts, each for a duration of up to 11 months within a 12-month period under the same operational plan or project
Service contracts and operational assistance support contracts (field services)	12 months	Not applicable	May be renewed depending on project need
Interns	6 months		For partnership arrangements with universities and academic institutions, the internship can be extended to a maximum of 12 months
<b>ILO</b>			
Not applicable. External collaborators/service providers are not hired under maximum duration contracts and are therefore not subject to extension/renewal or breaks in service.			
<b>IMO</b>			
Consultants	12 months (including as a blanket contract, but engaged as required)	No	
Temporary employees	3 months (individual)	6 months (after 24 months of service)	Total engagement: 24 months
<b>ITU</b>			
Consultants (special service agreements)	Depends on availability of funds to cover each special service agreement	No	Not applicable
Personnel on loan	1 year	Not applicable	May be extended for 1 additional year
Interns	6 months	6 months	Not applicable before the mandatory break
<b>UNESCO</b>			
Individual consultants	11 months (minimum 1 day)	1 month (after 11 months of service)	11 months in a 12-month period

Contractual modality	Maximum duration of initial contract	Mandatory break	Possibility of extension/renewal and maximum period
Service contracts	12 months (minimum 1 month)	At headquarters, 12 months within a period of 36 consecutive months	At headquarters, a cumulative period of 24 months of service contracts and short-term contracts within a period of 36 consecutive months
Short-term contracts (headquarters only)	20 consecutive working days (minimum 1/2 day)	<ul style="list-style-type: none"> <li>1 month (after 180 days in a calendar year)</li> <li>12 months (after the cumulative period 24 months of service contracts and short-term contracts within a period of 36 consecutive months)</li> </ul>	<ul style="list-style-type: none"> <li>180 days in a calendar year</li> <li>24 months of service contracts and short-term contracts within a period of 36 consecutive months</li> </ul>
<b>UNWTO</b>			
Service contracts	<ul style="list-style-type: none"> <li>For individuals hired before 1 August 2018: 4 years</li> <li>For individuals hired on/after 1 August 2018: 3 years</li> <li>In practice, 2 years</li> </ul>	Break in service required between a service contract and an appointment, under the UNWTO Staff Regulations and Rules	<ul style="list-style-type: none"> <li>For individuals hired before 1 August 2018: 4 years, extendable on an exceptional basis up to another 11 months</li> <li>For individuals hired on/after 1 August 2018: 3 years, extendable on an exceptional basis up to a total of 4 years</li> </ul>
Experts	12 months	Not applicable	24 months in a 36-month period
Officials on loan	1 year	Break in service required between an official on loan contract and an appointment, under the UNWTO Staff Regulations and Rules	1 year, with possible extension for 1 additional year
Special advisers	2 years, and not beyond the mandate of the Secretary-General	Not applicable	2 years, and not beyond the mandate of the Secretary-General
Interns	<ul style="list-style-type: none"> <li>6 months</li> <li>12 months, if under an internship cooperation agreement between UNWTO and a sponsoring institution</li> </ul>	1 month from the end date of the internship	<ul style="list-style-type: none"> <li>May be extended on an exceptional basis for a total of 9 months</li> <li>12 months, if under an internship cooperation agreement between UNWTO and a sponsoring institution</li> </ul>
<b>UPU</b>			
Individual consultants/service providers	4 years (as per UPU procurement rules)	Not applicable	Further engagements subject to a new procurement/tender procedure, unless otherwise exceptionally authorized by the Director General
Individuals on secondment	5 years	Not applicable	5 years, unless otherwise exceptionally authorized by the Director General
Unpaid menteeships (students 18–25 years)	2 months	Not applicable	Not applicable
Trainees/interns	2 months	6 months following end of traineeship to be recruited for staff positions	May be extend for additional 2 months; total duration of a traineeship: 6 months, except in special instances relating to the training conditions (e.g. for technical and vocational traineeships) set out by the institution in which the trainee is enrolled, or for research traineeships relating to the preparation of a doctoral thesis

Contractual modality	Maximum duration of initial contract	Mandatory break	Possibility of extension/renewal and maximum period
<b>WHO</b>			
Consultants	<ul style="list-style-type: none"> <li>For on-site consultants: 11 months in a 12-month period; or 22 months (single or cumulative contracts) in a 24-month period</li> <li>The maximum duration of a nil-remuneration consultant contract is 6 month</li> </ul>	For on-site consultants: 1 month (in a 12-month period); 3 months, if new contract is with a different department	<ul style="list-style-type: none"> <li>An on-site consultant who has completed 22 months of work over a 24-month period cannot be offered a new consultant contract with the same department/office. A new on-site contract with a different department/ office or a new assignment cannot start before 3 months have elapsed after the end date of the previous consultant contract</li> <li>The maximum 22 months of service within a 24-month period does not apply to off-site consultants, to whom the 11 months of service in 12-month period applies</li> </ul>
Individual contractors (performance of work agreements)	Not applicable, as contract is product-specific	Not applicable	Not applicable, as contract is product-specific
Special service agreements	1 year	Not applicable	Additional 1 year at a time
Interns	24 weeks (minimum 6 weeks)		24 weeks
<b>WIPO</b>			
Fellows/young expert professionals	12 months	No	May be extended several times up to a cumulative duration not exceeding 3 years
Junior professional officers	As per UNDP agreement on Junior Professional Officers		
Individual contractors	24 months	No	May be extended/renewed up to 24 months in a 36-month period
Translators and interpreters	As per International Association of Conference Translators/International Association of Conference Interpreters agreements		
SYNI participants	6 months	No	May be extended/renewed up to a total of 12 months
Interns	12 months	No	Cumulative duration of 12 months
<b>WMO</b>			
Consultants (special service agreements)	24 months in any 36-month period	12 months (after 24 months of service)	24 months in a 36-month period
Interns	12 months	No	No renewal

Source: Responses provided by participating organizations to the JIU questionnaire.

## Overview of actions to be taken by participating organizations on the recommendations of the Joint Inspection Unit

		Intended impact	Participating Organizations of the Joint Inspection Unit																										
			United Nations*	UNAIDS	UNCTAD	ITC	UNDP	UNEP	UNFPA	UN-Habitat	UNHCR	UNICEF	UNODC	UNOPS	UNRWA	UN-Women	WFP	FAO	IAEA	ICAO	ILO	IMO	ITU	UNESCO	UNIDO	UNWTO	UPU	WHO	WIPO
Report	For action		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	For information		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Recommendation 1		d	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E
Recommendation 2		d	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E
Recommendation 3		e	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E
Recommendation 4		a	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E
Recommendation 5		a	L	L	L	<input type="checkbox"/>	L	L	L	L	<input type="checkbox"/>	L	L	L	L	L	L	L	<input type="checkbox"/>	L	L	L	L	L	L	L	L	L	L
Recommendation 6		a, e	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E
Recommendation 7		d	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E	E

### Legend:

**L:** Recommendation for decision by legislative organ

**E:** Recommendation for action by executive head

☐: Recommendation does not require action by this organization

### Intended impact:

**a:** enhanced transparency and accountability; **b:** dissemination of good/best practices; **c:** enhanced coordination and cooperation; **d:** strengthened coherence and harmonization; **e:** enhanced control and compliance; **f:** enhanced effectiveness; **g:** significant financial savings; **h:** enhanced efficiency **i:** other.

\* As described in ST/SGB/2015/3.