

**REPORT
OF THE
JOINT INSPECTION UNIT**

GENERAL ASSEMBLY

OFFICIAL RECORDS: THIRTY-NINTH SESSION

SUPPLEMENT No. 34 (A/39/34)



UNITED NATIONS

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New York, 1984

NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

[27 July 1984]

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I. INTRODUCTION

1. This report, the sixteenth prepared by the Joint Inspection Unit (JIU) since its creation on 1 January 1968, gives an account of the Unit's activities during the period 1 July 1983 to 30 June 1984. 1/

II. PARTICIPATING ORGANIZATIONS

2. The following are the participating organizations of JIU:

United Nations and its affiliated bodies

International Labour Organisation (ILO)

Food and Agriculture Organization of the United Nations (FAO)

United Nations Educational, Scientific and Cultural Organization (UNESCO)

International Civil Aviation Organization (ICAO)

World Health Organization (WHO)

Universal Postal Union (UPU)

International Telecommunication Union (ITU)

World Meteorological Organization (WMO)

International Maritime Organization (IMO)

World Intellectual Property Organization (WIPO)

International Atomic Energy Agency (IAEA).

3. Of the specialized agencies, only the International Fund for Agricultural Development (IFAD) is not yet a participating organization.

III. COMPOSITION OF THE UNIT

4. The composition of the Unit on 30 June 1984 was as follows:

Mr. Alfred N. Forde* (Barbados), Chairman

Mr. M. Salah E. Ibrahim** (Egypt), Vice-Chairman

Mr. Mark E. Allen** (United Kingdom of Great Britain and Northern Ireland)

Mr. Maurice Bertrand* (France)

Mr. Alexander S. Efimov** (Union of Soviet Socialist Republics)

Mr. Toman Hutagalung** (Indonesia)

Mr. Nasser Kaddour** (Syrian Arab Republic)

Mr. Moustapha Ould Khalifa* (Mauritania)

Mr. Earl D. Sohm* (United States of America)

Mr. Miljenko Vukovic* (Yugoslavia)

Mr. Norman Williams** (Panama)

5. In accordance with article 18 of its statute, the Unit elected Mr. Alfred N. Forde Chairman and Mr. M. Salah E. Ibrahim Vice-Chairman for the calendar year ending 31 December 1984. During the year 1983, Mr. Miljenko Vukovic and Mr. Alfred N. Forde were Chairman and Vice-Chairman respectively.

6. Since the terms of office of Mr. Bertrand, Mr. Forde, Mr. Moustapha, Mr. Sohm and Mr. Vukovic expire on 31 December 1985, and since Mr. Allen has resigned from the Unit with effect from 21 September 1984, the General Assembly will, in conformity with articles 2, 3 and 4 of the Unit's statute, consider at its thirty-ninth session the appointment of Inspectors to fill the resulting vacancies.

* Term of office expires on 31 December 1985.

** Term of office expires on 31 December 1987.

IV. SECRETARIAT

7. The secretariat of the Unit comprises an Executive Secretary, 7 Professional staff and 11 General Service staff.

V. WORK PROGRAMME

8. The work programme for 1984, which was drawn up in accordance with article 9 of the Unit's statute, has been circulated to Member States and participating organizations by the Secretary-General of the United Nations in document A/39/87. It includes a study concerning field representation of the organs and organizations of the United Nations system, which was requested by the General Assembly in paragraph 30 of its resolution 38/171 of 19 December 1983. This study will be presented to the General Assembly at its fortieth session. The work programme has also taken into account, as far as possible, the requests and suggestions of participating organizations.

9. The Inspectors concerned with the concluding report on the restructuring of the economic and social sectors of the United Nations system (item 1(d) of the 1984 work programme) decided not to undertake it at this time. This was decided both because of lack of time and resources and because the report will need to take into account decisions of the General Assembly and other legislative organs of the system on other JIU reports that have not yet been considered.

VI. CONSULTATIONS

10. The Unit continues to maintain the widest possible contacts. In November 1983, during the thirty-eighth General Assembly, JIU met with the Group of 77. Discussion centred generally around JIU's fifteenth annual report and its work programme. The idea of regular meetings between the Group of 77 and JIU was supported. Inspectors held informal meetings in January 1984 with representatives of two groups of Member States in Geneva - the group of Western European and other States, and the Latin American group. Among the topics discussed were the results of the thirty-eighth General Assembly with respect to JIU reports and the development of JIU's work programme for 1984. The Unit considers these meetings very useful as they enable JIU to have a sense of how Member States view its work. The Inspectors look forward to further meetings with these and other Groups, at their request.

11. In March 1984, JIU arranged a three-day informal interagency evaluation meeting attended by evaluation specialists and representatives from 25 organizations. Similar meetings were also held in 1977, 1979, 1981 and 1982. The 1984 meeting discussed, among other topics, national evaluation efforts, the impact of evaluation on management decision-making and policy formulation, and built-in self-evaluation.

12. In May 1984, JIU met with the Advisory Committee on Administrative and Budgetary Questions during its session in Geneva. The development of several reports in JIU's work programme was discussed. The respective Chairmen have also met during the past year to discuss issues of mutual interest affecting the United Nations system.

13. The Unit has also maintained contact with the International Civil Service Commission (ICSC), the Panel of External Auditors and the management and audit services of several secretariats.

VII. SUMMARIES OF JIU REPORTS AND NOTES

14. Summaries of the reports issued by JIU from July 1983 to June 1984 appear below. The organization to which each report was sent for action is also indicated.

A. Office for Projects Execution of the United Nations Development Programme (OPE) (JIU/REP/83/9) 2/

15. The United Nations Development Programme (UNDP), which is the central funding and co-ordinating organization for the technical co-operation operations of the United Nations system, also undertakes direct execution of projects. It does so through its Office for Projects Execution (OPE) which is an integral part of UNDP. Direct execution by UNDP covers non-technical and technical projects; the latter category is implemented mainly through sub-contracts. In 1981, OPE-delivered expenditures financed from UNDP's programme resources amounted to \$US 52 million, from the Capital Development Fund (CDF), to \$US 17 million, from the United Nations Sudano-Sahelian Office (UNSO), to \$US 6 million, and from all sources of funds, to \$US 79 million; OPE ranked fifth of 26 executing agencies of UNDP.

16. The report notes that, since the inception of direct execution in 1973, OPE's operations have been a source of controversy between UNDP and the major technical agencies of the United Nations family. The agencies' case against direct execution includes the following points: OPE's activities have encroached increasingly upon their sectors of technical competence; the system's delivery capacity, experience and specialized knowledge are not fully utilized by UNDP direct execution which additionally may defeat the concept of tripartite partnership (Governments, UNDP and the agencies) governing the UNDP programme; direct execution detracts from UNDP's primary role, which is to mobilize resources for the programme, develop and co-ordinate its operational policies, and serve as an impartial arbitrator of disputes arising in the course of programme implementation.

17. UNDP's counter-arguments include the following: non-technical projects implemented by OPE are administrative and payments activities that should not qualify as project execution, while direct execution of technical projects, which represented about 4 per cent of total UNDP-financed projects, expenditure delivered by the system in 1981, is too small to undermine the principle of partnership with the agencies; inadequate substantive backstopping of projects by some agencies, coupled with rising demands for agency support costs should be balanced by alternative approaches to the traditional mode of agency execution; jurisdictional disputes on projects of a multidisciplinary nature render the designation of agencies difficult; sub-contracting which should bring a fresh insight to the programme is not practised to an adequate extent by all the executing agencies; and UNDP's growing requirements for programme support activities call for centrally-managed measures to meet new demands at the field level.

18. The report draws a comprehensive picture of OPE operations, and notes that the policy objectives of General Assembly resolution 3405 (XXX) of 28 November 1975, on new dimensions emphasizing the development of technical, managerial and administrative capabilities in the developing countries, are not being served by the direct execution approach, the more so as UNDP was not set up as a technical specialized agency. In addition, the General Assembly resolution 32/197 of 20 December 1977, on the restructuring of the economic and social sectors of the

United Nations system, conferred upon the Department of Technical Co-operation for Development of the Secretariat and the regional commissions a mandate to implement some types of activity such as multidisciplinary projects and others not falling within the specialized domains of the agencies, which were previously envisaged for UNDP direct execution. Furthermore, the guidelines for direct execution established in 1974, and revised twice since to accommodate the agencies' objections to the rapid expansion of OPE's operations, have not removed what the agencies consider to be the ambivalent position of UNDP as both judge and party in the designation of execution modalities. The Inspectors find, moreover, that, despite UNDP's 1977 expectations that direct execution would focus increasingly on non-technical projects, OPE's activities have continued to concentrate on technical fields covered by the agencies' mandates, and that unlike those agencies UNDP is poorly equipped technically to monitor the work of its sub-contractors who devote little attention to the transfer of skills and training of nationals of developing countries.

19. While recognizing that the inadequate substantive backstopping provided by some executing agencies to UNDP-financed projects might have prompted UNDP to expand OPE, the Inspectors believe that the answer is not to duplicate the delivery capacity of the executing agencies but to tackle the problem at source. They conclude that the growth of OPE as an executing agency approaching the large specialized agencies in the scale of its operations but lacking their technical expertise has had an adverse effect on the relationship between UNDP and the agencies.

20. The report recommends that the UNDP Governing Council should provide new terms of reference for UNDP direct execution, limiting such execution to projects of a non-technical nature, and that the Administrative Committee on Co-ordination (ACC) should examine the procedures used by OPE with a view to recommending for use by all organizations those that have proved their worth in the delivery of technical co-operation to Governments.

21. The report was sent on 3 November 1983 to the Secretary-General of the United Nations for action and to the other participating organizations of JIU for information.

B. Contribution of the United Nations system to conservation and management of cultural and natural heritage in Asia and the Pacific (JIU/REP/83/10) 3/

22. This report follows upon earlier studies by the Joint Inspection Unit on the same subject in Africa and Latin America and seeks to contribute to the search for more effective measures designed to arrest the degradation of environmental resources - air, water, soil, forest, wildlife resources and cultural heritage - which has been the subject of many international conferences, conventions, strategies and resolutions of the United Nations system, particularly the United Nations General Assembly, over the last decade. These conferences and legislative directives have conferred upon organizations of the United Nations system a mandate to be actively involved in the protection and management of the human environment, including especially cultural and natural heritage, and to support the efforts of developing countries in this field. This report focuses on Asia and the Pacific region, which is endowed with an extremely rich and diverse heritage dating back thousands of years.

23. The report reviews the multifaceted value of heritage to sustainable socio-economic development in the region. Besides its spiritual, social, educational, ecological, medical and other important aspects, cultural and natural heritage represents a major source of revenue, notably through tourism and the commercial exploitation of forest, wildlife and marine resources. For the rural communities in particular, heritage resources are a vital means of livelihood and income. However, the proper husbandry of these resources to ensure the continued welfare of generations is inhibited by population pressure in several countries, coupled with large-scale modernization schemes, urbanization and intensive industrialization processes, leading in some cases to environmental degradation, and rapid deforestation and desertification rates, as well as the near extinction of some wildlife species.

24. The report finds that Governments of the region are conscious of these problems and have adopted a series of measures to tackle them at the national and regional levels with the support of organizations of the United Nations system. Though highly commendable, present dispositions in many countries may not prove adequate to ensure efficient and sustained management of heritage resources and the optimal utilization of the contribution of the United Nations system. It would further be desirable for Governments of the region to develop comprehensive and coherent long-term conservation strategies and harmonize them with approaches at the regional and international levels; strengthen their central environmental co-ordination agencies to foster an integrated and balanced approach to conservation issues; emphasize training and the systematic build-up of national expertise as an objective of development co-operation with the United Nations system; and ensure that conservation programmes involve the full participation of all segments of the population, especially at the local community level.

25. In assessing the contribution and performance of five organizations of the system, namely, UNDP, UNEP, ESCAP, FAO and UNESCO, the report observes that, though their financial inputs seem small compared to overall needs, their advisory, catalytic and promotional role has led to some impressive results. These include, in particular, for ESCAP and UNEP, the adoption of subregional environmental action programmes by Governments of the region; for FAO and UNDP, the establishment of many wildlife reserves and parks and formulation of relevant policies and laws; and for UNESCO and UNDP, restoration and improved preservation of architectural monuments, and significant strengthening of national technical capabilities for cultural conservation in several countries. No less appreciable have been the roles of other organizations of the United Nations system - especially the World Bank, the Asian Development Bank, bilateral donors and non-governmental organizations - notably the International Union for the Conservation of Nature and Natural Resources (IUCN) and the World Wildlife Fund (WWF).

26. The Inspectors summarize the strengths and weaknesses of the performance of the United Nations system, and recommend, inter alia, that organizations concerned should assist Governments to formulate long-term conservation strategies, establish four sub-regional training programmes in wildlife and parks management, and adhere to multilateral conservation treaties; FAO activities should be geared systematically to building national self-reliance and strengthening linkages for technical co-operation among developing countries; UNESCO should pay more attention to the administrative aspects of cultural conservation and assist the development of a network system of co-operation among national conservation laboratories in the region.

27. This report was sent on 15 November 1983 to the Secretary-General of the United Nations and to the Directors-General of FAO and UNESCO for action, and to the other participating organizations of JIU for information.

C. Co-operation between and management of libraries of the United Nations system (JIU/REP/84/1) 4/

28. Information interchange is a basic function of the organizations of the United Nations system and an increasingly important element of world-wide progress in the emerging "information age". In view of these factors, the Economic and Social Council has recently emphasized the need to facilitate the accessibility, co-ordination and harmonization of the organizations' information systems. Accordingly, this report, one of a series by JIU on this topic, deals with libraries and library services, which have a critical role to play in organizing information flows and co-ordinating bibliographic control of system documentation for Member States, staff, researchers and other users inside and outside the United Nations system.

29. Although about a dozen larger libraries have made considerable progress in providing modern and responsive services to their users, the remaining 70-odd libraries of the system are very small in size, limited in the services they can provide and lagging behind in the application of modern information technology. As a whole, the libraries of the system are still seriously underutilized as an information system resource and are not contributing as they should to support the organizations' substantive programmes. The report reviews patterns, achievements and problems in the present structure of the libraries, their staffing, users and services, collections and information tools.

30. The "systems approach" should be applied to strengthen library operations in three major areas. First, the libraries have generally acted in isolation from one another, and need to develop a co-operative library network and linkages with outside information sources to provide more effective use of existing library resources. Second, the libraries should themselves become more systems-oriented, through more structured relations with each other and other information units and through development of a complete cycle of internal management processes. Third, new information technology and systems will have a great impact on future operations of the libraries in many areas and should be more systematically identified and utilized.

31. The Inspectors conclude that, as the organizations further develop their overall information systems, the libraries and librarians will have to become skilled technical specialists providing high-quality information services in a rapidly changing information environment. The Inspectors recommend that:

(a) Inter-agency co-operative efforts, begun but not maintained on several occasions in the past, should be re-established through an inter-agency panel of library heads, which should meet periodically to undertake a pragmatic work programme leading towards a co-operative network of United Nations system libraries;

(b) Each organization should ensure that its library network is an integrated and effective one, that the responsibilities and functions of libraries within the overall organizational information system are clearly defined, and that each library, no matter how small, develop an internal work programme and reporting process to progressively improve its operations and services;

(c) Each library, as part of its co-operative actions and internal work programmes, should continually and specifically consider possibilities and actions needed to keep pace with changing information and library technology requirements and opportunities;

(d) The Secretary-General of the United Nations should ensure that United Nations library services in Geneva, where co-operative efforts have foundered and services have fallen considerably behind those provided by other large libraries in the system, will be reviewed, streamlined and modernized to meet the substantive programme needs of all users in Geneva, and properly presented in future programme budgets to governing bodies.

32. This report was sent for this action to the Secretary-General of the United Nations and to the executive heads of the other participating organizations of JIU on 9 February 1984.

D. Report on the ILO Social Security Major Programme 110
(JIU/REP/84/2)

33. Social security, in a world which has experienced substantial changes during the past decade, is of paramount importance in any national social policy, whether it be in an industrialized developed or a developing country. This is the area of activity of the ILO Social Security Major Programme 110.

34. After an historical background, the report stresses the role of social security as a major component of development policy; it recalls some of the major conventions adopted by ILO and further widely ratified by Member States.

35. In order to obtain first-hand knowledge of the organization and functioning of social security in developing countries, and to review in particular the performance of ILO in assisting the development of sound schemes in these countries, the Inspector made a number of field visits in Latin America and the Caribbean, Africa and the Middle East. He describes briefly each system, in specifying the assistance provided by ILO, and further enunciates a number of considerations on social security aimed at emphasizing the role of ILO.

36. To enable the study to reflect the true picture of the programme and its developments, the basic elements of programme output have been analysed, that is the resources available for programme delivery, the staffing of the programme and the work programme itself. It shows that reductions of resources had a deteriorating effect in terms of output and prevented any increase in the number of projects.

37. The study further reviews the relationship of the social security organizations and European regional organizations to the ILO Programme. In particular, it explains the functioning of the International Social Security Association (ISSA) and its close relations with ILO. Concerning European regional organizations, the "European" programme of the Social Security Department of ILO includes several components of which one of the most important is the technical support given to these organizations (the European Economic Community, the Council of Europe, etc.).

38. The Inspector makes seven recommendations dealing essentially with adequate resources for Social Security Programme 110; the role of ILO as an executing agency; intensification of training programmes and reorganization of existing structures; preparation of a Major Conference on Social Security in the Developing World; the role of ILO in the assessment of all bilateral agreements; relationship with the International Social Security Association and the Inter-American Centre for Social Security Studies.

39. This report was sent on 28 February 1984 to the Director-General of the International Labour Organisation for action and to the other participating organizations of JIU for information.

E. Recruitment policy and its application in the International Labour Organisation (JIU/REP/84/3)

40. Over the years the personnel and recruitment policy of the International Labour Organisation has been of great concern to its member States and a matter of increasingly sharp criticism. Discussions at recent sessions of the Governing Body on the composition and structure of the professional staff subject to geographical distribution indicated that all parties represented voiced disappointment with various aspects of this particular problem. The present composition of the ILO secretariat - the International Labour Office - was described as having "flagrant disequilibrium", and its personnel and recruitment policy as that which "did not conform to the interests of the majority of Member States".

41. At present, with the membership of 150 States in ILO, by United Nations standards there are 49 unrepresented and 36 underrepresented countries, while 43 are overrepresented. Western Europe, which holds 44.4 per cent of all posts is overrepresented at the expense of all other geographical regions. Therefore, the government representatives as well as representatives of the employers and workers continue to regret the slow progress being made to correct the imbalance in the geographical, age and sex distribution of staff.

42. The Inspectors agree that the disequilibrium in the geographical composition of the International Labour Office can be explained by some historical reasons, but to a large extent it is the result of the absence of a quota system and of inadequate application of the personnel and recruitment policy.

43. Having examined the geographical composition of staff, the Inspectors suggest that the General Conference should reaffirm equitable geographical distribution of posts in the Office as an official principle of its recruitment and personnel policy and authorize the Director-General to apply this principle strictly in its formulation and implementation.

44. The Inspectors have also examined different options to improve geographical distribution of staff and found that the most appropriate one for ILO would be the quota system currently applied in the United Nations. On the basis of three criteria (membership, population and contribution to the regular budget), the Inspectors have elaborated quotas appearing in annex I to the report, which might be used by ILO as a sample. In order to assure attainment of these targets, the Inspectors suggest the development of a five-year plan similar to the one now under implementation in the United Nations. The creation of such a plan is imperative in view of the forthcoming retirement of about 25 per cent of the Professional staff within the next five years.

45. In order to avoid confusion in ILO documentation on composition of staff, the Inspectors recommend streamlining the statistical presentation of respective data by introducing the same seven geographical regions as in United Nations documentation and breaking it down by nationality, number and level of posts as suggested in annex II to the report.

46. The Inspectors also suggest that the General Conference should request the Director-General to take appropriate measures for the improvement of the standards and methods of recruitment and for strict application of the Staff Regulations in this respect. They might include, inter alia, circulation of vacancy announcements two to three years in advance to enable national recruitment services to select better candidates and to shorten the recruitment period.

47. The report was sent on 23 February 1984 to the Director-General of the International Labour Organisation for action and to the other participating organizations of JIU for information.

F. International Maritime Organization (JIU/PEP/84/4)

48. IMO is the only intergovernmental global organization that brings together all the technical aspects of shipping. With a headquarters staff of approximately 260 in all grades and an annual budget of about \$US 13 million, it is one of the smaller specialized agencies of the United Nations system.

49. The report comprises an analysis of the purposes and functions of IMO; of the functioning of its intergovernmental organs; its technical co-operation activities; relationships with the United Nations, its subsidiary bodies, other specialized agencies, intergovernmental and non-governmental organizations; and of the work of IMO's secretariat, its staffing and budget.

50. During the 28 years of its existence, IMO has developed into an effective, well-run United Nations specialized agency. It has resisted the temptation of bureaucratic expansion and has stuck firmly to its technical functions.

51. IMO maintains close and fruitful relations with other United Nations agencies and bodies concerned with maritime matters, particularly, ILO, ITU, UNESCO, ICAO and UNEP. There are some difficulties of demarcation with UNCTAD in relation to certain issues in the field of maritime legislation. In this connection, the Inspectors express full agreement with the recommendation of the Committee for Programme and Co-ordination that "IMO and UNCTAD should increase their level of co-operation in the field of maritime transport which should be based on compliance with existing agreements and ensure that duplication and overlap of activities should be avoided". Moreover, the IMO and UNCTAD secretariats should jointly take all measures to expedite agreement, subject to confirmation by their respective intergovernmental bodies, first on the designation of contentious issues in the field of maritime legislation, and then on the responsible organization for each, taking account, inter alia, of work already carried out on these issues by IMO and UNCTAD.

52. It is difficult for IMO to keep in touch with developments at United Nations Headquarters in New York and to attend meetings there having a bearing on IMO's activities. An economical way to overcome these difficulties would be the appointment of a part-time liaison officer in New York, similar to the one IMO already maintains in Geneva.

53. With the whole organization now under one roof, it no longer seems necessary for the administration and financial management of the technical assistance programme, and the recruitment of specialized staff and experts, to be done by the Technical Co-operation Division and the Conference Division independently of the central administrative machinery of IMO. Serious consideration should be given to the possibility of combining in the Administrative Division the recruitment, administration and financial functions now performed by the Technical Co-operation and Conference Divisions with those already performed in the Administrative Division; such a development would be accompanied by a transfer of personnel resources. There is a particularly strong case for having all the financial functions computerized and performed in one place, with probable economies in staff time.

54. The small size of IMO's staff imposes limits on what can be done to improve the geographical distribution of staff, but efforts should continue to be made to bring in a wider range of nationalities, especially non-represented and developing countries. Measures could also be taken to widen the geographical range of experts recruited, consistent with the Secretariat's obligation to offer highly qualified experts and with host Governments' right to choose the most suitable candidate.

55. The current presentation of the IMO budget is somewhat different from that of a programme budget, whose principal function is to provide member States and governing bodies with a statement of proposed priorities, programmes and resource allocation. The Secretary-General of IMO and the Council should consider whether the addition to the work programme and the budget of a page or two on the activities foreseen for each technical division would be desirable, in order to give member States a clearer picture of what technical divisions are expected to achieve as a result of decisions by intergovernmental bodies.

56. The report was sent on 29 February 1984 to the Secretary-General of IMO for action and to the other participating organizations of JIU for information.

G. Publications policy and practice in the United Nations system (JIU/REP/84/5) 5/

57. Publications are and will continue to be an important programme activity of the organizations of the United Nations system which produce some 4,000 publications (including periodicals) each year. These publications aim to collect, analyse and disseminate information on all the activities of the system as well as to encourage objective analysis and stimulate discussion. They must, therefore, properly reflect the work of the organizations and reach the persons and institutions for which they are intended as cost-effectively as possible.

58. The report takes a broad overview of the publications scene in the United Nations system. The Inspectors encountered some difficulties in using the information gathered through a questionnaire sent to all JIU participating organizations and a number of autonomous or independent bodies of all the United Nations system. Above all, the financial statistics relating to publications left much to be desired. The Inspectors were able to make only an "educated guess" that the organizations of the United Nations system are spending sums bearing a relationship of about 10 per cent to their regular budgets (i.e., about \$US 150 million in 1981) on the direct cost of publications alone.

59. The main issue is less a question of figures than of purpose and direction. What do the organizations of the United Nations system publish and for whom? Have target readerships been identified and are the publications reaching these readerships? Are publications being issued primarily because there is a legal, budgetary or other provision to do so or do they respond to a need or a demand? Is there sufficient quality control? Should saleability be a criterion? These and other questions are addressed in the report. The Inspectors do not claim that their findings are definitive or exhaustive, but believe that the study provides indications of possibilities for improvement.

60. The main recommendations of the report deal with the following issues:

(a) The approach to sales and to free distribution. Organizations have to execute mandates which put a priority on their disseminating information. Sales are seen as of secondary consequence. While not questioning the validity of the mandates, the Inspectors recommend a more positive approach to sales. Such an approach would make organizations more alive to the need to produce publishable and marketable material.

(b) Quality control and the role of the Director of Publications. Improvements in the quality of published material seem unlikely if these depend on Publications Boards or Committees whose functions are largely supervisory. Efforts to improve quality need to be taken closer to the level of manuscript preparation. A crucial element in bringing quality consciousness closer to home lies in the functions of the Director of Publications. He should have some experience in publishing, including commercial publishing, and he should have the authority to ensure that publications meet standards of acceptability in the light of the readership to which they are addressed. He should be the chairperson of an editorial sub-committee charged by the Publications Board or Committee to assist him in the pursuit of this task. Knowledgeable and interested persons not necessarily connected with the organization's publications programmes might be invited to become members of such a sub-committee.

(c) Management information. There are many significant gaps in statistical and other information on the direct and indirect costs of publications and on the effectiveness of publications activities. It is essential that these deficiencies be corrected if management is to plan intelligently. Some organizations have already taken action to introduce accounting systems designed to give better information on costs. The Inspectors encourage all organizations to set up such systems.

(d) Reductions in the quantity of published material. A redistribution of publications resources needs to take place so that proportionately more money is spent on marketing, promotion and distribution. Governing bodies should demand stricter controls on what is published and for whom, and consider making the necessary budgetary arrangements to redress the imbalance between production and diffusion.

61. The report also discusses forms of co-operation and consultation which exist among the organizations. These have been useful but more needs to be done. The Inter-Agency Meeting on Language Arrangements, Documentation and Publications (IAMLADP) should take a keener interest in publications. A sub-committee of IAMLADP should be appointed to work on such problem areas in publishing as may be recognized by ACC. Among these, the Inspectors note the need for some

co-ordination of management information and for study of the feasibility of co-operative sales and distribution arrangements among the organizations.

62. The Inspectors recommend that ACC invite the Joint United Nations Information Committee (JUNIC) to advise on the public information aspects of publications. It would seem useful to make use of the resources of the Department of Public Information of the Secretariat and its Information Centres to assist in promoting the aims of United Nations system publications.

63. The report was sent on 9 March 1984 for action to the Secretary-General of the United Nations and to the executive heads of the other participating organizations of JIU.

H. Report on the Office of Secretariat Services for Economic and Social Matters (OSSECS) (JIU/REP/84/6) 6/

64. The report on the Office of Secretariat Services for Economic and Social Matters is one of a series of JIU reports on the implementation of General Assembly resolution 32/197 on the restructuring of the economic and social sectors of the United Nations system.

65. Until the adoption of resolution 32/197, technical secretariat services in respect of economic and social matters to the intergovernmental bodies were provided by the Economic and Social Council secretariat, which was part of the old Department of Economic and Social Affairs; and such services to the ACC machinery were provided by the Office of Inter-Agency Affairs, which was directly under the Secretary-General. These functions have been brought together in OSSECS.

66. The main function entrusted to OSSECS by the Secretary-General in his Bulletin 163, of 23 March 1978, is to provide, on an integrated basis, "technical secretariat services" for the Committee for Programme and Co-ordination, the Economic and Social Council, the General Assembly, ad hoc conferences and inter-Secretariat co-ordination machinery.

67. The responsibilities of OSSECS within the Secretariat include also organizing and co-ordinating the provision by the Secretariat of substantive support services, particularly documentation; ensuring that the intergovernmental bodies and the substantive Secretariat units are all kept informed of relevant decisions and executive actions flowing from these decisions; preparing, in consultation with the substantive units, the programme of work of the Economic and Social Council; preparing the economic and social conferences calendar, with the Department of Conference Services (DCS); helping the Political and General Assembly Affairs secretariat in the formulation of the provisional agenda of the General Assembly in respect of economic and social matters and in all organizational aspects relating to them, including recommendations for the allocation of items.

68. OSSECS is a relatively small organization compared to the two main Departments in the economic and social field, DIESA and DTCD. It has an established staff of 39 (21 Professionals and 18 General Service) and a biennial budget of \$US 3.8 million, with no extrabudgetary personnel. The Inspectors came to the conclusion that the relatively simple organization of OSSECS is adequate and allows it to perform its functions smoothly. However, they believe that the present workload of OSSECS and its wide responsibilities would warrant the creation of

three separate branches each headed by a Chief at the appropriate level. These would cover: calendar and documents planning and editorial control; intergovernmental and other meetings and servicing of special conferences; and inter-agency affairs.

69. OSSECS has been functioning since its inception without formal Terms of Reference, apart from the listing of functions contained in the Secretary-General's Bulletin 163. The Inspectors recommend that the Secretary-General should issue Terms of Reference for OSSECS without delay, taking account of the functions which it has acquired since Bulletin 163 was issued.

70. The Inspectors believe that the decision, deriving from resolution 32/197, to make OSSECS responsible for the editing of documents in the social and economic fields has been justified by results.

71. It has also been suggested that some of the substantive economic and social entities, in particular DIESA, should have their own editorial staff, which would allow them to recruit editors specialized in the economic and social fields. The Inspectors believe that the concentration of editing control of documents dealing with economic and social matters within OSSECS has allowed it to give priority to the most important and urgent documents and to process in-session documents rapidly. They conclude that editorial control in the economic and social fields is best retained with OSSECS.

72. Since 1978, an additional function has been entrusted to OSSECS, namely the technical servicing of meetings of the group and sub-group of the Group of 77 on the economic side. Concerning this new task, the Inspectors noted that member States feel full confidence in OSSECS, and that they prefer their meetings to be run by OSSECS rather than by some other branch. Because of this confidence gained by OSSECS from member States, the Inspectors recommend that the Secretary-General should consider whether, in due course, OSSECS might be made responsible for the provision of technical services to other General Assembly Committees and to some special conferences outside the economic and social sectors.

73. The Inspectors finally recommend that the responsibility of OSSECS and DCS for servicing informal meetings, especially those related to the Economic and Social Council and the Second Committee, should be accepted as legitimate grounds for requests for resources in the programme budget, and both should be authorized to plan these meetings, with the necessary financial resources, subject to the priority requirements of the formal meetings programme.

74. The report was sent on 10 April 1984 for action to the Secretary-General of the United Nations and for information to the other participating organizations of JIU.

I. Reporting to the Economic and Social Council (JIU/RFP/84/7) 7/

75. For almost 20 years there has been a visible and closely studied "crisis" in the role and functioning of the Economic and Social Council. Political and technical difficulties have led to misunderstandings and frustrations both within the Secretariat and among delegations, which illustrate the whole problem of relations between the Secretariat and intergovernmental organs.

76. The documentation prepared for the Council in 1983 illustrated these problems, not only in its volume - some 108 reports and 4,000 pages of pre-session documentation alone - but also because the reports do not meet genuine Council needs. This report considers the possibilities for a veritable revolution in the technical conception of this documentation, so that it might inform the Council rather than suffocate it. The report examines certain documents relating to three of the Council's essential functions: definition of policies, co-ordination, and planning and programming.

77. The general debate of the Council at its second session operates under certain rituals and constraints. In 1983, important problems were highlighted, thus contributing to a search for solutions. But the documentation provided is too voluminous, too late, somewhat diverse, partly summarized, too purely informative, and without recommendations. Only the report of the Committee for Development Planning (CDP) provided a summary and precise recommendations, but the Council did not act on them.

78. The World Economic Survey is submitted annually to the Council, but it devotes 85 per cent of its volume to description of situations. Its analytical facts are too brief and difficult to identify. Many other international organizations also provide varying and often divergent analyses of the world situation. It would seem important to analyse these divergences for the Council, to make the World Economic Survey more analytical and less descriptive, and to consider entrusting precise tasks to a strengthened CLP as a group of independent experts with greater freedom in expressing their opinions. The Council might also consider issuing yet another reminder on the presentation of action-oriented reports, and reviewing the form of the general debate.

79. The second Council function, co-ordinating system-wide plans and programmes, encounters the same kind of difficulties. The various ACC reports lack needed information or are only descriptive catalogues. A few cross-organizational studies have contained interesting analyses, but most contain no conclusions or recommendations. The annual report of the Committee for Programme and Co-ordination (CPC) is the only document which submits critical and constructive conclusions to the Council, but the reports sent to CPC do not meet its needs and lead it to give methodological instructions rather than substantive recommendations. The joint ACC-CPC meetings have the same difficulties.

80. The differing approaches and sectoral responsibilities of the organizations hamper improved co-ordination, and once again suggest the need for outside expertise to supplement Secretariat reporting. Experts recruited by the intergovernmental organs themselves could examine co-ordination problems. CPC could determine the list of subjects, compile a list of experts (financed by a transfer of funds assigned for Secretariat consultants), and study the detailed conditions for such a system. CPC might also be provided with a permanent secretariat comparable with that available to the Advisory Committee on Administrative and Budgetary Questions.

81. Similar difficulties exist for the Council and its subsidiary bodies in the third function, planning and programming for the United Nations - as shown by the example of the Committee on Natural Resources. In 1983, the Committee received information on only a few of the many activities of the United Nations and the system in the minerals field. It did not receive the relevant programme documents, was not able to put the few evaluation and co-ordination reports provided to good

use, and was obliged to conclude in 1983 that it lacked the means to discharge its responsibilities. Among other economic, social and humanitarian programmes, it appears that only a few subsidiary bodies use a few of the available programming tools.

82. To yield results, these programming instruments must be used as intended. It is particularly important that lessons learned from evaluation exercises be provided to intergovernmental bodies and fed back into new programmes. To ensure such results in future, a special part of the regular reports of subsidiary bodies of the Council should examine the relevant programmes. The programme documents should be distributed systematically to support this decision-making function and steadily improved in quality, and outside expertise should again be used to help strengthen the tools, especially the in-depth evaluation reports.

83. Because of well-known constraints on the negotiating, policy and operational processes of the United Nations and the system in the economic and social fields, it is possible to achieve only modest results in improving effectiveness. But these results would be of some importance for the United Nations and the international community by strengthening the intellectual authority of the Organization and its programmes.

84. The reforms suggested in this report, and particularly the more systematic recourse to outside expertise, could help improve Secretariat effectiveness, breathe new life into dialogue with Member States, and devise a new style in many fields. The implementation of this solution will require more thorough institutional analysis and scrutiny. If the Council approves such action in principle, additional studies by the Secretariat and JIU could further define relevant procedures.

85. This report was sent on 1 May 1984 to the Secretary-General of the United Nations for action and to the other participating organizations of JIU for information.

J. Report on personnel problems in the World Food
Programme (WFP) (JIU/REP/84/8)

86. WFP was established as a common initiative by two organizations, the United Nations and FAO. Numerous dispositions in its basic constitutional texts reflect this common origin: election of half of the members of the Committee on Food Aid Policies and Programmes (CFA) by each organization, appointment of the Executive Director by the Secretary-General of the United Nations and the Director-General of FAO, after consultation with CFA, requirement that the Executive Director consult with the Secretary-General of the United Nations and the Director-General of FAO on certain matters, etc. The basic documents have also established complex and particular relationships between WFP and FAO and this imbrication of responsibilities, which are not always clearly defined, creates serious interpretation and management difficulties. The Executive Director has wide responsibilities concerning the servicing of CFA, the staffing and organization of the secretariat, the planning and implementation of projects, and the management of resources. He must, however, rely to the fullest extent possible on existing staff and facilities of FAO (on a reimbursable basis) and administer the staff of WFP in accordance with FAO Regulations and Rules.

87. This overlapping in responsibilities may not have created particularly complex problems at the outset of the Programme. However, over the years difficulties of interpretation and bureaucratic differences have developed considerably. This has been due to the combined influence of the growth in WFP operations and staffing and of a divergent evolution in the perceptions that the two organizations have of their relationship. WFP staff has acquired an increasingly clear awareness of the specificity of WFP's mission, while there has been a tendency in FAO units to consider the Programme as one of the divisions of their organization. The "services rendered by FAO to WFP" and the necessary intellectual and programme-related co-operation have been confused with control of WFP activities by FAO, which is not in accord with the basic documents.

88. It is within this general context that the JIU report deals with personnel problems in WFP, as it is in this domain that the situation outlined above has had the most serious consequences and where corrective action is most urgent. The report analyses in some detail the current situation of WFP professional staff and identifies a number of problem areas, among others:

(a) The level of academic and professional qualifications is insufficient to meet the current needs of the organization;

(b) The geographical distribution of staff (predominance of a small number of countries) and composition by sex (absence of women in the higher grades) are unbalanced;

(c) The grade pyramid and the limited possibilities for rotation between headquarters and the field prevent the organization of a genuine career development system.

The Inspector concludes that the problems with regard to recruitment, training and career development are practically insoluble within the existing legal framework. Since the development of a personnel policy is the first and absolutely essential step in enabling WFP to perform its mission properly, changes in the legal framework and the practices followed must be proposed and put into effect.

89. Accordingly, the report suggests that the desirable solution would appear to seek out a formula comparable to that of programmes such as UNDP, UNICEF and UNHCR, in order to provide a management system adapted to WFP's needs, while retaining links with the founding organizations. The recommendations to CFA, therefore, deal with:

(a) Definition of the principles of a WFP personnel policy, particularly with regard to the use and definition of "occupational groups", recruitment methods, rotation between headquarters and the field, career development and training;

(b) Specific changes in the present Regulations and Rules applicable to WFP staff and in article 14 of the General Regulations of WFP resulting from the redistribution of responsibilities in personnel matters between FAO and WFP suggested in the report.

90. The report was sent on 18 May 1984 to the Executive Director of WFP for action, to the Secretary-General of the United Nations and the Director-General of FAO for comment, and to the other participating organizations of JIU for information.

K. Note on a management review of the joint Nordic-
UNESCO Communication Project in Africa (Phase I)
(JIU/NOTE/84/1)

91. UNESCO has asked JIU to undertake this review. The project in question was financed by the five Nordic Governments and executed by UNESCO; its aim was to make radio broadcasting in Africa more relevant to and supportive of development, especially in the rural areas, by the training of radio personnel and of others employed in development work. Six African countries of Botswana, Kenya, Lesotho, Swaziland, the United Republic of Tanzania and Zambia, to which Zimbabwe was later added, are the beneficiaries and it was the hope of the donor Governments that the project would serve as an example to be followed elsewhere in Africa. The budget of the project was \$US 1.7 million, including UNESCO's 14 per cent for overhead costs, and a three-year duration is envisaged from August 1979.

92. The report first considers the design of the project. Two criticisms are made: first, imprecision of the basic project document, especially as regards the formulation of its objective in terms of the number of people to be trained in what period of time; second, lack of consultation envisaged with the African Governments concerned at a sufficiently early stage.

93. The Inspector expresses the view that better and earlier consultation would have revealed that assumptions made in the project document about the level of communications expertise already existing in these countries were too optimistic, and would have enabled a clear understanding to be reached about the importance to be assigned to audience research in the training given.

94. In examining the implementation of the project, the Inspector comments that in the initial training survey no attention was given to the question of research. The number of courses (45) given in the 44 months from May 1980 to December 1983 was only slightly above the total of 41 originally envisaged for the first 14 months. The reasons for this slow delivery included incorrect assumptions about the extent to which courses could be repeated in identified form in the different beneficiary countries and the failure to recruit a full-time Project Co-ordinator until March 1982. A substantial amount of resources (13 per cent of the project budget) was diverted by the need to give basic radio training to a number of trainees so that they could benefit from the advanced training provided under the project, and there was a further relatively unfruitful diversion of resources, about 2 per cent of the project budget, into the Homa Bay Community Broadcasting Station in Kenya. A research consultant was not engaged until February 1982 and full-scale research training was not incorporated into the courses until May 1982. The host Governments sometimes failed to make their counterpart contributions of transport and accommodation. The Inspector believes that the project staff could have done more to prevent such shortcomings and to improve solutions to any problems.

95. The Inspector concludes that despite its shortcomings the project has been useful to African countries and was welcomed with enthusiasm by the trainees and the Directors of Broadcasting. It responded to a genuine need which African Governments had not been in a position to fill, and there is now a group of trained communicators, producing programmes with greater awareness of the needs of their audiences, especially rural ones. The project is also encouraging for the future of projects decentralized from agency headquarters to the field, and for the future of government execution of projects. The Inspector shares the hopes of the African authorities that the project may continue.

96. This note was sent in July 1984 to the Director-General of UNESCO for action and to the other participating organizations of JIU for information.

L. Report on the International Atomic Energy Agency's technical co-operation (JIU/REP/84/9)

97. The report endeavours to analyse the impact of the International Atomic Energy Agency's technical co-operation on the programmes of nuclear energy development of member States.

98. The conclusions and recommendations of the report are based on the findings during visits to some member countries, where working meetings were held with the government officials responsible for the programme and projects supported by the Agency. In addition, a questionnaire was made available to the officials concerned. Both the discussions held with government officials and the questionnaire were structured around the chronological sequence characteristic of most technical co-operation activities: programming, project identification and formulation, project implementation, evaluation and follow-up. The report, therefore, concentrated on the Agency's technical co-operation in terms of that logical progression.

99. The report noted that, in general, technical co-operation with the Agency was highly appreciated by the recipient countries, although relatively modest in volume, and that the Agency had played a catalytic role out of proportion to the size of its assistance.

100. The report noted that the steady expansion of the Agency's technical co-operation has increasingly involved it in the implementation of sizeable multi-year projects. It recommended, therefore, that the Agency co-operate with each member country concerned with a view to establishing a multi-year programme covering all IAEA-supported projects in that country. Such a programme, which would be reviewed and updated every year, should be based on the general policy of the country concerned with regard to atomic energy policy development and would indicate overall and sectoral priorities and means of achieving them.

101. These programmes would be meaningful only if they were prepared on the basis of financial contributions which can be foreseen and can reasonably be expected to materialize. Consequently, the existing procedure of pledging voluntary contributions for technical co-operation each year should gradually be changed so as to cover longer periods corresponding to the duration of new country programmes.

102. The report concluded that an Agency representation in the field, which would deal with all aspects of technical co-operation, would pave the way for the establishment of facilities for accommodating multi-year country programming. To that end, the Agency should study the possibility of having its own representation in the field.

103. The report also noted that, in expectation of an appreciable increase in the number of major multi-year projects, the Agency should co-operate with interested countries, at their request, in formulating project documents covering all the main elements which would enable the project concerned to be effectively implemented. The project document should indicate, inter alia, the long-term and medium-term objectives of the project. It should also contain a work plan showing the main

tasks to be performed. The project budget and government contributions to the project should be clearly indicated. The Agency may also consider sending short-term missions to interested countries to co-operate with them in formulating such projects.

104. The report emphasized that nuclear power plant projects are among the most costly and complex and those which take the longest time to carry out; it recommended that the Agency should make a greater effort to co-operate with member States in conducting preparatory and supplementary studies concerning the construction of nuclear-power plants, so as to give member States a clearer idea of the basic options and a better appreciation of the various implications of implementing such projects.

105. As regards the supply of equipment by the Agency, IAEA should make a special effort to work out simplified and accelerated procedures or general agreements concerning customs clearance with member States concerned, where no such procedures or agreements exist, and should co-operate with interested countries in establishing central workshops for the maintenance and repair of IAEA-supplied equipment as well as similar equipment derived from other sources.

106. The report recommended also that, with regard to the recruitment of experts and consultants requested by member States, the Agency should co-operate with Member States to obtain the services of a greater number of national or regional experts if the possibility arises.

107. The report further recommended that the Agency's training for specialists of member countries should, as far as possible, be integrated with the projects carried out in co-operation with the Agency so as to ensure consistency between training objectives and project aims. The Agency should also co-operate with member States, at their request, in establishing national committees responsible for supervising and co-ordinating the training of skilled staff through the Agency.

108. This report was sent in July 1984 to the Director-General of the International Atomic Energy Agency for action, and to the other participating organizations of JIU for information.

M. Common Services of United Nations organizations at the Vienna International Centre (VIC) (JIU/REP/84/10)

109. This study was requested of the Joint Inspection Unit by the formal meeting on the Conversion of the United Nations Industrial Development Organization (UNIDO) into a specialized agency, held from 16 to 20 May 1983, which recommended that JIU should conduct a study on the effect that UNIDO's assumption of specialized agency status might have on existing common services and other joint working arrangements at the Vienna International Centre. Common services, as examined in this report, refer to those programme support services in the fields of administration, finance, conference-servicing operations and management which are shared by organizations of the United Nations system located at the International Centre. In addition to these VIC-wide services, the report covers services which are common only to the UNIDO and United Nations entities currently housed at the Centre.

110. The report describes the background, organization and management of common services at the International Centre, identifies their strengths and deficiencies, considers the issues arising from the conversion of UNIDO into a specialized agency and offers conclusions and recommendations. After reviewing the functioning of existing common services, the Inspectors conclude that, notwithstanding some weaknesses, these services function generally well and that the costs to member States would have been appreciably higher had these services not been provided communally. In addition, the Inspectors found that valuable operational experience had been gained by the three organizations at the Centre and that the financial benefits, the knowledge and the practical experience gained thus far should be consolidated, maximized and expanded as far as possible. Thus, the Inspectors concluded that there should be no change in the existing arrangements unless it is demonstrated that a realignment of responsibilities would lead to more efficient and cost-effective results.

111. The Inspectors noted some weaknesses in the management pattern adopted for the operation of common services, namely, that managing organizations, consciously or not, exercise direct control over the policy and budgetary aspects of the services they provide, often taking insufficient account of the views of users that pay their share of the bills. They also noted that advisory committees and other joint bodies have in some cases not been wholly effective since they are hardly vested with the necessary authority to influence decisions of line managers of common services, that in some services these bodies do not exist or have ceased to function, and not all user organizations are represented. The Inspectors recommend that these problems should be properly addressed through a series of corrective measures.

112. On existing working arrangements between the United Nations and UNIDO, the Inspectors noted that notwithstanding the position taken by member States at the formal meeting "that any changes in the existing working arrangements between the United Nations and UNIDO and the common services at the Vienna International Centre as a consequence of the transformation of UNIDO into a specialized agency were a matter to be worked out, after UNIDO has become a specialized agency", the Secretary-General had already introduced certain changes with the approval of the General Assembly. They hold the view that the Secretary-General's initiative did not sufficiently take into account the implications that such an initiative would have for the wider system of common services at the Centre and that this action should not forestall opportunities for maintaining and even expanding common services after UNIDO accedes to its new formal status.

113. As regards the extension of existing common services, the Inspectors observed that the Memorandum of Understanding mentioned some potential areas which had not yet been explored by organizations of the Vienna International Centre at the time of preparing this report. The Inspectors identified additional areas in general services, recruitment, finance and conference services which should equally be considered for communal arrangements.

114. In discussing future common services, the Inspectors welcome the fact that the three organizations in the Vienna International Centre have developed, in connection with their current review of the Memorandum of Understanding, a set of principles to guide their work. The report offers other general principles which the organizations should bear in mind in their deliberations on common services. In addition to these, the Inspectors offer a set of criteria to be used in determining whether a particular service should become the subject of common arrangements among two or more organizations.

115. This report was sent in July 1984 to the Secretary-General of the United Nations, and the Director-General of the International Atomic Energy Agency for action, and to the other participating organizations of JIU for information.

Notes

1/ The reports of previous years were distributed by the Secretary-General as the following documents: A/C.5/1241; A/C.5/1304; A/C.5/1368; A/C.5/1433; A/C.5/1515; A/C.5/1598; A/C.5/1676; A/C.5/31/1; A/C.5/32/6; A/C.5/33/5; A/C.5/34/1; Official Records of the General Assembly, Thirty-fifth Session, Supplement No. 34 (A/35/34); ibid., Thirty-sixth Session, Supplement No. 34 (A/36/34); ibid., Thirty-seventh Session, Supplement No. 34 (A/37/34); and ibid., Thirty-eighth Session, Supplement No. 34 (A/38/34).

2/ Circulated to members of the General Assembly under the symbol A/39/80.

3/ Circulated to members of the Economic and Social Council under the symbol E/1984/52.

4/ Circulated to members of the General Assembly under the symbol A/39/299.

5/ Circulated to members of the General Assembly under the symbol A/39/239.

6/ Circulated under the symbol A/39/94-E/1984/60.

7/ Circulated under the symbol A/39/281-E/1984/81.

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