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Use of consultants and experts in the United Nations

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report of the Joint Inspection Unit entitled "Use of consultants and experts in the United Nations" (JIU/REP/82/8).

* A/37/150.

USE OF CONSULTANTS AND EXPERTS
IN THE UNITED NATIONS

(PROGRESS REPORT)

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USE OF CONSULTANTS AND EXPERTS IN THE UNITED NATIONS
(PROGRESS REPORT)

I. BACKGROUND

1. The use of consultants and experts 1/ in the United Nations has been a subject of concern to Member States since the inception of the Organization. The United Nations Advisory Committee on Administrative and Budgetary Questions (ACABQ) almost every year since 1948 has considered the question of the use of funds for consultants and experts.

2. This is quite understandable in view of the steadily growing recourse to outside expertise, which increases the regular budget and adds to the financial burden of Member States. The budget appropriations for consultants and experts increased during the last twenty years from US\$ 487,690 in 1962 2/ to US\$ 8,004,600 in 1981, 3/ i.e., a 16.4-fold increase, while the total United Nations regular budget appropriations during that period increased from US\$ 85.8 million to US\$ 670 million, i.e., a 7.8-fold increase. This means that the rate of growth of appropriations for consultants and experts was twice as high as that of the regular budget.

3. The rapid increase in expenditure on outside expertise was certainly not the only cause of the Member States' concern. There were other factors. One was the absence of strict criteria for the use of consultants. This led to some abuses in the sense that some contracts were awarded to consultants for routine work, which could have been done by regular staff. Others included such factors as the lack of control of the purposes and effectiveness of consultancy services rendered, the practice of bringing retired staff members as "consultants" to do the same job as they did before their retirement, the absence of a proper reporting system by which Member States could identify shortcomings in the use of consultants and experts and take remedial action. By the beginning of the seventies it had become clear that unless these problems were studied objectively and ways found for stricter scrutiny and control over the use of funds for consultants and experts, there could be no hope of achieving any improvement in this area.

4. Therefore, at its twenty-sixth session, the General Assembly requested the Joint Inspection Unit (JIU) to undertake a study on the use of experts and consultants hired by different services of the United Nations. 4/ In response to this request, JIU prepared a "Report on the Use of Experts and Consultants in the United Nations" (JIU/REP/73/3 or A/9112 of 31 July 1973), which was considered by the General Assembly in 1974. The Assembly concurred with the

1/ In this report the term "expert" is used in the sense of "participant" in ad hoc expert groups and other advisory meetings and not in the sense of experts recruited for technical co-operation projects.

2/ A/9112, para. 14.

3/ A/C.5/36/46, Annexes II and VI.

4/ Official Records of the General Assembly, Twenty-sixth Session, agenda item 76, document A/8531/Add. 1, p. 23.

main recommendations of the JIU report and established the following principles and guidelines for the use of outside expertise: 5/

(i) that experts and consultants should be recruited only from highly qualified candidates in the specific field in question;

(ii) that outside expertise should be resorted to primarily for specific assignments and only for services for which provision cannot be found within the established staff of the Secretariat for lack of specialized knowledge and/or expertise;

(iii) that experts and consultants should be appointed from a wider and more representative number of countries than before and that these should include a larger number from the developing countries;

(iv) that in future biennial programme budget proposals the estimates under this heading (consultants and experts) should be prepared with determined restraint, with a view to achieving reductions in the appropriations requested for this purpose;

(v) that in the use of consultant services priority should be given to programmes more directly related to economic and social development.

5. Since 1974, the General Assembly has discussed this question with increasing concern because, despite some measures taken by the Secretary-General, the general situation concerning the use of consultants and experts has remained unsatisfactory. Expenditure for outside expertise continued to increase: appropriations for consultants and experts, as will be seen in Annex I, increased from US\$ 5.8 million in 1974-1975 to US\$ 16.0 million in 1980-1981, i.e., a 2.75-fold growth. At its thirty-fifth session the Assembly expressed regret that the Secretary-General was unable to report in time on the elimination of existing deficiencies in the implementation of the principles and guidelines on the use of consultants and experts in the United Nations. 6/

6. In response to the concern expressed in this connection by many Member States, the Joint Inspection Unit has decided to undertake a study and prepare a progress report on the implementation of the principles and guidelines for the use of consultants and experts and other relevant decisions of the General Assembly. The purpose of this report is to assess the status of the implementation of the guidelines established by the General Assembly for the use of consultants and experts, to identify existing problems and deficiencies and, on this basis, to make recommendations.

7. The Joint Inspection Unit has recently undertaken studies and issued reports on the use of consultants and experts in two large specialized agencies - FAO (report JIU/REP/79/7 of June 1979) and UNESCO (report JIU/REP/79/14 of November 1979). These reports are available from JIU on request.

8. The data for this report have been collected by the JIU through a questionnaire. In the course of the study the Inspectors visited various entities of the United Nations, including United Nations Headquarters, UNOG, UNCTAD, UNEP, UNICEF, UNIDO, HABITAT and four regional commissions. They had numerous discussions with officials who, in one way or another, are involved in the use of consultants and experts and express their appreciation to all those who assisted them in this study.

5/ Official Records of the General Assembly, Twenty-ninth Session, agenda item 73, Documents A/9631, pp. 136-137, and A/9960, para. 30.

6/ General Assembly resolution 35/224 of 17 December 1980.

II. MAJOR ASPECTS OF THE CURRENT SITUATION

9. Since 1974, pursuant to the relevant resolutions of the General Assembly, the Secretary-General has had to report to the Assembly on the use of consultants and experts at almost every regular session. Most of these reports, especially those submitted to the Assembly in 1975, 1976, 1977, 1978, were incomplete, poor in substantive information and Member States characterized them as unsatisfactory. The report submitted to the thirty-third session of the Assembly (A/C.5/33/3 of 6 September 1978) was so incomplete that even the representative of the Secretary-General recognized that it was unsatisfactory and promised that the next report would be a comprehensive one. ^{7/} However, despite the specific request of the General Assembly (resolution 33/117) the report was not prepared in 1980. The report on the use of experts and consultants prepared by the Secretary-General for the thirty-sixth session of the Assembly (A/C.5/36/46 of 17 November 1981) was of an improved nature in particular for 1980, but it was issued so late that the Member States had no possibility of considering it during the last days of the session.

10. In accordance with the General Assembly decision of 18 December 1974 Administrative Instruction ST/AI/232 was issued on 28 November 1975 concerning the use of outside expertise and professional services, which entered into force on 1 January 1976.

The Instruction contained definitions of the terms "consultant", "expert" and "contractor", and introduced procedures governing the use of outside expertise by all departments and offices of the Secretariat for all purposes other than technical co-operation activity. In accordance with ST/AI/232, special forms have to be completed before a commitment can be made to engage outside expertise. Other forms have been provided for the certification and evaluation of any consultant services performed. Appropriations for consultants and experts have to be indicated as separate items in the regular budget, etc.

11. These measures, dealing mainly with the conceptual, administrative and legal aspects of the problem, were intended, inter alia, to achieve the following aims:

- a) to ensure uniform application of the guidelines for the use of consultants and experts throughout the Organization;
- b) to establish financial and personnel controls on the use of outside expertise;
- c) to introduce proper reporting procedures in order to implement the decision of the General Assembly on the use of consultants and experts.

12. However, the experience of the last period up to 1980 showed that the Secretariat had failed to attain these aims. Taking into account the fact that many discussions on the use of outside expertise have taken place at the Fifth Committee in recent years, the Inspectors consider it useful in this report, after a brief assessment of the present situation, to concentrate on the factors which hinder the attainment of the expressed desire of the General Assembly concerning the use of consultants and experts in the United Nations. Major aspects of the current situation in regard to the use of outside expertise are analysed in the following paragraphs.

^{7/} A/C.5/33/SR.9, para. 42.

A. Trends in expenditure and number of consultants and experts

13. The number of consultants and experts under the United Nations regular budget was as follows: 8/

	<u>1970</u>	<u>1976</u>	<u>1977</u>	<u>1980</u>
Consultants	373	532	652	851
Experts	357	158	261	527

14. An analysis of these figures and the data contained in Annex I on appropriations and expenditure for consultants and experts leads to the following findings:

a) Appropriations for consultants and experts increased from US\$ 4.7 million in 1972-1973 to US\$ 16.0 million in 1980-1981, i.e., a 3.4-fold growth, while the total regular budget during this period increased from US\$ 442.5 million to US\$ 1 341.7 million, i.e., a 3.0-fold growth.

b) The number of experts increased from 357 in 1970 to 527 in 1980, i.e., a 47.9% growth. At the same time the number of consultants increased from 373 in 1970 to 851 in 1980, i.e., a 128.2% growth. Accordingly, expenditure on experts increased during that period from US\$ 1 028 900 to US\$ 1 212 600, i.e., 17.8%, while expenditure on consultants increased from US\$ 3 701 900 to US\$ 6 102 000, i.e., 64.8% growth. So the rate of increase in the number of consultants during the last ten years was 2.8 times higher than the rate of increase in the number of experts, and the rate of growth in expenditure on consultants was 3.6 times higher than the rate of increase in expenditure on experts.

c) The rate of growth in expenditure for consultants and experts was much higher than the rate of growth of the total regular budget with the exception of the biennium 1978-1979 when expenditure on outside expertise was maintained at a lesser growth level.

Thus, the guideline established by the General Assembly that the estimates for the use of consultants and experts in future programme budgets should be prepared with determined restraint, with a view to achieving reductions in the funds requested for this field of activities, has not been properly observed during this period.

15. The main users of outside expertise in the United Nations are UNIDO, UNCTAD and such units of the Secretariat as the Centre for Transnational Corporations (CTC) and Administration, management and general services. The Member States expressed serious concern in regard to the extremely high level of expenditure for consultants in CTC: US\$ 336 700 in 1976-1977, US\$ 958 300 in 1978-1979 and US\$ 577 600 in 1980. Appropriations for consultants and experts in CTC accounted for approximately 15 per cent of the total budget appropriations of CTC in 1982-1983, while for the whole of the United Nations Secretariat they accounted for approximately 1 per cent.

B. Purposes for using consultants

16. Until 1976 there was no proper control over the implementation of the principles and guidelines on the use of outside expertise laid down by the

Sources: 1970, 1976, 1977: A/C.5/33/3, Annex II;
1980: A/C.5/36/46, Annex VII

General Assembly, including control over the purposes for which consultants might be engaged. This fact was mentioned in the Report of the Board of Auditors. 9/

17. The report of the Secretary-General on the use of experts and consultants issued in November 1981 gives the following data (table 1 below) on the purposes for which consultants were hired from 1976-1980, based on an analysis of over 4000 consultant contracts signed during that period.

Table 1

Purposes for which consultants were hired during 1976-1980

Purposes	<u>1976-</u>	<u>1980</u>
	<u>1979</u>	
	%	%
1 Programme planning	5.0	2.5
2 Programme implementation	5.4	2.8
3 Programme evaluation	1.2	0.9
4 Preparation of meetings and seminars	16.3	2.0
5 Drafting manuscripts and documents not related to meetings	6.7	7.2
6 Lectures, training courses, preparation of audio-visual and other materials	2.6	5.1
7 Representation of the United Nations at meetings	0.7	0.4
8 Special analytical studies	52.5	58.5
9 Investment identification and project preparation	2.9	0.3
10 Other purposes	6.7	20.3
Total	100.0	100.0

Source: A/C.5/36/46, para. 22.

18. In accordance with Administrative Instruction ST/AI/232, authority for using outside expertise is practically in the hands of programme managers. It is extremely difficult for OPS to control the use of consultants from the point of view of the strict implementation of one of the important guidelines established by the General Assembly, i.e., "the services to be performed by or with the help of outside expertise should be clearly related to priority activities in the work programme of the department or office".

9/ Official Records of the General Assembly, Thirty-fifth Session, Supplement No. 5, (A/35/5) paras. 66-69.

19. The Inspectors in the course of this study came to the conclusion that the bulk of the work done by consultants was concerned with priority items of work programmes. However, they have reviewed many consultant contracts which were concluded for the performance of work not of a high priority. Table 1 indicates, inter alia, that such purposes of consultant services as Nos. 4, 7 and 10, which accounted for 23.7 per cent of the total of consultant contracts in 1976-1979 and 22.7 per cent in 1980, were, in the Inspectors' opinion, those which could not be characterized as priority purposes. In this connection, the Inspectors believe that if departments and offices include consultancy services for similar non-high-priority purposes in their future consultant submissions it would be worthwhile to consider reducing their expenditure estimates for consultants in corresponding proportions.

20. Table 1 shows also that another guidelines that "the consultancy services should be resorted to only for the purposes for which the specialized knowledge and/or expertise is not available within the established staff of the department or office" has also not been strictly observed by the Secretariat. The Inspectors were surprised when they did not find in the Secretary-General's report on the use of experts and consultants issued on 17 November 1981 definite information on the status of implementation of this important guideline. "The definitions of consultants and participants in advisory meetings - this report said - are being revised to ensure that only persons possessing such outside expertise are invited to participate in ad hoc expert and other advisory group meetings or engaged as consultants". 10/ This statement says nothing on the implementation of the above-mentioned guideline during the reporting period.

21. At the same time, the Inspectors noted the statement made in the previous report on the use of experts and consultants, namely: "The Secretary-General is very much aware of the danger that appropriations for experts and consultants could be used by departments merely to increase their total staff resources beyond the limits established by the Assembly. Any request for outside expertise which is based merely on the inability of any office to cope with expanded demands of the normal work to be performed is therefore refused." 11/

22. The Inspectors fully share the concern expressed by the Secretary-General in the first phrase of this statement, but they are afraid that the second phrase reflects the real situation. They studied a number of consultant contracts and found that in many instances consultants were hired to perform the work which could be done by regular staff. This was obviously at variance with the above-mentioned guideline. Here are some examples:

- A consultant was hired by the Population Division (IESA) from 1.7.1980 to 30.11.1980 to prepare an assessment of fertility conditions throughout the world, because "the qualified regular staff was fully occupied with other commitments." 12/

- A consultant was hired by CSDHA (IESA) from 15.11.1980 to 31.12.1980 to prepare two papers, because "the regular staff had not sufficient time to do this work". 13/

- A consultant was hired by CTC from 1.8.1980 to 31.12.1980 to prepare a guide for developing countries on the regulation of transfer pricing by transnational corporations, because "time was not available for established staff". 14/

10/ A/C.5/36/46, paras. 28, 29.

11/ A/C.5/33/3, para. 14.

12/ Contract, Adm. number IESA. 80.38.

13/ Contract, Adm. number IESA. 80.80.

14/ Contract, Adm. number TNC. 80-0603.

- A consultant was hired by CTC from 31.11.1980 to 30.1.1981 to analyse laws regarding TNC, because "the regular staff was fully occupied on other projects". 15/

- A consultant was hired by the Division of Natural Resources and Energy (TCD) from 1.12.1981 to 31.12.1981 to prepare a report on the evaluation procedures for Water Resources Development Projects, because "the staff member will be away during the allotted period". 16/

23. At present, many departments and offices often try to justify their requests for consultants by heavy workload and lack of time available to regular staff. However, such arguments are hardly acceptable in view of the fact that in many units of the Secretariat budget proposals for regular staff are broken down into work months for each programme element which clearly relates the number of regular staff members to the work to be done in the budget period. Of course, if the work programme could not be done by the established staff, the question of productivity norms for regular professional staff - which do not exist - would arise. Anyway, in such cases, in accordance with ST/AI/232, temporary staff and not consultants should be engaged.

C. Geographical distribution of consultants

24. One of the principles established by the General Assembly in 1974 for the use of experts and consultants reads as follows: "Experts and consultants should be appointed from a wider and more representative number of countries than is being done at present and these should include a larger number from the developing countries". What have recent developments been in this area in the United Nations?

25. Table 2 contains figures on distribution of consultants by geographical region.

Table 2
Distribution of consultants by geographical region

Region	1970		1976		1980	
	No.	%	No.	%	No.	%
Africa	27	7.2	47	8.8	83	9.7
Asia and the Pacific	53	14.2	64	12.0	133	15.6
Eastern Europe	29	7.8	18	3.3	56	6.6
Western Europe	128	34.4	149	28.3	285	33.5
Latin America	17	4.6	88	16.5	85	10.0
Middle East	13	3.5	12	2.2	25	3.0
North America and the Caribbean	93	24.9	147	27.6	173	20.3
Others	13	3.4	7	1.3	11	1.3
Total	373	100.0	532	100.0	851	100.0

Sources: 1970 and 1976: A/C.5/33/3, Annex II.
1980: A/C.5/36/46, Annex VIII.

15/ Contract, Adm. number TNC. 80.0644.

16/ Contract, Adm. number TCD. 1.43.

26. An analysis of the data shown in Table 2 and Annex III leads to the following findings:

- a) Most consultants were recruited from the developed countries of Western Europe and North America: 218 consultants in 1970 (58.4% of the total) and 449 consultants in 1980 (52.8% of the total).
- b) The number of consultants hired from the developing countries increased from 94 in 1970 (25.1% of the total) to 321 in 1980 (37.2% of the total). However, no consultants were hired from many developing countries.
- c) The number of consultants recruited from the countries of Eastern Europe continued to be comparatively very low. Their percentage share in 1980 (6.6% of the total) was even less than in 1970 (7.8%).

27. Among the most highly represented nine countries of origin of consultants employed by the United Nations were the following:

	1970		1976		1980	
	No.	%	No.	%	No.	%
United States	79	21.2	140	26.3	137	16.1
United Kingdom	66	17.7	59	11.1	106	12.4
India	27	7.2	19	3.6	63	7.4
France	17	4.6	23	4.2	43	5.1
Canada	11	2.9	7	1.3	27	3.2
Austria	10	2.7	8	1.5	27	3.2
Argentina	6	1.6	24	4.4	23	2.7
Sweden	6	1.6	10	1.9	22	2.5
F.R. Germany	11	2.9	6	1.3	18	2.1
Sub-total for 9 countries	233	62.4	296	55.6	466	54.7
Total	373	100.0	532	100.0	851	100.0

These figures indicate that consultants recruited from only three countries - USA, UK and France - accounted for 286 or 33.6 per cent of the total number of consultants in 1980. At the same time there were no consultants from 33 countries of Africa, 7 countries of Asia, 8 countries of the Middle East and 9 countries of Latin America and the Caribbean region. In all, there were 57 developing countries from which no consultants were hired in 1980.

Thus, the principle of recruitment of consultants on a wider geographical basis established by the General Assembly has not been fully observed by the Secretariat. The majority of consultants in 1980 were recruited, as they were ten years ago, from the developed countries of Western Europe and North America.

D. Level of education of consultants

28. The level of education and the professional qualifications of individuals engaged as consultants is very important for the proper implementation of con-

sultancy services. However, until 1980 the reporting system on the use of consultants and experts had not so regarded it.

This can be seen from the reports of the Secretary-General on the use of experts and consultants in 1976-1977 and 1980 17/ in which data on the level of education of consultants were given as follows:

	<u>1976-1977</u>		<u>1980</u>	
	No.	%	No.	%
Third level of higher education (Ph.D.)	154	13.5	198	26.7
Second level (M.A.)	164	14.3	183	24.7
First level (B.A.)	153	13.4	122	16.5
Other	16	1.4	238	32.1
Not recorded	656	57.4	-	-
Total	1 143	100.0	741	100.0

29. These figures show that in 1976-1977 58.8 per cent of all consultant contracts had no indication concerning the level of education of the individuals who had been engaged as consultants, and only 41.2 per cent of them had third, second or first level of higher education. Since then, the situation has improved and in 1980 67.9 per cent of consultant contracts were signed with individuals who possessed third, second or first level of higher education. However, almost one-third of the contracts had no indication concerning the level of education of the consultants. So the guideline established by the General Assembly that consultants should be recruited only from highly qualified candidates in the specific field in question has not been fully observed by the Secretariat.

E. Remuneration of consultants

30. The level of remuneration of consultants has usually been established either on a time-linked, e.g., daily, weekly or monthly basis, or on the basis of the value of the product delivered. Payment is usually made in a lump sum, calculated on the basis of the rate of remuneration necessary for the work and an estimate of the time required to do it.

31. The percentage of consultants who were remunerated by lump sum for the delivery of a product in 1976-1979 was estimated to be about 50 per cent for the Secretariat as a whole. However, there are wide differences among United Nations entities in this respect. For example, the lump sum payment was used in OPS - 96%, PSCA - 90%, CTC - 85%, DIESA - 60%, AFM - 40%, ESCAP - 90%, UNCTAD - 80%, ECLA - 59%, UNEP - 15% of consultant contracts. The remuneration of consultants on a lump sum basis has been used increasingly not only in the departments and offices of the United Nations but also in some other United Nations organizations (UNESCO, FAO). This method has proved to be more practical and in many cases more economical than the time-linked method of remuneration.

32. The Inspectors have studied existing procedures for the remuneration of consultants in various departments and offices and have come to the conclusion that there was no unanimity in these procedures. In this regard, they are fully

17/ A/C.5/33/3, para. 15 and Table D; A/C.5/36/46, Annex VII.

in agreement with the assessment made by the Board of Auditors that: "because each office has its own basis for determining fees, remuneration levels for the same kind of consultants can and do vary throughout the United Nations Organization". 18/

33. The Audit of the selected United Nations offices disclosed some shortcomings in the payments to consultants. For example, in some cases final payments were made prior to the submission of the consultant's report; in some other cases no reports were prepared by consultants on the output of the consultancy services at the end of the contracting period (ESCAP). There were cases (UNIDO) where contracts and other relevant documents on the files gave no indication that the Committee on Contracts had authorized payment of contracts in excess of US\$ 20 000 in accordance with the Financial Rules 110.17 (a), (i). In the course of this study the Inspectors came across similar deviations from the established procedure in various departments and offices.

34. Moreover, they also noted some cases where fees paid to consultants were extremely high. For example, a consultant was hired by the Department of Administration and Management for one month in 1979 to undertake an enquiry into the problems of staff management relations with remuneration equivalent to the salary of an Under-Secretary-General. (Contract Adm. Number A & M, 79,01).

- a consultant was hired by CTC for 70 working days in 1979 to prepare a report on some aspects of the activities of TNC with the remuneration of US\$ 25 000 (Contract Adm. Number TNC.79,0276);

- a consultant was hired by ECLA (Brazilia) in April 1980 for 16 working days to draft documents with a fee of US\$ 3 600;

- a consultant was hired by UNCHS from 7.1.80 - 29.2.80 with a fee of US\$ 10 156 (Contract, Index No. 80-0006).

- a consultant was hired by UNEP from 14.12.81 - 30.06.82 whose services were required for two weeks only at a fee of US 6 000.

- two consultants were hired by UNIDO from 29.06.81 - 16.07.81 with a fee of US\$ 4 025 for each consultant (Contracts, Index Numbers 351363, 351457).

35. These examples testify to the fact that the requirements of Administrative Instruction ST/AI/232 that the primary consideration in establishing the level of remuneration should be: i) the nature of the services to be provided by the consultant, ii) the estimated time required for the consultant to accomplish the work and iii) the remuneration to be paid should be the minimum amount necessary to obtain the services required by the Organization, were not fully respected by some departments and offices.

F. Duration of consultant contracts

36. Administrative Instruction ST/AI/232 provides that the services of consultants should be limited to a maximum of six months in any period of twelve consecutive months. The majority of consultants have been engaged in accordance with this provision.

37. However, there were many cases where various departments and offices had not strictly observed this rule and had hired consultants for longer terms. Here are some examples:

- a consultant was hired by UNEP from 1.1.80 - 31.12.80 (Contract 80-00040), and was granted another overlapping contract (80-00120) from 1.6.80 - 31.5.81.

- a consultant was hired by the Division of Human Rights from 1.6.80 - 14.7.80 and from 1.10.80 - 31.03.81, i.e., a total of 7.5 months during 10 consecutive months.

- a consultant was hired by DIESA from 1.10.80 - 31.03.81 (i.e., for six months full-time work) and then his contract was extended for six months more (Contract Adm. No. IESA 80,45-A).

- a consultant was hired by AMS/AM from 4.06.79 - 09.12.79 (i.e., more than six months of full-time work), and then his contract was extended for an additional five months from 10.12.79 - 9.05.80 (Contracts Adm. No. AM,79,03 and No. AM,79,013).

- a consultant was hired by ECA from 15.12.79 - 14.12.80 (i.e., for 12 months).

- a consultant was hired by ECLA from 02.07.80 - 28.02.81 (i.e., for 8 months).

The list of such examples can be extended because this practice has been used widely in many departments and offices. Thus, the guideline that the consultant services should only be resorted to for assignments of a temporary and/or short-term nature has not been fully observed by many entities of the Organization.

38. Some departments and offices have frequently offered several consultant contracts to the same person. The practice of granting multiple contracts, as can be seen from Annex II, is used widely in UNIDO, UNCTAD, CTC, UNEP, HABITAT. Below are given some examples of multiple contracts:

- a consultant was hired by CTC and had seven contracts: a) 15.10.77 - 26.11.77; b) 28.11.77 - 13.1.78; c) 24.4.78 - 23.7.78; d) 15.11.78 - 13.3.79; e) 1.5.79 - 30.11.79; f) 8.12.79 - 20.12.79; g) 1.6.80 - 31.7.80; i.e., in total, this consultant was granted contracts for 20 months during a 34-month period (Contract Index Number TNC, 80,0499).

- a consultant was hired by UNIDO and had four following contracts: a) 25.10.78 - 25.12.78; b) 8.1. - 8.5.79; c) 9.5. - 9.7.79 and d) 10.7 - 31.12.79. In total, for 13.5 months during a period of 14 months (Contract Index Number 78/410).

- a consultant was hired by CSDHA/DIESA from 15.06.81 - 15.08.81, then the consultant was given three additional contracts and the total duration of the consultancy services were eight months (Contract Adm. No. IESA.81.77).

39. The Inspectors believe that the practice of granting multiple contracts to consultants from a limited number of mainly developed countries pursued by the heads of some departments and offices might lead to creating a group of so-called "regular consultants". This practice may impede the implementation of the General Assembly's guidelines concerning the recruitment of consultants on a wide geographical basis.

G. Use of Former Staff Members (FSM) as consultants

40. The number of FSM employed as consultants in recent years under the United Nations regular budget was as follows. 19/

	<u>Total No.</u> <u>of consultants</u>	<u>No. of</u> <u>FSM</u>	<u>% of</u> <u>Total</u>
1976-1977	479	59	12.3
1978-1979	725	77	10.6
1980	741	56	7.6

As can be seen from these figures, the percentage share of FSM of the total number of consultants hired under the United Nations Regular Budget is decreasing.

41. Administrative instructions have established for FSM the following two limitations: a) They may not be employed as consultants for more than six months in any period of 12 consecutive months, and b) on their employment as consultants after the age of retirement the prior approval of the Assistant Secretary-General for Personnel Services must be obtained. An interval of three months' duration (a so-called "cooling-off" interval) should occur between the end of active service and his/her re-employment as a consultant. The Inspectors came across some cases where these limitations have not been fully observed. They noted also cases of very high remuneration paid to FSM engaged as consultants. Here are some examples:

- a FSM (DPI) who retired on 31 May 1980 was offered a consultant contract from 21.7. - 31.12.80 (i.e., for 5 months and 10 days)- This contract was given only one month and 20 days after her retirement, i.e., less than the established three-month "cooling-off" interval. Then she was given another consultant contract from 26.5. - 26.7.81 (i.e., for 2 months). Thus, she was employed as a consultant for more than seven months during 12 consecutive months. Moreover, the services performed under these consultant contracts were identical to those performed by her before retirement. (Contract, Adm. Number DPI, 81,131).

- a FSM (UNDRO) was engaged as a consultant from 06.06. - 20.11.80 immediately after his retirement, i.e., without a "cooling-off" interval, with a fee of US\$ 30 000 paid on a time-linked basis.

- a FSM (TCD) who had held a D-1 post while in active service was engaged as a consultant for 30 working days in 1979 to prepare a report on some aspects of technical co-operation with a fee at the level of D-1. However, in this particular case he was not hired in his former capacity. (Contract, Adm. Number TCD, 79,12).

- a FSM (UNCTAD) was hired as a consultant from 11.02. - 10.05.80 with a fee of US\$ 20 000 and from 03.11.80 - 30.04.81 with a fee of US\$ 35 000. Thus, this consultant received in total US\$ 55 000 for 9 months, or more than US\$ 6 000 per month.

42. The Inspectors agree with the opinion expressed in many entities of the Organization that in certain specific cases the employment of FSM with their knowledge of United Nations structure, rules and procedures may be more beneficial than the employment of a consultant who does not possess such knowledge. However,

19/ Sources: 1) 1976-1979 - OPS reply to JIU questionnaire dated 28 September 1981.

2) 1980 - A/C.5/36/46, Annex VII.

the extensive use of FSM as consultants, especially when they are recruited from a very limited number of countries, and sometimes immediately following their retirement, might create some problems. Non-observance of the established rules regarding the employment of FSM as consultants caused serious concern among Member States and also among staff of the Secretariat. 20/

43. In setting the level of remuneration for consultants who are former staff members most organizations of the United Nations system, except FAO and IAEA, do not take account of the fact that these consultants are in receipt of pensions from the UNJSPF. In FAO, a consultant who is a UNJSPF pensioner may not be paid more than the maximum of US\$ 6 000 per month, or US\$ 225 per day. IAEA requires that for longer assignments, the consultancy fee plus pension together should not be greater than the last pay level of a former staff member before his/her retirement. 21/

The Inspectors believe that it would be worthwhile for the United Nations to consider establishing a rule identical to that of IAEA that for assignments of longer than one month the consultancy fee plus pension received from UNJSPF together should not be greater than the last pay level of the FSM before his/her retirement. An alternative consideration might be the extension of the present rule by which pension payments cease when a UNJSPF pensioner is re-employed under a condition involving renewed participation in the UNJSPF to cover all re-employment including that of consultants, even if unaccompanied by re-entry into the UNJSPF.

H. Use of national institutions for consultancy services

44. The use of national institutions for consultancy services by departments and offices of the United Nations Secretariat has increased in recent years. This serves the interests of the Organization in using new sources of outside expertise on as wide a geographical basis as possible. However, an analysis of data contained in Annex II indicates that the number of contracts signed with national institutions in 1980 was insignificant, and accounted for 28, or only 3 per cent, of the total 905 contracts under the United Nations Regular Budget, and for 2 contracts or only 1.5 per cent of the total 133 contracts signed under extra-budgetary funds.

45. It is necessary to mention that most contracts with national institutions in respect of consultancy services were up to now signed with institutions located in countries of the Western Europe and North America regions. The Secretariat should make more use of national institutions by increasing the number of contracts with those located also in countries of other geographical regions. Some specialized agencies, for example FAO and UNESCO, have used national institutions for consultancy services to a greater extent.

I. Evaluation of consultant's work

46. Until recently, the evaluation of the results of the work performed by consultants has not been done properly. Although ST/AI/232 provides that the final payment to the consultant under contract should be made only after acceptance of the product of the consultant's services by the substantive units concerned, the evaluation of the consultant's work has not been recorded in many cases. For example, in 1976-1977, out of the total number (1143) of consultants accounted for, the evaluation of their work was recorded as follows: Excellent - 81, Good

20/ See exchange of letters between the President of the United Nations Headquarters Staff Committee and the Assistant Secretary-General, OPS, published in the "Secretariat News", UNHQ, 16 April 1980.

21/ ACC/1981/PER/8, para. 11, dated 15 June 1981.

- 44, Adequate - 0, Less than Adequate - 7, Not recorded - 1011, or 88.5 per cent of the total. 22/

47. For 1980, the system of recording the use of outside expertise has been improved and the evaluation of consultant services has been recorded as follows: Out of the total number (905) of consultant contracts accounted for there were: Excellent - 387, Good - 274, Adequate - 20, Inadequate and not recorded - 224, or 24.7 per cent of the total. 23/

48. One of the widespread shortcomings of consultant contracts (Form P-104) is the inadequate definition of the consultant's terms of reference. Absence of a detailed description of the purposes of consultancy services and the consultant's responsibilities under the contract makes evaluation of the consultant's work difficult and impedes control over the execution of the contract. In order to improve the evaluation of the consultancy services, it is necessary to provide a clear and detailed definition of the consultant's terms of reference in consultant contracts.

49. In conclusion of this brief review of the current situation concerning the use of consultants and experts in the United Nations, the Inspectors would like to say that the serious concern expressed by Member States regarding the proper use of outside expertise is fully justified. The factual data show that the Secretariat failed in the strict implementation of the principles and guidelines established by the Assembly in this connection and this resumé is fully consonant with the statement made by the Secretary-General in his report of November 1981 on this matter that: "Neither the instructions nor the reporting procedures introduced proved adequate to provide the data needed for proper control or to satisfy the Assembly that the principles and guidelines it has established (on the use of outside expertise) were being effectively implemented". 24/

22/ A/C.5/33/3, para. 16, Table E.

23/ A/C.5/36/46, Annex VIII.

24/ A/C.5/36/46, para. 3.

III. FACTORS HINDERING FULL OBSERVANCE OF THE GUIDELINES ON THE USE OF OUTSIDE EXPERTISE ESTABLISHED BY THE GENERAL ASSEMBLY

A. Difficulties in the uniform application of established guidelines on the use of consultants and experts throughout the Secretariat

50. As pointed out in paragraph 10 above, Administrative Instruction ST/AI/232 contained definitions of the terms "consultant", "expert" and "contractor". Correct definitions of these terms are, of course, very important for the proper use of funds for the engagement of outside expertise. However, in the course of the implementation of ST/AI/232 various departments and offices faced a number of difficulties. As recognized in the report of the Secretary-General: "a major reason for the difficulties was a lack of a clear definition of the two terms "expert" and "consultant". 25/ The absence of a clear and correct definition of these terms or their relationship to other types of outside expertise led to serious confusion about the appropriate procedures to be followed and resulted in mistakes in reporting on the use of consultants and experts.

51. It appears that the root of the vagueness in the definitions given in ST/AI/232 lay in the fact that these definitions overlapped one another and contained the same concepts and words and this inevitably resulted in confusion. Besides, ST/AI/232 classifies outside expertise on the basis of the type of contracts rather than the nature of the consultancy services involved.

52. For example, in UNIDO, services rendered for the preparation of case studies, reports and guideline papers on specific subjects against the payment of all-inclusive fees were classified as being provided by contractors and thus were not covered by the rules on consultants. However, the individuals engaged for these services were in all cases regarded as recognized authorities in specific fields, and rendered their services in an advisory capacity in the areas where the regular staff resources lacked the particular specialized knowledge or expertise. At the same time, these individuals, according to the UNIDO audit report could be treated for all aims and purposes as consultants. 26/

53. In many other entities of the United Nations the provisions of ST/AI/232 were interpreted to mean that any services for which the employment of temporary staff is not warranted should be considered as consultant services even though such services do not satisfy the established criteria for the use of consultants. Cases of this kind have occurred, for example, in ECLA, where some consultant contracts (Form P-104) were issued for services which should more properly have been covered by a contractor contract (Form P-106) or by a temporary staff member. In some cases, where institutional contracts (Form PT-141) should have been issued, individual contractor contracts were issued instead. 27/

54. In order to improve the situation additional instructions were issued concerning the use of outside expertise. However, they did not remedy the shortcomings of ST/AI/232. These shortcomings were noted in the Secretary-General's report on the use of experts and consultants, dated 17 November 1981. 28/

25/ A/C.5/36/46, para. 4.

26/ Audit Memorandum 50/179 of 7 September 1979.

27/ ECLA letter ORG 300 (1-6) of 12 May 1981.

28/ A/C.5/36/46, para. 23.

55. Since the beginning of 1980, a working group consisting of representatives of the departments and offices at Headquarters especially involved in the use of outside expertise tried to work out improved definitions of the terms "consultant", "expert", "contractor" and "temporary staff", to prepare a new administrative instruction on this subject to replace ST/AI/232. Although this work has been given high priority the new instruction was not issued at the time of writing this report.

56. The Inspectors believe that the soonest possible issuing of a new administrative instruction on the use of consultants and participants in advisory meetings (to replace ST/AI/232) is a prerequisite for the attainment of the full and strict implementation of the principles and guidelines on the use of outside expertise established by the General Assembly.

B. Absence of productivity norms for regular staff

57. In his introductory statement on the Programme Budget for 1982-1983 at the Fifth Committee on 8 October 1981 the Secretary-General stressed the importance of increasing work productivity. "The present budget proposal, he said, is part of a wider process aimed at a more cost effective utilization of the Organization's resources and the enhancement of work productivity in every unit of the Secretariat..... The budget submission tries to respond positively to the desire of Member States to ensure to the greatest extent possible cost effectiveness and increased productivity in the use of the resources at hand". However this task is hindered by the absence of productivity norms for most categories of the regular staff in the United Nations as well as in other organizations of the United Nations system.

58. In order to determine the consultancy requirements it is first necessary to determine the regular staff requirements and for this aim it is important to establish the productivity norms related to the work to be accomplished. Such a conclusion has been made in the JIU report on "Methods of Determining Staff Requirements". ^{29/} Due to the absence of productivity norms it is difficult to make a correct assessment of whether the established staff of a unit is making every effort to attain programmed targets.

59. However, an analysis of the Secretary-General's reports on programme performance for 1978-1979 and 1980-1981 indicates that during these periods less than 75 per cent of the approved programmes were 100 per cent completed. ^{30/} This cannot but give the impression that the regular staff did not perform fully the tasks entrusted to them.

60. Such a situation creates conditions for increased but not fully justified requests from departments and offices for consultants. It is pertinent to mention in this connection that budget appropriations for consultants increased from US\$ 4.5 million in 1974-1975 to US\$ 12.7 million in 1980-1981 (282% growth). ^{31/}

61. Thus, recourse to outside expertise might be a measure of absolving the regular staff from making every effort to achieve maximum results. At present in the United Nations Secretariat there are no incentives to encourage the staff to perform as much of the functions of the programme as possible in order to reduce the use of consultants to a minimum, without detriment to programme delivery.

^{29/} JIU/REP/81 (or A/36/168), para. 32.

^{30/} A/C.5/35/1, Part I, 19 March 1980; A/37/154, 26 March 1982.

^{31/} A/C.5/33/3, Table A; A/C.5/36/46, Annex VI.

62. The Inspectors believe that better rationalization of work and the improvement of regular staff performance on the basis of effective and reliable productivity norms and proper co-operation between various units of the Secretariat are essential for reducing recourse to outside expertise.

C. Absence of precise methods for determining consultant requirements

63. An analysis of the present situation leads to the conclusion that the methods by which various departments and offices determine the number of consultants they require are not always sufficiently precise. In most units there is a marked tendency to submit requests for funds for consultants with little critical examination.

64. In its consideration of the proposed programme budget for 1976-1977 ACABQ identified several areas where a reduction in consultancy services could be achieved. The Advisory Committee found that "in numerous instances requests for consultancy funds do not appear to have been based on a sufficiently clear forecast of the task for which consultants will have to be engaged". 32/

65. A study of the amounts spent in the United Nations on consultants and experts revealed that about 75 per cent of the total cost involved accounted for DIESA and related Headquarters units, UNIDO and UNCTAD. The funds requested for consultants and experts by UNIDO for 1982-1983 were about 6.4 per cent of total UNIDO resources (as compared with 2.8 per cent for UNCTAD and 2 per cent for DIESA). In the light of inadequate justification, ACABQ recommended that UNIDO's budget submission for consultants and experts be reduced by US\$ 97 300 and noted that economies could be achieved by pooling the resources of various units of the Secretariat on the basis of the related programme of work. 33/

66. In UNCTAD, there is a tendency to determine budget proposals for consultancy services for the next biennium largely on the basis of past experience. Advance estimates for consultants are made by the substantive units and each unit has an interest in providing some reserve in the appropriations for consultants. This method of determining consultancy requirements is far from being precise and moreover such an approach does not stimulate the staff to seek a more rational use of funds for outside expertise or to achieve savings in regular budget expenditure.

67. The United Nations Centre on Transnational Corporations (CTC) is one of the biggest users of consultants within the Secretariat. Its appropriations for consultants amounted to US\$ 950,000 or 16.4 per cent of its budget appropriations for 1980-1981. The CTC budget submission for consultants in its Programme Budget for 1982-1983 is US\$ 984 200 or 15.1 per cent of its total budget appropriations for 1982-1983. Such a high level of appropriations for consultants caused serious concern to Member States and this was reflected in a resolution adopted by the General Assembly in which the Secretary-General has been requested to submit, in the future, for consideration in conjunction with the programme budget for CTC, full information on the experts and consultants employed by CTC. 34/

68. The Inspectors believe that some kind of mechanism is needed to provide a more effective determination of consultancy requirements associated with the approved Programme Budget and this mechanism should be interrelated with and similar to methods used for determining staff requirements. A detailed explanation of these methods was given in the JIU report on this subject (A/36/168)

32/ A/10008, para. 66.

33/ A/36/7, paras. 17.10-17.13.

34/ General Assembly resolution 36/235.III of 18 December 1981.

referred to above in para. 58. It seems clear that because the total workload is carried out by regular staff and consultants (as well as by contractors and temporary staff) and that to some extent these are interchangeable that a scrutiny of the justification for regular posts should be combined with and carried out at the same time as a scrutiny - now lacking - of the funds needed for consultants.

D. Deficiencies in reviews of requests for consultants

69. Individual units of the Secretariat are required to justify their requests for consultants. This justification takes different forms in each unit.

70. In accordance with Administrative Instruction ST/AI/232, the Office of Personnel Services (OPS) is required to examine the Personal History and the request forms for outside expertise forwarded by requesting units, in order to determine the propriety of the following items:

(a) selection is from highly qualified candidates in the specific fields;

(b) selection is from as wide and representative a number of countries as possible;

(c) level of remuneration.

71. While it is possible, on the basis of information supplied by the requesting offices, that OPS is in a position to pass judgement on the qualifications of the candidates proposed, it is doubtful whether the personnel officer can determine that the selection is made on the basis of appropriate geographical distribution. In this respect the requesting unit must indicate the names of candidates considered for selection. However, the indication of alternate candidates in the submissions of substantive units seems to be rare. Up to 1979 the personnel officer was not provided with relevant statistical figures on the geographical distribution of consultants as a tool to monitor their selection. There is no requirement either for a roster of candidates to be maintained in the requesting units or in the Office of Personnel Services.

72. Therefore, the Inspectors recommend:

a) That in the consultant submissions of substantive units to OPS an assessment should be given of all candidates considered and why the recommended candidate was chosen;

b) That there should be established rosters of candidates by specific fields in the requesting units or in OPS in order to ensure that the selection is made from highly qualified candidates in the fields concerned covering as wide and representative a number of countries as possible.

73. The Inspectors are in full agreement with the requirements established by the Office of Financial Services (OFS) concerning the detailed justification by substantive units of requests for consultants and experts in their budget submissions, in which the purpose, the work/months required and the estimated cost of consultants should be indicated and, in addition, this justification should be related to specific programme elements. In the case of expert requests, full justification for the convening of expert group meetings should be presented indicating the purpose, location, duration, number of participants (experts) and travel assumptions as well as the estimated total cost of each meeting. This justification, in addition, should be related to specific programme elements. 35/

35/ "Instructions for the preparation of the Proposed 1982-1983 Programme Budget", paras. 72, 73, dated 19 August 1980.

E. Inadequate reporting procedures

74. The reporting procedures introduced by the Secretariat under Administrative Instruction ST/AI/232 since 1976 have not proved adequate either for the efficient internal control or the provision of data which could enable Member States to ascertain that the principles and guidelines established by the General Assembly for the use of consultants and experts are being effectively implemented.

75. In the course of the discussions of the Secretary-General's reports on the use of consultants and experts at the Fifth Committee in recent years his attention has been brought to the need for information on a number of questions which Member States have repeatedly and clearly expounded but which have not yet been satisfactorily answered. In view of the specific request of the Assembly to provide a comprehensive report on the use of experts and consultants at its thirty-sixth session, OPS has reviewed the content of required data concerning the use of outside expertise by each department and office of the Secretariat. However, more resolute measures need to be taken if a significant improvement in reporting procedures on the use of consultants and experts is to be achieved.

76. At present in many instances no information on consultants or experts is readily available for routine administrative control at any time during the budget biennium. Another difficulty is the lack of linkage of personnel information with financial information appearing in the accounts. Furthermore, the lack of linkage makes it difficult to present personnel information in terms of the accounts involved in annual reports to the General Assembly and thereby impairs its effectiveness in the assessment of the use of consultants and experts.

77. The third difficulty is that not all essential data are properly recorded. As a result, the number of contracts and the total number of work/months cannot be determined in full. Information on these items was available only in those units where it was already the practice in the offices concerned (OSG, PSCA, PATD, CTC, ESCAP, ECA, ECLA, ECWA, UNCTAD, Legal Affairs and Administration) to maintain such information.

78. It is therefore recommended that an adequate reporting procedure on the use of outside expertise common to all departments and offices of the Secretariat be established. This should combine financial and personnel information concerning the use of consultants and experts and should be designed in a way that reports that might be requested by the General Assembly in the future could be easily prepared, supplying all the essential data elements requested by Member States. These elements might be: number and cost of consultants and experts, purposes for hiring consultants, the body or programme for which the consultancy is used, name and nationality and level of education of consultant, geographical distribution of consultants by country, duration of contract in work months, the fee and the basis of its payment, the travel cost and evaluation of the consultant's work.

IV. MAIN CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

79. An analysis of the current situation concerning the use of consultants and experts in the United Nations has clearly indicated that the principles and guidelines on the use of outside expertise established by the General Assembly in 1974 on the basis of recommendations made in the first JIU report on the use of consultants and experts in the United Nations (JIU/REP/73/3 or A/9112), have not been fully observed by the Secretariat.

80. As a result of this, expenditure on consultants and experts has increased significantly in most departments and offices during the last seven years. The rate of growth of appropriations for consultants has been much higher than that of the Regular Budget of the United Nations.

81. One of the main difficulties in implementing the decisions of the General Assembly concerning the use of outside expertise has been the lack of a clear definition of the terms "consultant", "expert", "contractor" and "temporary staff". The definitions of these terms given in Administrative Instruction ST/AI/232 of 28 November 1975 are not clear and this has inevitably resulted in confusion.

82. The absence of adequate reporting procedures on the use of outside expertise is another serious defect which has resulted, practically, in a lack of effective financial and personnel control over the use of funds for consultants and experts by departments and offices of the Secretariat.

83. Among other factors hindering full observance of the principles and guidelines on the use of outside expertise, established by the General Assembly, are the following:

- an absence of productivity norms for most categories of the regular staff;
- an absence of precise methods for determining requirements for consultants;
- an inadequate mechanism for assessing requests for consultants;
- an absence of uniformity in determining the level of remuneration of consultants.

B. Recommendations

In order to improve the use of consultants and experts, the Inspectors suggest the following recommendations for consideration by the General Assembly and the Secretary-General:

Recommendation 1 - The principles and guidelines on the use of outside expertise, established by the General Assembly in its decision of 18 December 1974, are valid and should be fully applied by all entities of the Secretariat.

Recommendation 2 - A new administrative instruction on the use of outside expertise should be issued by the Secretariat as soon as possible to replace ST/AI/232. The new instruction should include principles and guidelines on the use of outside expertise, established by the General Assembly, give clear defini-

tions of the terms "consultant", "expert", "contractor", and "temporary staff", and review all other aspects of the use of outside expertise in the light of experience acquired during the period since 1975. (Paragraph 56).

Recommendation 3 - In order to increase the efficiency of the Secretariat, which would have the effect of decreasing the need for outside expertise, it would be worthwhile to consider establishing effective productivity norms for those categories of regular staff, where it is feasible. (Paragraph 62).

Recommendation 4 - It is necessary to work out methods determining consultant requirements associated with the approved Programme Budget and inter-related with and similar to the methods used for determining staff requirements. (Paragraph 68).

Recommendation 5 - In order to improve the selection of consultants it would be advisable to implement the following.

a) that in the consultant submissions of substantive units to OPS an assessment should be given of all candidates considered and why the recommended candidate was chosen;

b) That there should be established rosters of candidates by specific fields in order to ensure that the selection is made from highly qualified candidates in the fields concerned covering as wide and representative a number of countries as possible. (Paragraph 72).

Recommendation 6 - In determining the level of remuneration for consultants who are former staff members receiving pension from the UNJSPF it would be worthwhile to consider establishing a rule that for assignments of longer than one month the consultancy fee plus pension together should not be greater than the last pay level of the former staff member before his/her retirement. An alternative consideration might be the extension of the present rule by which pension payments cease when a UNJSPF pensioner is re-employed under a condition involving renewed participation in the UNJSPF, to cover all re-employment including that of consultants, even if unaccompanied by re-entry into the UNJSPF. (Paragraph 43).

Recommendation 7 - It is necessary to introduce adequate reporting procedures on the use of outside expertise common to all departments and offices of the Secretariat, which should provide financial and personnel information concerning the major aspects of the use of consultants and experts. (Paragraph 78).

APPROPRIATIONS (A) AND EXPENDITURE (E) FOR CONSULTANTS AND EXPERTS
UNDER THE UNITED NATIONS REGULAR BUDGET (in thousands of US dollars)

BUDGET BIENN- NIUM	ENTITIES	CONSULTANTS		EXPERTS		TOTAL		EXPENDITURE		REG. BUDGET	RATE OF IN- CREASE
		A	E	A	E	A	E	RATE OF INCRE.%	% OF TOTAL REG. BUD.		
1972-1973	UN without UNCTAD, UNIDO	2 578.0	2 348.2	627.0	635.7	3 205.0	2 983.9				
	UNCTAD	478.0	537.7	89.0	104.0	567.0	641.7				
	UNIDO	643.0	815.3	313.0	289.2	956.0	1 104.5				
	Total	3 699.0	3 701.9	1 029.0	1 028.9	4 728.0	4 730.8		1.07	442.5	
1976-1977	UN without UNCTAD, UNIDO	4 434.6	3 771.4	611.5	502.0	5 046.1	4 273.4				
	UNCTAD	937.1	945.5	151.7	98.8	1 088.8	1 044.4				
	UNIDO	3 120.2	3 012.0	657.1	516.3	3 777.3	3 528.3				
	Total	8 491.9	7 729.0	1 420.3	1 117.1	9 912.2	8 846.1		87.0	783.9	77.2
1978-1979	UN without UNCTAD, UNIDO	4 649.7	4 614.7	808.7	837.0	5 458.4	5 451.7				
	UNCTAD	1 252.4	1 127.2	273.4	266.4	1 525.8	1 393.6				
	UNIDO	3 339.7	3 342.9	663.8	662.4	4 003.5	4 005.3				
	Total	9 241.8	9 084.8	1 745.9	1 765.8	10 987.7	10 850.6		22.7	1 090.1	38.0
1980-1981*/	UN without UNCTAD, UNIDO	7 507.0	3 868.4	2 103.0	929.1	9 610.0	4 797.5				
	UNCTAD	1 161.6	654.9	354.4	19.0	1 516.0	673.9				
	UNIDO	4 046.9	1 578.7	836.3	264.5	4 883.2	1 843.2				
	Total	12 715.5	6 102.0	3 293.7	1 212.6	16 009.2	7 314.6		34.8	1 341.7	23.0

Sources: 1972-1973: A/9006, Annex IV to the Foreword; A/9112, para. 14 and Table 1.
1976-1977, 1978-1979, 1980-1981: A/C.5/36/46, Annexes I, II, IV and VI.

* / Figures for E (Expenditure) given for 1980 only.

DATA ON CONSULTANT CONTRACTS

NUMBER AND EVALUATION OF CONSULTANT CONTRACTS ISSUED BY SOME DEPARTMENTS AND OFFICES UNDER THE UNITED NATIONS REGULAR BUDGET IN 1980

BUDGET SECTION	NUMBER OF CONTRACTS				Dura- tion in work months	LEVEL OF EDUCATION OF CONSULTANTS					EVALUATION OF CON- SULTANTS' WORK				
	with institu- tions	with indi- viduals	with multi- ple contracts	with FSM		Ph.D.	M.A.	B.A.	Other	Ex Good	Adeq	Adeq. & adeq.	Less than	others	
2. Political and Security Council Affairs, peace-keeping activi- ties	73	6	49	5	10	256	21	15	5	8	60	4	-	9	
4. Policy-making organs (economic and social activities)	60	5	54	3	1	93	11	3	-	40	7	31	1	21	
6. DITSA	27	1	26	-	-	39	12	6	4	4	4	6	1	16	
9. Transnational Corporations	131	-	115	6	14	168	40	24	16	35	37	31	3	60	
15. UNCTAD	89	9	80	7	11	124	32	34	13	1	34	48	5	2	
17. UNIDO	202	-	157	8	31	469	38	54	50	15	132	50	3	17	
18. UNEP	28	-	15	1	9	80	6	2	2	5	14	-	-	14	
19. HABITAT	30	-	18	-	7	47	-	-	-	18	21	5	2	2	
28. Administration, management and general services	53	5	40	16	2	67	3	16	7	14	16	22	1	14	
Other sections	212	4	187	10	16	215	35	29	25	98	62	77	4	69	
TOTAL	905	30	741	56	101	1 558	198	183	122	238	387	274	20	224	

Source: A/C.5/36/46, Annex VII; for UNCTAD: UNCTAD letter to JIU dated 19 April 1982.

* / FSM - former staff members.

GEOGRAPHICAL DISTRIBUTION OF CONSULTANTS
BY NATIONALITY AND REGION

Region and country of nationality	Year of admission	Number of Consultants			
		1970 *	1976	1977	1980
AFRICA					
Algeria	1962	1	1	3	8
Angola	1976	-	-	-	-
Benin	1960	-	-	-	1
Botswana	1966	-	-	-	-
Burundi	1962	-	-	1	-
Cape Verde	1975	-	-	-	-
Centr Afr Rep	1960	-	-	-	-
Chad	1960	-	-	-	-
Comoros	1975	-	-	-	-
Congo	1960	-	-	-	-
Djibouti	1977	-	-	-	-
Egypt	1945	7	6	5	13
Equatorial Guinea	1968	-	-	-	-
Ethiopia	1945	1	2	3	7
Gabon	1960	-	-	-	-
Gambia	1965	-	-	-	-
Ghana	1957	2	4	2	14
Guinea	1958	-	-	-	-
Guinea-Bissau	1974	-	-	-	-
Ivory Coast	1960	1	1	-	-
Kenya	1963	1	7	2	5
Lesotho	1966	-	-	2	-
Liberia	1945	-	-	1	-
Libyan Arab J	1955	-	-	-	-
Madagascar	1960	-	-	-	-
Malawi	1964	-	1	-	-
Mali	1960	1	1	-	-
Mauritania	1961	-	-	-	-
Mauritius	1968	-	-	2	5
Morocco	1956	-	1	-	3
Mozambique	1975	-	-	-	-
Niger	1960	-	-	-	-
Nigeria	1960	3	3	7	11
Rwanda	1962	-	-	-	-
S Tome Principe	1975	-	-	-	-
Senegal	1960	1	-	-	4
Seychelles	1976	-	-	-	-
Sierra Leone	1961	-	1	-	1
Somalia	1960	-	-	1	-
South Africa	1945	5	1	-	-
Sudan	1956	1	7	6	2
Swaziland	1968	-	-	-	-
Togo	1960	-	-	2	-
Tunisia	1956	-	1	2	1
Uganda	1962	1	3	-	3
U Rep Cameroon	1960	-	4	-	1
U Rep Tanzania	1961	1	1	2	1

Region and country of nationality	Year of admission	Number of Consultants			
		1970 *	1976	1977	1980
<u>AFRICA - contd.</u>					
Upper Volta	1960	-	-	1	2
Zaire	1960	-	2	1	-
Zambia	1964	1	-	-	1
Zimbabwe	1980	-	-	-	-
REGIONAL TOTAL		27	47	43	83
<u>ASIA AND THE PACIFIC</u>					
Australia	1945	6	7	7	7
Bangladesh	1974	-	-	1	2
Bhutan	1971	-	-	-	-
Burma	1948	-	-	1	1
China	1945	2	2	4	3
Dem Kampuchea	1955	-	-	-	-
Fiji	1970	-	-	-	2
India	1945	27	19	24	63
Indonesia	1950	-	4	-	4
Japan	1956	7	7	7	4
Lao P Dem Rep	1955	-	-	1	-
Malaysia	1957	1	1	1	5
Maldives	1965	-	-	-	-
Mongolia	1961	-	-	-	-
Nepal	1955	-	3	1	1
New Zealand	1945	2	3	-	-
Pakistan	1947	3	7	3	10
Papua N Guinea	1975	-	-	-	-
Philippines	1945	2	3	5	13
Samoa	1976	-	-	-	-
Singapore	1965	1	1	2	1
Solomon Islands	1978	-	-	-	-
Sri Lanka	1955	2	1	6	10
Thailand	1946	-	6	5	7
Viet Nam	1977	-	-	-	-
REGIONAL TOTAL		53	64	68	133
<u>EUROPE (EASTERN)</u>					
Albania	1955	-	-	-	-
Bulgaria	1955	2	-	-	-
Byelorussian SSR	1945	-	-	-	-
Czechoslovakia	1945	8	-	-	1
German Dem Rep	1973	-	4	-	2
Hungary	1955	5	4	4	14
Poland	1945	8	3	3	17
Romania	1955	1	1	-	1
Ukrainian SSR	1945	-	-	-	-
USSR	1945	2	4	12	17
Yugoslavia	1945	3	2	2	4
REGIONAL TOTAL		29	18	21	56

Region and country of nationality	Year of admission	Number of Consultants			
		1970 *	1976	1977	1980
<u>EUROPE (WESTERN)</u>					
Austria	1955	10	8	3	27
Belgium	1945	1	7	6	8
Denmark	1945	3	1	3	7
Finland	1955	1	-	2	3
France	1945	17	23	29	43
Germany F R of	1973	11	6	14	18
Greece	1945	-	1	2	4
Iceland	1946	-	-	1	1
Ireland	1955	1	3	1	6
Italy	1955	3	11	2	7
Luxembourg	1945	-	-	1	-
Malta	1964	-	-	-	1
Netherlands	1945	7	11	6	17
Norway	1945	-	4	5	8
Portugal	1955	-	1	2	2
Spain	1955	1	4	7	5
Sweden	1946	7	10	7	22
United Kingdom	1945	66	59	48	106
REGIONAL TOTAL		128	149	139	285
<u>LATIN AMERICA</u>					
Argentina	1945	6	24	7	23
Bolivia	1945	-	3	-	3
Brazil	1945	2	4	3	10
Chile	1945	3	20	10	13
Colombia	1945	1	7	14	1
Costa Rica	1945	-	1	-	2
Cuba	1945	-	-	-	-
Dominican Rep	1945	-	1	-	-
Ecuador	1945	-	1	5	2
El Salvador	1945	-	4	1	2
Guatemala	1945	-	-	3	1
Haiti	1945	-	-	2	1
Honduras	1945	-	1	-	-
Mexico	1945	3	11	11	6
Nicaragua	1945	-	1	-	-
Panama	1945	-	-	-	2
Paraguay	1945	-	-	-	-
Peru	1945	1	5	2	12
Suriname	1975	-	-	-	-
Uruguay	1945	-	5	2	5
Venezuela	1945	1	-	1	2
REGIONAL TOTAL		17	88	61	85
<u>MIDDLE EAST</u>					
Afghanistan	1946	-	-	-	-
Bahrain	1971	-	-	-	-
Cyprus	1960	-	-	-	-
Democratic Yemen	1967	-	-	-	-

Region and country of nationality	Year of admission	Number of Consultants			
		1970 *	1976	1977	1980
<u>MIDDLE EAST - contd.</u>					
Iran	1945	3	4	3	5
Iraq	1945	1	-	-	2
Israel	1949	5	5	4	3
Jordan	1955	-	1	1	1
Kuwait	1963	-	1	1	2
Lebanon	1945	1	-	1	3
Oman	1971	-	-	-	-
Qatar	1971	-	-	-	1
Saudi Arabia	1945	-	-	-	1
Syrian Arab Rep	1945	2	-	2	4
Turkey	1945	1	1	3	4
U A Emirates	1971	-	-	-	-
Yemen	1947	-	-	1	-
REGIONAL TOTAL		13	12	16	25
<u>NORTH AMERICA AND CARIBBEAN</u>					
Bahamas	1973	-	-	-	-
Barbados	1966	-	-	-	2
Canada	1945	11	7	12	27
Dominica	1978	-	-	-	-
Grenada	1974	-	-	-	-
Guyana	1966	1	-	1	-
Jamaica	1962	2	-	1	3
Santa Lucia	1979	-	-	-	1
Trinidad and Tobago	1962	-	-	1	3
United States of America	1945	79	140	144	137
Saint Vincent	1980	-	-	-	-
REGIONAL TOTAL		93	147	159	173
<u>OTHERS</u>					
Korea, People's Dem Rep		-	-	1	-
Korea, Dem Rep		1	-	-	4
Switzerland		5	5	7	5
Tonga		-	-	-	2
Stateless		-	1	1	-
Not recorded		7	1	95	-
SUB-TOTAL		13	7	104	11
GRAND TOTAL		373	532	611	851

Sources: 1970, 1976, 1977 - A/C.5/33/3, Annex II.
1980 - A/C.5/36/46, Annex VIII.

* Indicative figures - estimated annual average for years 1969-1971, given in A/C.5/33/3.