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#### JOINT INSPECTION UNIT

#### REPORTS OF THE JOINT INSPECTION UNIT

#### Note by the Secretary-General

- 1. With the concurrence of the Advisory Committee on Administrative and Budgetary Questions (ACABQ), the Secretary-General transmits herewith the report submitted by the Joint Inspection Unit (JIU) on its activities during the period 1 July 1974-30 June 1975.
- 2. In connexion with the comments made by JIU in paragraphs 11-17 of its report on the handling of JIU reports in general, the Secretary-General wishes to point out that, as far as the United Nations is concerned, every effort is made to ensure compliance with the relevant procedures and deadlines approved by the General Assembly and the Economic and Social Council. However, given the incidence of timing in the sessions of ACABQ and the Council, it would appear that there will inevitably occur cases where final consideration of some reports of JIU might be delayed beyond the limits of time which the Inspectors might consider desirable. It was in the light of this situation that the Fifth Committee, at the twenty-fifth session, included a subparagraph in its report (A/8266) to the Assembly to the effect that the procedures for the handling of JIU reports should in future allow for the reports to be made available to Member States as soon as practicable after issue.
- 3. In connexion with the specific example given in paragraph 15 of the JIU report, attention of Members is drawn to paragraph 31 of the report, which gives further information on the handling of the "Report on the decentralization of United Nations economic, social and related activities and the strengthening of the regional economic commissions".

<sup>\*</sup> A/10150.

SEVENTH REPORT ON THE ACTIVITIES
OF THE
JOINT INSPECTION UNIT
JULY 1974 - JUNE 1975

Palais des Nations Geneva July 1975

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ANNEX I List of JIU reports and notes on which work has begun and which are expected to be completed in the course of the next twelve months.

#### A. INTRODUCTION

- 1. This report, the seventh prepared by the Joint Inspection Unit  $\frac{2}{}$  since its creation on 1 January 1968, gives an account of the Unit's activities and a summary of the reports it has issued during the twelve-month period 1 July 1974 to 30 June 1975.
- 2. The composition of the Unit during this period was as follows:

Albert F. Bender Jr. (USA), Chairman Chandra S. Jha (India), Vice-Chairman Maurice Bertrand (France)
Igor V. Chechetkin (USSR)
Enrique Ferrer-Vieyra (Argentina)
Sreten Ilić (Yugoslavia)
Cecil E. King (UK)
Joseph A. Sawe (Tanzania)

3. A small secretariat composed of an Executive Secretary, three Professional assistants and five General Service staff assisted the Inspectors.

<sup>1/</sup> The previous reports were distributed by the Secretary-General as documents: A/C.5/1241; A/C.5/1304; A/C.5/1368; A/C.5/1433; A/C.5/1515 and A/C.5/1598.

<sup>2/</sup> The Joint Inspection Unit, the creation of which was recommended by the Ad Hoc Committee of Fourteen in paragraph 67 B of its report to the General Assembly (document A/6343), came into existence on 1 January 1968 as a result of General Assembly resolution 2150 (XXI) and 2360 (XXII). Its initial four-year mandate was renewed by the General Assembly until 31 December 1973 and, at its twenty-seventh session, the General Assembly decided upon a further extension until 31 December 1977. Apart from the United Nations, the following organizations participate in the inspection system by decision of their respective legislative or governing bodies: FAO, ILO, UNESCO, WHO, ITU, WMO, IMCO, IAEA, ICAO and UPU.

When it recommended the establishment of a joint inspection unit, the Ad Hoc Committee of Fourteen, whose report was approved by the General Assembly, envisaged that the Inspectors, "acting singly or in small groups", "could visit any of the different services of the United Nations organizations", "make on-the-spot inquiries and investigations", "if necessary without prior notification", "as and when they themselves may decide"; that they should have "the broadest powers of investigation in all matters having a bearing on the efficiency of the services and the proper use of funds"... "in order to examine the way in which they operate and to propose any reforms they deem necessary".

<sup>3/</sup> As from 16 October 1974, in replacement of Alexei F. Sokirkin, who left the Unit on 31 July 1974.

#### B. WORK PROGRAMME

- 4. As in the past, the Unit's work programme was drawn up after internal discussions attended by all Inspectors. Details of the work programme were circulated by the Secretary-General of the United Nations in document A/C.5/L.1223.
- 5. In preparing the programme of work, the Inspectors took account of requests and suggestions made by the General Assembly and ECOSOC as well as by executive heads of the participating organizations. More emphasis was placed than in the past on problems of concern to all or several of the United Nations organizations.

#### C. ACTIVITIES

- 6. From 1 July 1974 to 30 June 1975, the Inspectors issued nine reports. Each of these reports is summarized in Section F below.
- 7. The origin and distribution of the reports were as follows:

Report (abridged title)	<u>Origin</u>	<u>Distribution</u>
(a) Decentralization of UN economic, social and related activities (JIU/REP/74/5)	Initiative of JIU	To the United Nations with copies for information to the Regional Economic Commissions and UNDP
(b) Office accommodation at UN. Headquarters (JIU/REP/74/6)	Request of General Assembly	To the United Nations with copies for information to other participating organizations
(c) Cost measurement systems (JIU/REP/74/7)	Request of Governing Council of UNDP	UN, UNDP, UNIDO, FAO, IIO, UNESCO, WHO, with copies for information to other participating organizations
(d) Regional Training Centre at Jos, Nigeria (JIU/REP/74/8)	Request of Director-General of UNESCO	UNESCO
(e) Use of travel funds in FAO (JIU/REP/75/1)	Initiative of JIU	FAO
(f) Regional structures (JIU/REP/75/2)	Request of ECOSOC	To all participating organizations
(g) Office accommodation at WHO Headquarters (JIU/REP/75/3)	Request of General Assembly	To WHO with copies for information to other participating organizations

#### Report (abridged title)

- (h) Office accommodation at WMO Headquarters (JIU/REP/75/4)
- (i) Office accommodation at ITU Headquarters (JIU/REP/75/5)

#### Origin

Request of General Assembly

Request of General Assembly

#### Distribution

To WMO with copies for information to other participating organizations

To ITU with copies for information to other participating organizations

- 8. During the year under review, the Inspectors produced two Notes for the attention of executive heads. One concerned future accommodation of the International Computing Centre (JIU/NOTE/74/1) and the other dealt with the harmonization of programme budget presentation (JIU/NOTE/75/1).
- 9. In addition to the above mentioned reports and notes, the Inspectors began work during the year on 19 other reports and notes which are expected to be completed in the course of the next twelve months. A list of these reports and notes is given in Annex I.

#### D. CONSULTATIONS

10. As in previous years, the Unit had consultations with ACABQ, the United Nations Panel of External Auditors and the secretariats of participating organizations. The annual meeting with the ACC was held during its spring session in Rome. The Joint Inspection Unit also established informal relations with the newly created International Civil Service Commission and expects to have further discussions in August 1975.

#### E. HANDLING OF REPORTS

ll. While more fundamental issues are expected to be considered by the General Assembly in 1976 when it undertakes the review called for by resolution 2924B (XXVII) on the continuation of the Joint Inspection Unit, certain unsatisfactory features in the handling of the Unit's reports were noted and are described below. They concerned the scope and timing of the distribution of reports, the amount of time which elapsed between the issuance and the consideration of reports and the interpretation given to certain reports.

- 12. Regarding the scope of the distribution of the Unit's reports, ACABQ and the Fifth Committee of the General Assembly have maintained on several occasions that formal reports should be distributed to all Member States. Although most participating organizations follow this procedure, some distribute reports only to governing bodies. This tends to reduce the impact of reports and their cost-benefit. The cost of sending reports to all Member States is small in comparison with the cost of preparation, translation and printing.
- 13. With respect to the timing of the distribution of JTU reports to governments, the General Assembly, while adopting resolution 2735 (XXV) on 17 December 1970, took note of the recommendations of the Fifth Committee (Doc. A/8266, Part I, paragraph 18) which included the following:
  - "(d) The procedures for the handling of the JIU reports should, in future, allow for the reports to be made available to Member States as soon as it is practicable after issue.".5
- 14. Despite the foregoing, cases have occurred during the past year in which the distribution of reports has been delayed for a considerable period of time because comments on them were not ready. This is explained by the position taken by some organizations that a report should not be circulated to Member States until all relevant comments have been received. It is suggested that when it is apparent that some significant period of time will elapse before comments on JIU reports can be prepared, the reports should be distributed to Member States with a note indicating that comments will follow. This practice would give Member States more time to examine reports before acting on them in governing or legislative bodies.
- 15. There have also been cases in which delays in making comments have caused considerable periods of time to elapse before reports could be considered by the appropriate bodies. For example, the JIU "Report on the decentralization of United Nations economic, social and related activities and the strengthening of the regional economic commissions", which was issued in July 1974, will not be

<sup>4/</sup> E/4401; A/7738, paragraph 11; A/8266, sub-paragraph 18 (d).

<sup>5/</sup> ECOSOC also considered this question and endorsed the principle that reports should be submitted to Member States without undue delay (1457 XLVII).

considered by ECOSOC until 1976 because all the necessary comments are not yet available. The JTU is aware of the reasons why comments were delayed in this case, but it believes that a lapse of time of two years between the issuance and the consideration of a report is too long for the report to be of full value. Some modification in existing practices and procedures will be necessary in order to avoid such situations in the future.

- 16. This year, it has been noted that JIU reports are treated differently in the ECOSOC agenda than in the past. There is no longer an agenda item "Reports of the JIU", and the reports are now listed only under what are considered to be the relevant agenda items. The Unit believes that the practice adopted by ECOSOC may result in less than adequate consideration of JIU reports. Member States would obtain better value from the reports if they were shown as before both in a separate agenda item and listed under any suitable broad agenda item and if the decision of ECOSOC taken at its 49th session (July 1970) on Reports of the Joint Inspection Unit (E/4904) was applied.
- 17. Finally, there have been occasions during the past year when secretariats, no doubt in good faith, have misinterpreted JIU reports when commenting on them. When such misinterpretations occur, they make difficult a proper consideration of the reports by governing and legislative bodies. The Unit trusts that in the future secretariats will correct any such misinterpretations when these are called to their attention. In order to avoid misinterpretations, the participating organizations are free to seek clarification from the Inspectors when necessary.

### F. SUMMARY OF INSPECTION REPORTS ISSUED BETWEEN 1 JULY 1974 AND 30 JUNE 1975

- (a) Report on the decentralization of United Nations economic, social and related activities and the strengthening of the regional economic commissions (JIU/REP/74/5, dated July 1974)
- 18. The question of decentralization has long been the object of attention in the General Assembly, in the Economic and Social Council and in the meetings of the regional economic commissions. The Inspectors themselves, in their previous reports on the regional commissions, touched upon this question. The present study represents a continuation of their earlier investigations.
- 19. Convinced that the regional commissions have a key role to play in the development activities of the United Nations, the Inspectors believe that it is imperative to equip them adequately. They recall the background of the issue and note that, apart from the establishment of UNCTAD and UNIDO, since 1%5/1%6, years which "marked to some extent the highwater point of any deliberate effort towards the decentralization of United Nations economic, social and related activities", very little progress has been achieved; and when it has, in theory, occurred, little real devolution of activities has followed to the regions. The regional commissions' participation in development activities in fact, in many cases declined in importance, this being matched by a corresponding increase in the concentration of many activities at Headquarters.
- 20. Thus, in examining the evolution of expenditure on economic, social and related activities during the past few years, the Inspectors found that the regular budget share of expenditure on these activities (from which the regional commissions are mainly funded) dropped between 1970 and 1973, in the same proportion that the share of extra-budgetary resources (most of which are administered directly from Headquarters) increased.
- 21. The Inspectors go on to consider the respective roles of Headquarters (ESA) and the regional commissions in selected types of activity (i.e. research and studies and technical co-operation) in the various fields. Here again, they note the predominance of Headquarters, even in the relatively few instances where activities are said to have been decentralized to the regions.

- 22. These findings lead to the crucial question of "capacity" or alleged "lack of capacity" of the regional commissions. The Inspectors believe that this argument has only relative validity in the context of the issue of decentralization, as capacity is in many cases a product of available resources. They consider that more binding criteria and concrete measures should be prescribed so that little room be left for an arbitrary retention by Headquarters of responsibilities and resources which belong logically elsewhere.
- 23. Specific investigations into the above-mentioned activities show also often poor co-ordination of work programmes, and when such co-ordination exists it seems often badly timed, sporadic and one-sided rather than reciprocal. The Inspectors are of the opinion that, even within present organizational structures and programming systems, a far more effective co-ordination of work programmes could be achieved.
- 24. In order to identify possible weaknesses in the present system and their causes, the Inspectors firstly review the management structures and procedures of United Nations technical co-operation activities. They examine the relationship between the regional commissions and UNDP, looking into both the institutional arrangements and specific operational activities. They also consider the issue of UNDP overheads.
- 25. The Inspectors consider that organizationally, two lines of communication require strengthening: (i) that between UNDP Headquarters and the regional commissions, and (ii) that between the UNDP resident representatives and the commissions. The Inspectors also believe that, subject to certain conditions, all regional (inter-country) and sub-regional activities, irrespective of their sources of funding, for which the United Nations (as distinct from UNCTAD and UNIDO) is, or may be named executing or participating agency, should be fully decentralized to the regional commissions. The commissions' role in certain country activities should also be strengthened.
- 26. Concerning the relationship between the regional commissions and UNCTAD and UNIDO, the Inspectors note that, in some respects, the various forms of collaboration that have been devised by them are both more original and more advanced than those which exist between Headquarters' offices and the regional commissions. Nevertheless their further strengthening should be envisaged.

- 27. The Inspectors go into the question of the critical Professional manpower situation in the regional commissions, caused by the smaller number of posts made available to them (as compared to Headquarters) and by the continuing large number of unfilled vacancies. They believe that through such devices as staff redeployment and rotation, the problem of vacancies could be to some extent alleviated.
- 28. The Inspectors suggest, however, that decentralization should not lead automatically to a proliferation of staff and to soaring administrative costs. They also suggest that the additional funds needed as a consequence of any decentralization should normally come from the share of overheads that corresponds to the decentralized functions.
- 29. Lastly, increased decentralization requires the re-examination of the commissions' internal organizational structures.
- The Inspectors make formal recommendations with specific indication as to the way they should be implemented. They can be summarized as follows: agreed systematic, timely and effective measures should be devised and enforced to ensure a better co-ordination of the respective headquarters' and regional work programmes; concerning advisory services, more attention should be given to the recruitment and assignment of inter-regional and regional advisers, as well as to the co-ordination and evaluation of their work, the accent being placed on regional, rather than inter-regional advisers; UNDAT's should become the full responsibility of the regional commission concerned; inter-regional, regional or sub-regional training programmes or projects (i.e. seminars, workshops, study tours, fellowships, etc.) should be planned jointly by headquarters and the regional commissions; with regard to operational programmes and projects funded by extra-budgetary resources, the regional commissions should play an active role in identifying, initiating and formulating regional (inter-country) and sub-regional projects; those projects of which the United Nations is, or may be named executing or participating agency, should, as a matter of principle, be fully decentralized to the regional commissions; similarly, decentralization of some country projects might be considered on the basis of certain criteria; the relationship between the regional commissions and UNDP should be strengthened at both UNDP Headquarters and regional levels; the various co-ordination practices already established between the commissions and

UNCTAD and UNIDO respectively, should be perfected and institutionalized as appropriate; decentralization of any activity should include all responsibility related to its substantive and administrative backstopping and, therefore, should be accompanied by the appropriate allotment of resources, including overhead funds; through secondment or rotation, Professional and support services staff should be relocated to regional offices; the regional commissions should give early consideration to the reorganization of their internal structures; and at Headquarters the Regional Economic Commissions Section of ESA should be strengthened and its functions redefined and enhanced; finally, the question of the upgrading of the post of Executive Secretary of the regional commissions should be studied as a matter of urgency.

31. This report was sent to the Secretary-General of the United Nations on 28 August 1974 and for information to the executive secretaries of ECE, ESCAP, ECLA, ECA and ECWA as well as the Administrator of UNDP, on 11 September 1974. It was submitted by the Secretary-General to ECOSOC on 15 January 1975 (document E/5607). This was followed by his comments on 20 January 1975 (document E/5607/Add.1) and by the comments of the Administrator of UNDP on 7 April 1975 (document E/5607/Add.2). ACABQ having decided to consider this report together with regional structures reports, its submission to ECOSOC is postponed until 1976.

# (b) Report on the utilization of office accommodation at United Nations Headquarters (JIU/REP/74/6, dated September 1974)

- 32. This report constitutes the first part of the study of "the question of the utilization of office accommodation in the United Nations system" requested by the General Assembly at its twenty-eighth session. It covers not only the general question of the utilization of office accommodation, but also the particular question whether the cost of providing office accommodation for extra-budgetary staff should be paid for from the regular budget.
- 33. After recalling the background of the space problem recurrent over the last twelve years the Inspectors review the present situation. They consider the capacity and occupancy of the Secretariat building and conclude that this building, which now accommodates 3,700 persons, is "over-occupied" in terms of approved occupancy standards. These formal occupancy standards appear to be satisfactory

and in line with those at the Geneva Office and the specialized agencies in Geneva, although there have been certain difficulties in their application. Professional staff, except for those in the Departments of Conference Services and Administration and Management, generally have individual offices, regardless of grade. General Service staff are seriously overcrowded in some areas. To correct this overcrowding, the Inspectors believe that the occupancy of the building should be reduced to about 3,500 persons.

- 34. The question is raised whether it is appropriate to accommodate in the Secretariat building certain personnel other than Secretariat staff. In the Inspector's view, certain units, including the liaison offices of some of the specialized agencies, could be moved into outside rented premises. Questions also arise relating to the payment of rent for such occupancy. In order to obtain a more clear and consistent rental policy, the Inspectors recommend a review of the rental paid or the lack of rental payments at both Headquarters and Geneva by non-Secretariat units, the banks, the travel agencies, the news agencies, etc.. In the case of news agencies, the review should also cover the practice of providing certain facilities free of charge.
- 35. The Inspectors further review the occupancy of other Headquarters buildings (General Assembly, Conference, Library buildings and the various basements). They are convinced that no significant additional number of persons can be accommodated there. Here again the question is raised whether space should be occupied by certain non-Secretariat units and, if so, whether a charge should be made for this occupancy. The Inspectors think that the offices of certain Missions to the United Nations and perhaps other units could be moved from the Headquarters buildings. If, however, they remain, their rental status should be reviewed.
- 36. Concerning rented premises, the Inspectors note that, as of 30 June 1974, the United Nations was leasing office space, at four locations, to accommodate 660 persons, the leases expiring at various dates during the period 1974-1979. On 21 June 1974, the United Nations entered into a ten-year lease with the United Nations Development Corporation (UNDC) for office space in a building being constructed across the street from the Headquarters building and has agreed to sublease part of this space to UNDP and UNICEF; this new space will be occupied in stages, as from the end of August 1975 up to 1977.

- 37. After this review of the present situation, the Inspectors suggest that the management of space at Headquarters, and particularly the planning for future needs, has left something to be desired. Among the reasons for this, they mention in particular that "the principal deterrent to effective planning ... has been the lack of certainty on the part of the Secretariat as to the intentions of the General Assembly concerning the expansion at Headquarters and the manner in which expansion, if any, was to be accomplished. The Inspectors consider that the General Assembly, at its thirtieth session, should take a decision as to the future Headquarters accommodation, on the basis of comprehensive proposals prepared by the Secretary-General. They further suggest that the authority of the Office of General Services should be reinforced in the matter of space management and that consideration should be given to strengthening the Buildings Management Service.
- 38. Looking ahead, the Inspectors note that although the rental of space in the UNDC building offers obvious advantages for the immediate future, it will not solve the long-term office accommodation problem at Headquarters. On the basis of current estimates of staff increases up to 1979, it is calculated that additional outside space will already be required by the fall of 1977 and that, by the end of 1979, this new need will amount to the equivalent of nearly eight floors in the Secretariat building. The Inspectors suggest a number of alternative possibilities for meeting this requirement and suggest that the Secretary-General should deal with these possibilities in his comprehensive proposals to the General Assembly.
- 39. At the request of the General Assembly, the Inspectors have also studied the question of the accommodation of extra-budgetary staff i.e. "personnel employed by the UN but paid from sources other than the regular budget, i.e. UNDP/UNFPA, Special Accounts (e.g. UNEF, UNFICYP), trust funds, etc.". At Headquarters, this concerns approximately 600 persons. The question is whether extra-budgetary funds other than those of the UNDP/UNFPA which now pay for the accommodation of their staff should pay, or contribute to, the cost of accommodating their personnel in rented premises or in the Headquarters building. A further question is whether the numerous other facilities and services provided for extra-budgetary staff should be charged to the funds concerned. These questions raise issues which can be resolved only at the policy level and it is desirable that the Secretary-General should be given comprehensive and precise instructions in regard to them.

- 40. This report was sent to the Secretary-General of the United Nations, and, for information, to the executive heads of the other participating organizations, on 10 October 1974. It was submitted by the Secretary-General to the General Assembly (twenty-ninth session) on 14 November 1974 (document A/9854), followed by his comments thereon on 9 December 1974 (document A/9854/Add.1). The General Assembly decided that consideration of this report be postponed to the thirtieth session.
- (c) Report on cost measurement systems in the organizations of the United Nations family and the possibility of developing them into cost-benefit systems integrated into comprehensive management systems (JIU/REP/74/7, dated November 1974)
- 41. This report has been prepared mainly in response to a resolution on overhead costs of extra-budgetary programmes which was adopted by the Governing Council of UNDP (eighteenth session), inviting the Joint Inspection Unit to comment upon the final report of the CCAQ Task Force and "to submit recommendations on the extent to which the present cost measurement system should be continued beyond 1 January 1975".
- 42. However, the complexity of the subject-matter has prompted the Inspector to examine the question from a wider angle than that of the relationship between the cost measurement system and the calculation of overhead costs. Hence the report leads to some conclusions that are intended not only for the UNDP Governing Council, but also for the governing bodies of the various organizations concerned (United Nations, FAO, ILO, UNESCO and WHO).
- 43. It should be recalled that the CCAQ Task Force has already prepared five reports on the problem, that the JIU has also taken it up three times, and that the UNDP Governing Council and the governing bodies of the various organizations have followed the experiment with interest.
- 44. On the question of the reimbursement of overhead costs, the Inspector thinks that: the figures arrived at by the cost measurement experiment carried out in 1973 represent valid orders of magnitude; the design of the existing systems did not equip the agencies to explain the differences observed between the main ones; the choice of methods of reimbursing overhead costs is a political decision; no preference can be expressed on the basis of technical considerations for any one of the various formulae proposed by CCAQ, but it seems desirable to show clearly in future, for each agency, what proportion of overhead costs is borne by UNDP and what remains payable out of the regular budgets.

- 45. As to the continuation of the cost measurement systems, the Inspector considers that the construction of these measuring instruments is an outstanding feat and that it would be a pity not to continue such an experiment. The initial results create a new and significant situation inasmuch as they show that it is possible to attempt a real reduction in overhead costs. It now seems possible to find some answer to important and hitherto ill-solved problems, in particular: the formulation of policies conducive to economies; systematic monitoring of implementation; the evaluation of results.
- 46. In the Inspector's opinion, these problems could be solved at the price of reorienting the existing systems firstly towards costing to project level or by project case or more generally by output (depending on the cases), and secondly towards a number of supplementary studies on implementation, effectiveness and benefits. Such a reorientation would be rendered feasible by: the existence of the instruments which made it possible to construct the present systems; the information which should be forthcoming from the general application of the "workload analyses" already undertaken in a number of agencies; systematic use of sampling techniques; modification of the method of calculating the "direct costs" of projects; the advances in calculation of benefits which should be achieved through various methods; the creation of "effectiveness indicators" and the utilization of statistical methods of costing repetitive tasks; the study of ways of fitting cost measurement systems more effectively into comprehensive management systems.
- 47. In his conclusions, the Inspector points out, in particular, that: the application of the suggested solutions for the future of the cost measurement system which should be continued beyond 1 January 1975 can be achieved only through a collective effort; it seems highly desirable that the CCAQ Task Force, which has proved its effectiveness, be asked to make that effort. Hence one of the most important recommendations of this report is concerned with the continuation of the activities of this Task Force, reinforced if necessary by a number of specialists in specific problems. If this suggestion is adopted, the role of the Task Force should be defined as precisely as possible by the Governing Council of UNDP and the governing bodies of the agencies. The Inspector makes some suggestions concerning the possible definition of this role.

- 48. The other recommendations bear essentially on the practical application of the ideas and proposals developed in paragraphs 44 and 46 above.
- 49. This report was sent to the executive heads of the United Nations, UNDP, UNIDO, FAO, ILO, UNESCO, and WHO, and for information to the executive heads of the other participating organizations on 9 December 1974.
- 50. This report was submitted, for consideration, to the Governing Council of UNDP (nineteenth session) in January 1975 (documents DP/77/Add.3 DP/L.297/Add.8). The initial joint comments of ACC on this report were transmitted on 15 April 1975 (document A/CN.1/L.43). In the various organizations, it was considered by: the Council of FAO (sixty-sixth session) in June 1975 (documents CL 66/2 and CL 66/17); the Governing Body of ILO (one hundred and ninety-sixth session) in May 1975 (document GB.196/PFA/8/5); the Executive Board of UNESCO (ninety-seventh session) in May 1975 (documents 97 EX/8, 97 EX/8/Add., 97 EX/35 and 97 EX/Decision 3.5.2).
- (d) Report on the Regional Training Centre for the Preservation of Cultural and Natural Heritage at Jos, Nigeria (JIU/REP/74/8, dated December 1974)
- 51. This report was prepared at the request of the Director-General of UNESCO. Over the past three years, the JIU has already rendered its assistance to UNESCO in the evaluation of several of its regional centres and institutes. The main purpose of this operation is to enable UNESCO to make an appropriate decision in applying the ten-year rule to the duration of the financial aid granted by the Organization to these centres for their running expenses, and in particular to ascertain the measures which should be taken to ensure their future and determine their new relations with UNESCO.
- 52. After recalling the background to international co-operation and assistance in the preservation of cultural heritage in Africa and the origin of the Regional Centre named "Regional Pilot Training Centre for the Museum Technicians of Tropical Africa" up to the end of 1972 the Inspector describes the main features of the Agreement between UNESCO and the Nigerian Government, in particular the objectives and functions of the Centre, the composition of the Steering Committee and the respective responsibilities of UNESCO and the Government. He further explains the development of the Centre in terms of location and accommodation, financial support, regional participation.

- 53. Looking into the programmes and activities of the Centre, the Inspector notes some weaknesses in its structural organization. In order to assure the overall success of the project in future, he suggests that: the composition of the Steering Committee should be enlarged to enable the Centre to benefit fully from all resources available in the region; proper arrangements should be made for the timely training and appointment of local staff; a permanent administrative unit and a documentation unit be carefully organized. Regarding the students, it seems that more co-ordination is necessary between the UNESCO Headquarters, governments, and the Centre, for their selection, administrative arrangements, and for obtaining entry visas to Nigeria. Also the minimum of academic qualifications required for their admission should be clearly defined.
- 54. In his review of the operational activities of the Centre, the Inspector puts special emphasis on the question of the instructors. At the time of his visit, the teaching staff was entirely composed of temporary foreign teachers. The Inspector shows how important it would be to have at least a few permanent instructors on the staff. He also suggests that the certificate issued by the Centre be given an official form in order to be recognized by all African professional bodies and associations.
- 55. In assessing the work done up to the end of 1972, under the first phase of the project, the Inspector points out that the Centre has successfully achieved three things: a sound framework for future African institutions of museum sciences; the stimulation of interest and preliminary studies on preservation of the cultural and natural heritage in Africa; the training of over 150 museum technicians from some 33 countries in Africa.
- 56. The objectives of the second phase of the project are indicated in the very title of the Centre. "The emphasis in the programme of studies has shifted from museum techniques to wider problems of preserving the cultural and natural heritage". The Inspector examines the various elements of this field. He notes a spirit of change in the concept of museums more in line with Africa's past and traditions, but the lack of public financial support handicaps seriously their development. It seems that a solution could be found through an integrated approach to a museums and antiquities programme. To this end, it is urgent to review the existing

structures and problems of the administration of museums, monuments, cultural and historic sites. Also the legal status of museums and the legal protection of objects of art should be reviewed and reinforced in many cases. In conclusion, the Inspector believes that a comprehensive and co-ordinated development programme should be prepared with three basic components: (a) legal instrument for protection and financial support; (b) training of personnel; (c) physical protection, conservation and preservation. He stresses the importance of the first step and would like UNESCO to assist Member States in that respect.

- 57. The Inspector recommends that international assistance to and co-operation with the Regional Centre be continued and expanded, if possible through a multidisciplinary approach. He further recommends: a review of the institutional aspects of the Centre and of its financial support; the appointment of qualified and experienced permanent staff; more frequent meetings both at the sub-regional and at the regional level of the planners and the administrators responsible for cultural development planning. He also suggests that the international community provide such assistance in the form of development funds, basic pre-service training and in-service training overseas, means for the publication of research work, support for the development of educational information on national cultural heritage.
- 58. This report was sent to the Director-General of UNESCO on 31 January 1975. It will be transmitted, together with the comments of the Director-General, to the Executive Board (nineth-eighth session) in September 1975.

## (e) Report on the use of travel funds in the Food and Agriculture Organization (FAO) (JIU/REP/75/1. dated January 1975)

- 59. This report is the third in a series undertaken by the JIU on the use of travel funds by the members of the United Nations system. Concerning FAO, the Inspector wanted to check the extent to which measures introduced recently by this Organization, to tighten control over the use of travel funds, have effectively been carried out.
- 60. He reviews firstly the travel on official business for non-staff members. In November 1972, the FAO Council decided that members of the Council and of the Programme and Finance Committees should travel by air in economy class, with no distinction in terms of distance. The Inspector thinks that this decision should

be extended to all other persons serving the Organization in various capacities, i.e. representatives of special bodies, technical panels, etc.. This would be in accordance with the principle that all non-staff members should be treated equally.

- 61. Regarding the travel of staff on official business, the Inspector describes the new travel control system established at the beginning of 1972 and reports on the way it is functioning and on results achieved. He wonders why so many changes occur between planned, revised and completed travels, since any travel should be strictly planned and connected with the approved programme of work. Through numerous examples, he shows how frequently: itineraries cover many countries, if not two or more continents; some cities are visited; some staff members travel and for long periods of time; multiple attendance at some meetings or multiple presence on some trips still occur.
- 62. The Inspector recommends that a stronger control be exercised. It seems in particular that closer co-ordination of travel between Departments would avoid duplication. He also thinks that long absence from Headquarters of some high-ranking officials is bound to be prejudicial to the efficient and smooth running of their services and should be limited. The Inspector further believes that in many cases the task could be performed by the regional offices or other country representatives. In order to obtain a clear picture of travel by staff members, he suggests that all statistical information be computerized.
- 63. Concerning the travel reports, which should constitute an ex post facto assessment of the value of the trips undertaken, the Inspector's findings point to a lack of control. Frequently, staff files do not contain travel reports, some reports are not written at all or they are limited to a description of the itinerary, persons contacted, etc.. The Inspector recommends that: no travel claim should be approved until a travel report has been submitted; no staff member should be dispensed with writing travel reports; staff files should contain a copy of travel reports.
- 64. In the Inspector's view, the presentation of travel expenditures in the programme and budget of FAO does not offer an overall picture of this category of expenses. He suggests that in future they be shown in an annex or a consolidated table, broken down into three categories: regular budget, agency overheads, and

projects. Concerning their financing, he notes that the regular budget share is very small by comparison with that charged to extra-budgetary funds, and especially to agency overheads. The Inspector has some doubts about the appropriate use of the overhead funds. He recommends that this use be clearly defined, with precise criteria, and that a tighter control be exercised.

- 65. With regard to the mode and standard of transport, the Inspector considers that the need for economies in the face of constant increases in air fares demands that the example given by the Council (see paragraph 60) be extended to all staff members above the level of D-2, with the exception of the Director-General and those who accompany him who would continue to travel in first class. Finally, excess baggage reimbursement, if not discontinued, should be limited to trips on official business of more than two weeks' duration and should not exceed ten kilograms.
- 66. Apart from the recommendations already mentioned, the Inspector further suggests that the Programme Formulation Unit might be strengthened and delegated more authority in order to exercise more effective control over the use of travel funds. He also recommends that the question of decentralization to the regional offices of some part of the operational activities of the Organization might be considered to ensure better co-ordination and co-operation between Headquarters and the regional offices.
- 67. This report was sent to the Director-General of FAO on 3 February 1975. It was submitted, together with the Director-General's comments, to the sixty-sixth session of the Council in June 1975 (documents CL 66/2 and CL 66/15).
- (f) Report on the regional structures of the United Nations system (JIU/REP/75/2, dated February 1975)
- 68. This study was undertaken by the JIU in response to ECOSOC resolution 1756 (LIV) dated 16 May 1973, which requested the Secretary-General to "submit to the ECOSOC ... a further report on regional structures of the United Nations system aimed at their gradual simplification and adjustment to the realities, needs and aspirations of each region ..." and the JIU, "for its part, to include in its work programme an in-depth study of the matter ...", which study the Secretary-General was requested to take into account in preparing his report.

- 69. In order to determine the scope and dimensions of their study, the Inspectors recall the various resolutions adopted in recent years by both the General Assembly and the Council on the subject of regional structures. They direct their study towards three main aspects of the regional structures of the United Nations system, namely existing physical structures in the regions; existing co-ordination and co-operation practices among the organizations and agencies of the system inter se and with inter-governmental organizations outside the system and non-governmental organizations; and the functions and responsibilities which are, or should be, exercised by these regional structures in the context of such co-ordination and co-operation.
- 70. In their review of existing regional structures of each organization, i.e. of the nature of the various offices in each region and of their relationship to their own headquarters, the Inspectors note wide variations between them in the definition and geographical coverage of their regions and sub-regions, in the location of the various field offices and in the type of such offices, as well as in the latters' functions, authority and responsibilities. The Inspectors suggest several measures aimed at making such adjustments and improvements as are necessary and possible to remove some anomalies and deficiencies.
- 71. In their view, this extreme variety of regional structures emphasizes the need for effective co-ordination and co-operation. Looking into the various devices and practices adopted to this end to date, the Inspectors note that, there has been in recent years an improvement in the quality and range of co-ordination and co-operation between organizations of the system, but more at the country and headquarters levels rather than regional. However, all these efforts are still fragmentary and mostly of a bilateral nature. There is as yet no concerted policy by means of which, on the basis of teamwork, a cohesive and integrated view of the problems of development in a given region could be achieved.
- 72. The Inspectors consider that such a unified, integrated and concerted, i.e. "team" approach is needed particularly for technical co-operation activities. This should be brought about at all stages of the development assistance process in planning and programming, in execution and in the evaluation of programmes and projects. Such an approach should be developed firstly at the country level, which would facilitate its further development at the sub-regional and regional levels; this in turn would make easier co-ordination at the global level.

- 73. The Inspectors point out that the most serious shortcomings as regards co-ordination and co-operation are in the area of programming. After analyzing successively country and regional activities, they conclude, inter alia, that the authority and responsibility of the UNDP resident representative should be increased by giving him more decision-making power and that the regional economic commissions (and their sub-regional offices, if any), as well as the existing regional offices of other organizations and agencies, should be brought more actively into the country programming process.
- 74. At the regional level, the regional commissions, with the active support and co-operation of UNDP and the other regional offices, should be recognized as having team-leadership. The Executive Secretary of each regional commission should convene, in association with the Head of the UNDP Regional Bureau, an annual regional review and co-ordination meeting that would provide a general framework for the regional programmes of each organization.
- 75. There is also room for better co-ordination in the execution of programmes and projects in their mid-term and post-project evaluation and follow-up. The Inspectors make a number of suggestions to this end, emphasizing again the role of the regional commissions.
- 76. To enable the regional commissions and the regional offices of other organizations and agencies of the system to participate effectively in these activities, appropriate authority, responsibilities and resources should be given to them through various measures of decentralization. These enhanced responsibilities would also require the internal restructuring of the regional commissions around three main functions: substantive research, studies and analyses; operational activities; and co-ordination and co-operation responsibilities. Further, the Inspectors suggest that the upgrading of the executive secretaries be considered as a matter of urgency.
- 77. The Inspectors note that co-operation has developed considerably over the years between the organizations of the system and many inter-governmental organizations outside it. Still, such co-operation could be intensified and made more systematic. Relations with non-governmental organizations, whose activities are related to economic and social development, should also be improved.

- 78. In the Inspector's opinion, certain other issues bearing on greater efficiency of existing regional structures require examination and action. They include: the development of mechanisms for the monitoring of programmes and projects from the point of view of an integrated approach to social and economic development; the consolidation of public information services in locations where there is a concentration of regional and sub-regional offices through the creation of joint information centres; the establishment of an appropriate lien between the regional and ACC levels; the extension of the practice of joint offices.
- 79. The Inspectors recommend that on the basis of precise criteria (which they enumerate), a review of the definition of regions and sub-regions and the location of existing offices in these regions be undertaken by the organizations of the United Nations system. They recommend that, in the meantime, a number of specific measures be taken by some specialized agencies and regional commissions in order to rationalize their existing regional structures. Based essentially on the principles of decentralization, strengthening and reorganization of the regional commissions and a unified approach to development, some twenty other recommendations concern the various aspects of co-ordination and co-operation at the country and regional levels.
- 80. This report was sent to the Secretary-General of the United Nations on 17 March 1975 and to the executive heads of the other participating organizations on 7 April 1975. According to document E/L.1657 of 5 May 1975, ECOSOC has suggested that consideration of this report be postponed to 1976.
- (g) Report on the utilization of office accommodation at the headquarters of the World Health Organization (JIU/REP/75/3, dated March 1975)
- 81. This is the second report of a series prepared at the request of the General Assembly at its twenty-eighth session (see page 9, paragraph 32). Instead of preparing one consolidated report concerning all the organizations, the Inspectors decided that it was preferable to present separate reports on each organization. They have also decided to deal with the special problem of the provision of office accommodation for extra-budgetary staff in a single separate report relating to the entire United Nations system, instead of including a special chapter on this subject in each report.

- 82. The Inspectors recall in summary form the history of the office accommodation problem of WHO prior to the twenty-eighth World Health Assembly in May 1975: WHO's establishment in the Palais des Nations in 1950; the construction of its own headquarters building from 1962 to 1966; the successive construction of two temporary buildings in 1967 and 1970, pending the proposed extension of the headquarters building; and the alternative proposal, considered by the twenty-eighth Assembly in May 1975, for the erection of a third temporary building.
- 83. The Inspectors then review the present situation: capacity of the various buildings, occupancy and occupancy standards, rented space, space management and planning. The headquarters building, originally meant for 1,000 persons, accommodated 1,282 persons at the end of January 1975. This was made possible by converting open space to office space and by reducing occupancy standards. The building is, to some extent, overcrowded and the Inspectors recommend that measures be taken to correct certain situations (see paragraph 84 below). On the other hand, the two temporary buildings were not fully occupied at the end of January 1975, partly owing to the relocation of certain staff in rented space in the new ILO building. Regarding the occupancy of the WHO buildings by non-secretariat personnel, the Inspectors think that this does not give rise to questions; they further point out that WHO has made much more favourable financial arrangements with a travel agency and a bank than has the Geneva Office of the United Nations.
- 84. With one exception, which concerns some P-4s and P-5s, the Professional occupancy standards appear to be satisfactory. The Inspectors recommend that the one situation which they consider to be unsatisfactory should be corrected as soon as adequate additional space becomes available. The occupancy standards of General Service staff are generally satisfactory although some situations in certain areas (typing pools, Registry and workshops) require corrective action as soon as feasible.
- 85. Concerning rented space, since the end of January 1975, WHO has rented in the new ILO building 119 modules and has an option, valid until 30 June 1975, to rent from ILO an additional 120 modules. (Two modules constitute a standard office of  $12m^2$  or 129 square feet).
- 86. The Inspectors think that space management at WHO headquarters has been efficient. In particular, they are impressed by the steps taken to increase the

capacity of the headquarters building by converting open space into office space. On the other hand, it seems that long-term space planning has been less successful. The permanent office building was already inadequate by the time it was completed in 1966; since then, additional needs have been met by two temporary buildings pending realization of a plan to build a permanent annex to the main building; this plan had to be shelved owing to financial difficulties. It is now proposed to build another temporary building in lieu of a permanent annex, but it is not clear for how long such a building would meet WHO's needs. The Inspectors recommend that before any decision is made, the situation should be carefully reviewed in the light of all relevant factors, including probable headquarters staff expansion in the foreseeable future, the possibility of an improvement in the prospects for obtaining financial assistance, etc.. If it is decided to proceed with the construction of a third temporary building, steps should be taken to control staff expansion in order to avoid another accommodation crisis in a few years' time.

- 87. This report was sent to the Director-General of WHO on 21 March 1975 and, for information, to the executive heads of the other participating organizations, on 9 April 1975. It was transmitted to and considered by the twenty-eighth World Health Assembly in May 1975 (documents A28/31, A28/31 Add. 1 and Resolution WHA 28.24).
- (h) Report on the Utilization of Office Accommodation at the headquarters of the World Meteorological Organization (JIU/REP/75/4, dated May 1975)
- Assembly at its twenty-eighth session (see page 9, paragraph 32 and page 21, paragraph 81). The Inspectors recall the history of the office accommodation problem at WMO: in 1951, WMO's establishment in a temporary building on the Place des Nations; construction of its own headquarters building which was occupied in June 1960; construction of a permanent extension to this building from February 1969 to June 1970.
- 89. The Inspectors then review the present situation: capacity of the headquarters building, occupancy and occupancy standards, the possibility of converting conference rooms to office space, space management and planning. As of 1 January 1975, the

headquarters building was occupied by 273 persons. The Inspectors consider that the capacity of the building is at least 305 persons - as suggested by the Secretary-General of WMO - and could be increased beyond that figure if appropriate measures are taken.

- 90. Concerning occupancy standards, the Inspectors note that in WMO space allocations are more generous for most Professional staff and some General Service staff, than in other modern buildings constructed by international organizations in Geneva. They believe that an additional number of staff could be accommodated and they suggest certain specific steps which might be taken to this end, in particular by reducing occupancy standards. The Inspectors think that "the actual capacity will depend upon (a) the degree of success of the efforts of the secretariat to modify occupancy standards while giving due weight to functional requirements, and (b) the possibility of converting to office space areas now used for other purposes".
- 91. The Inspectors suggest that two conference rooms, which are rarely used, be converted to office space, either by partitioning, or, preferably, by using them in their present condition to accommodate typing pools. This would liberate six or seven rooms for occupancy by other staff, particularly Professional staff.
- 92. The Inspectors consider that the present administrative arrangements concerning space management and planning "may not be fully adequate for dealing with WMO's present and prospective office accommodation problems". Given the fact that WMO faces both the necessity of reducing space allocations and the need to plan for and deal with the rental of outside space and the possible construction of a new building in the near future, they suggest that the Secretary-General review the present administrative arrangements to ensure that they are adequate.
- 93. As regards future prospects, the Inspectors note that owing to staff increases proposed for the financial period 1 January 1976 31 December 1979, WMO contemplates the rental of office accommodation during the last two years of that financial period. They consider it possible that the measures they have suggested might reduce the necessity for renting outside space, or even completely avoid it. But the Inspectors support the Secretary-General's request, in his Programme and Budget for 1976-1979, for an amount of \$30,000 for "studies on construction of

additional accommodation". They suggest that the studies should relate not only to the location and details of construction of any additional premises, but also to the expected growth rate of headquarters staff, and to the means of financing any construction which might be undertaken.

- 94. This report was sent to the Secretary-General of WMO on 20 May 1975 and, for information, to the executive heads of the other participating organizations, on 3 June 1975.
- (i) Report on the utilization of office accommodation at the headquarters of the International Telecommunication Union (JIU/REP/75/5. dated June 1975)
- 95. This is the fourth report of a series prepared at the request of the General Assembly at its twenty-eighth session (see page 9, paragraph 32, page 21, paragraph 81 and page 23, paragraph 88). The Inspectors recall the history of the office accommodation problem at ITU: in 1948, upon its move from Berne to Geneva, the establishment of its headquarters in several buildings, principally the Palais Wilson; construction of its own headquarters building, known as the Varembé building, which was occupied in 1961/1962; construction of an extension to that building, known as the Tower building, occupied in 1972.
- %. In their review of the present situation, the Inspectors consider the capacity and occupancy of the ITU buildings, the occupancy standards, and the space management and planning at ITU headquarters. As of 1 January 1975, the Varembé building, occupied by 270 staff, was considered by the ITU Secretariat to be filled to capacity. However, the Inspectors note that the average per capita space allocation for staff in that building is high in comparison with that of other international organizations in Geneva and they consider that it may well be capable of absorbing a substantial number of additional staff without overcrowding. Concerning the Tower building, considered by the ITU Secretariat to be filled to capacity as of 1 January 1975 when it was occupied by 230 staff, the Inspectors note that the average per capita space allocation is even higher than in the Varembé building. Although they have been told that this allocation is due to the pentagonal shape of the Tower building and the fact that much corner space in the building is essentially unusable, the Inspectors are unable to accept this explanation as a full justification for the existing occupancy situation and consider that it is possible to house an additional number of staff in the Tower building.

- 97. The Inspectors believe that ITU can increase the occupancy of its buildings by reducing its occupancy standards which are more generous than those in other modern office buildings of organizations in the United Nations system headquartered in Geneva. Although the ITU buildings have certain features which make it somewhat difficult to apply less generous standards, the Inspectors believe that there is considerable room for a reduction in the space allocations to the staff in both buildings when and if ITU is required to accommodate additional staff. They recommend that ITU should study the matter carefully and should plan in advance how to accommodate in the existing ITU buildings any future additions to the staff.
- 98. Effective space management at ITU headquarters has been difficult for a number of reasons, including the manner in which the ITU buildings are constructed, the fact that the ITU buildings house four different secretariats and the fact that ITU has had excess space which has created pressures for large space allocations. The Inspectors recommend that ITU officials consult with at least the Geneva-based organizations which have had similar space management problems.
- 99. The financial arrangements made by ITU with two of the non-Secretariat occupants of the Tower building, a travel agency and a bank, appear to be considerably less favourable than those made by other international organizations with similar occupants of their headquarters buildings, and the Inspectors recommend that ITU review these arrangements.
- 100. As regards future prospects, although an annual staff growth rate of 3 per cent can be foreseen on the basis of past experience and the credits approved by the Plenipotentiary Conference for the six-year period 1974/1979, the Inspectors have been informed that it is not certain that such an expansion will in fact occur. The Inspectors have been further informed that if this staff level were increased, the additional staff could not be accommodated in the existing ITU premises. The Inspectors do not agree with this; they believe that a substantial number of additional staff could be accommodated and have made suggestions as to how this might be accomplished.
- 101. This report is now being printed and will be distributed in July.

#### ANNEX I

# List of JIU reports and notes on which work has begun and which are expected to be completed in the course of the next twelve months

- A. Reports on the utilization of office accommodation at the headquarters of:
  - (i) the International Labour Office
  - (ii) the United Nations Educational, Scientific and Cultural Organization
  - (iii) the Food and Agriculture Organization
  - (iv) the Inter-Governmental Maritime Consultative Organization
    - (v) the International Civil Aviation Organization
  - (vi) the Universal Postal Union
  - (vii) the World Intellectual Property Organization
- B. Report to the General Assembly on the utilization of office accommodation in the United Nations system.
- C. Report on office accommodation of extra-budgetary staff in the United Nations system.
- D. Note on the notion of "objectives" in the United Nations system.
- E. Note on selected activities in the field of public information.
- F. Report on technical assistance in the International Telecommunication Union.
- G. Report on training in wildlife management in Africa.
- H. Report on co-ordination and co-operation at country level.
- I. Report on training programmes and fellowships in the United Nations system.
- J. Report on projects involving an integrated approach to development.
- K. Report on technical assistance provided by the United Nations and some specialized agencies to the regional integration movement.
- L. Report on system of administrative information in the United Nations Organization.
- M. Report on use of travel funds in UNESCO.