

**REPORT OF THE COMMITTEE
OF GOVERNMENTAL EXPERTS
TO EVALUATE THE PRESENT STRUCTURE OF
THE SECRETARIAT IN THE ADMINISTRATIVE,
FINANCE AND PERSONNEL AREAS**

GENERAL ASSEMBLY

OFFICIAL RECORDS: THIRTY-SEVENTH SESSION

SUPPLEMENT No. 44 (A/37/44)



UNITED NATIONS

24 p.

**REPORT OF THE COMMITTEE
OF GOVERNMENTAL EXPERTS
TO EVALUATE THE PRESENT STRUCTURE OF
THE SECRETARIAT IN THE ADMINISTRATIVE,
FINANCE AND PERSONNEL AREAS**

GENERAL ASSEMBLY

OFFICIAL RECORDS: THIRTY-SEVENTH SESSION

SUPPLEMENT No. 44 (A/37/44)



UNITED NATIONS

New York, 1982

NOTE

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

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
I. INTRODUCTION	1 - 5	1
II. ORGANIZATIONAL MATTERS	6 - 9	1
A. Membership and attendance	6 - 8	1
B. Meetings	9	2
III. NEW DEVELOPMENTS SINCE THE SUBMISSION OF THE INTERIM REPORT OF THE COMMITTEE TO THE THIRTY-SIXTH SESSION OF THE GENERAL ASSEMBLY	10 - 14	2
IV. EVALUATION OF THE PRESENT STRUCTURE OF THE SECRETARIAT IN THE ADMINISTRATIVE, FINANCE AND PERSONNEL AREAS	15 - 36	3
V. CONCLUSIONS	37 - 40	9

ANNEXES

I. Note by the Secretary-General	10
II. The management development function in the United Nations: programme (plan of action) for management improvement and development	16

I. INTRODUCTION

1. The Committee of Governmental Experts to Evaluate the Present Structure of the Secretariat in the Administrative, Finance and Personnel Areas was established by the General Assembly under the terms of its resolution 35/211 of 17 December 1981 and was expected to submit its report to the General Assembly at its thirty-sixth session.
2. The Committee was not able to complete its work and submit a final report to the General Assembly at its thirty-sixth session. It did, however, submit an interim report 1/ in which it identified certain questions and issues relating to the scope of its mandate which would require further examination.
3. The General Assembly, in its resolution 36/238 of 18 December 1981, took note with appreciation of the report of the Committee and, inter alia, requested it to continue its work and to submit a final report to the Assembly, at its thirty-seventh session.
4. The present report is submitted pursuant to that request.
5. The Committee wishes to acknowledge with gratitude the assistance of those members of the Secretariat whose efforts on behalf of the Committee so greatly facilitated its task.

II. ORGANIZATIONAL MATTERS

A. Membership and attendance

6. The membership of the Committee, as reported to the General Assembly in the Committee's interim report, was as follows:

Mr. Abdel-Rahman Abdalla (Sudan)
Mr. Michael Gepp (Brazil)
Mr. Apollinaire Hachème (Benin), Vice-Chairman
Mrs. Teresa Ivars B. (Colombia)
Mr. Kamanda wa Kamanda (Zaire)
Mr. Anvar Kemal (Pakistan)
Mr. E. V. Kudryavtsev (Union of Soviet Socialist Republics)
Mr. Humphrey B. Kunda (Zambia)
Mr. Sumihiro Kuyama (Japan)
Mr. Harald Löschner (Federal Republic of Germany)
Mr. Antoine Mérieux (France)
Mr. Satyabrata Pal (India)
Mr. Leif Skare (Norway), Vice-Chairman
Mr. Henryk J. Sokalski (Poland)
Mr. Winthrop M. Southworth (United States of America)
Mr. Tang Jianwen (China)
Mr. Christopher R. Thomas (Trinidad and Tobago), Chairman and Rapporteur

7. Following the resignation of Mr. Apollinaire Hachème (Benin) and Mr. Humphrey B. Kunda (Zambia), the Secretary-General, in consultation with the Governments concerned, appointed Mr. Love Kunda M'tesa (Zambia) and Mr. Mounirou Ousmane (Benin) as members of the Committee.

8. In the absence of Mr. Abdel-Rahman Abdalla and Mr. Kamanda wa Kamanda, Mr. Awad Mohamed Elhassan (Sudan) and Mr. Kabeya Milambu (Zaire) attended the meetings.

B. Meetings

9. The Committee held a series of four meetings from 15 to 20 September 1982. In order to complete its report to the General Assembly, it became necessary to hold a further series of meetings concurrently with the thirty-seventh session of the Assembly. The Committee therefore decided to request the necessary authorization. On the recommendation of the Committee on Conferences (A/37/450/Add.2), as endorsed by the General Committee (A/37/250/Add.1, para. 3), the General Assembly, at its 24th plenary meeting on 8 October 1982, decided to authorize the Committee to hold such meetings during the thirty-seventh session of the Assembly. Accordingly, the Committee held five additional meetings between 18 and 22 October 1982. The Committee, therefore, since the establishment of its mandate in December 1980, held a total of 28 meetings.

III. NEW DEVELOPMENTS SINCE THE SUBMISSION OF THE INTERIM REPORT OF THE COMMITTEE TO THE THIRTY-SIXTH SESSION OF THE GENERAL ASSEMBLY

10. A major administrative change at the United Nations took place prior to the resumption of the Committee's work. That major change concerned the appointment of a new Secretary-General for a term of office beginning on 1 January 1982. The new Secretary-General has already taken a number of administrative steps of interest to the Committee, such as the establishment of the Programme Planning and Budgeting Board and the Central Monitoring Unit, the reinstatement of the title of Controller for the Assistant Secretary-General for Financial Services, the redesignation of the title of the Department of Administration and Management and the commissioning of special studies on the question of decentralization and on the roles of the Administrative Management Service and the Electronic Data Processing and Information Systems Division.

11. Pursuant to the provisions of paragraph 3 of General Assembly resolution 36/238, by which the Assembly requested the Secretary-General to consult with the Committee prior to its next session on the questions outlined in the Committee's report, the Secretary-General invited the Chairman of the Committee to meet with him in New York prior to the resumption of the thirty-sixth session of the General Assembly in March 1982.

12. On the basis of the initial consultations with the Secretary-General on 11 March 1982, the Chairman convened an informal meeting of members of the Committee who were present in New York at the time. At that informal meeting, Committee members were informed that the Secretary-General had expressed a desire to co-operate with the Committee in its work and had enquired as to the best means through which that co-operation might be realized. Members of the Committee were also informed of the intention of the Secretary-General to give his personal attention to the administrative aspects of the Organization's work and, in that respect, would be prepared to offer his own views on the questions outlined in the interim report of the Committee.

13. The Committee, in its informal meeting, welcomed the timely invitation by the Secretary-General for consultations with the Committee, expressed its satisfaction with the intention of the Secretary-General to give priority attention to the administration of the United Nations and indicated its disposition to work in co-operation with the Secretary-General, through continued consultations, in the pursuit of the Committee's mandate in accordance with the provisions of General Assembly resolutions 35/211 and 36/238.

14. In relation to the specific request by the Secretary-General as to the best means of co-operation between him and the Committee, the Committee, in its informal meeting, agreed to defer the resumption of its substantive session in 1982 in order to provide the Secretary-General with an opportunity to submit his views to the Committee on its interim report. In arriving at that agreement, the informal meeting of the Committee considered that the views of the Secretary-General on its interim report would be a most useful input to its deliberations. The views of the Secretary-General were submitted to the members of the Committee in written form (A/AC.210/L.1) on 30 August 1982 and were introduced by the Secretary-General in the Committee on 15 September 1982. The text of the Secretary-General's note is reproduced in annex I.

IV. EVALUATION OF THE PRESENT STRUCTURE OF THE SECRETARIAT IN THE ADMINISTRATIVE, FINANCE AND PERSONNEL AREAS

Substantive work of the Committee

15. As indicated in section II above, the Committee met in substantive session from 15 to 20 September and from 18 to 22 October 1982. At its 20th meeting, on 15 September, the Secretary-General addressed the Committee, introducing and elaborating upon the note which he had submitted to the Committee. During the remaining meetings held in the course of 1982, the Committee proceeded to consider the views of the Secretary-General as contained in the note submitted to the Committee and in his statement, and to formulate its position thereon. Considering that the Secretary-General had structured the presentation of his written comments around the seven issues which had been identified in its report to the General Assembly at its thirty-sixth session, the Committee decided to follow the same procedure in pursuing its work and in reporting to the Assembly.

1. Capacity of the structure to promote over-all policy coherence and clear lines of authority and responsibility within the Organization

16. The Secretary-General stated that he attached the greatest importance to ensuring the highest standards of administration and that, with this objective in mind, he felt it necessary to preserve and enhance what the Committee had so well defined as the policy coherence of the Organization in the administrative, finance and personnel areas. The Secretary-General considered that it was essential to this purpose that there be one official who, as the Secretary-General's surrogate in administrative matters, had the responsibility of providing unequivocal and clear guidance and direction in the areas of work covered by the Department. In this connexion, the Secretary-General stated that it was his firm belief that the present structure of a unified, closely integrated department of administration should continue under a single official with clearly identified over-all

responsibility and authority to ensure the effective and harmonious operation of the department as a whole. At the same time, the Department was composed of component offices and divisions which, while interrelated, were distinct operational units in themselves, with special characteristics which should be respected. The Secretary-General stated that he felt strongly that there was compatibility between these two concepts, particularly if the functions of the Under-Secretary-General were seen as concentrating on the important policy aspects and as assisting the Secretary-General in the exercise of the latter's responsibilities, rather than as relieving his subordinates of theirs. In paragraph 11 of his note, the Secretary-General stated his conclusion, in regard to the first issue, that the current structure was rationally conceived and should stand.

17. The deliberations of the Committee on this issue gave particular attention to the questions of whether the structure favoured by the Secretary-General and the manner in which he wished the different components of the administration to exercise their individual and interrelated responsibilities could adequately respond to the policy objectives determined by the General Assembly, particularly with regard to the Organization's recruitment practices. The Committee noted in particular the Secretary-General's belief that, within a unified department headed by a single senior official, the component units - while interrelated - were distinct operational units in themselves, with clearly identifiable functions and responsibilities. The Committee noted further the Secretary-General's firm belief that he should count on the assistance of one senior official carrying full authority in the administrative area, whose functions should be seen as concentrating on the important policy aspects and assisting the Secretary-General in the exercise of his responsibilities, rather than as relieving his subordinates of theirs. In this context, the functions of the Under-Secretary-General should in fact contribute to a more effective implementation of the policies determined by the General Assembly.

18. In the Committee's examination of this question, various opinions were expressed as to possible alternative administrative structures. One such alternative relates to a structure that would reflect the distinction between policy functions (planning, programming and budgeting), and service functions (financial, personnel and general services). The Committee felt, however, that since the Secretary-General was convinced that the existing structure met the requirements and it was his intention to keep this question under continuous review, it should not propose any alternative structure. The Committee recognized, however, that some modifications within the existing structure could be considered. Some of them are discussed in subsequent paragraphs of the report.

2. Adequacy of the structure to undertake in an integrated way the implementation of personnel reforms and recruitment policies of the General Assembly

19. The Secretary-General in his note stated, in connexion with his view that the present structure of a unified, closely integrated department of administration should stand, that he had given due consideration to General Assembly resolutions 35/211 and 36/238. He also stated that it was the responsibility of the Office of Personnel Services, as the focal point for personnel policy, to administer the staff of the Secretariat and, therefore, to develop and maintain a coherent personnel policy and ensure the implementation of all personnel measures decided

upon by the General Assembly. It was, equally, the responsibility and duty of the Under-Secretary-General for Administration and Management to provide, on behalf of the Secretary-General, impulse and top policy guidance to these endeavours and to co-ordinate them in the interest of an efficient policy of resources management. The Secretary-General expressed the view that the authority of the Office of Personnel Services vis-à-vis the Secretariat as a whole in the administration of the staff and in the implementation of the measures adopted by the General Assembly was clear and required no elaboration. It was also his view that this authority could be exercised within the existing structure and without changing that structure. Thus, the Secretary-General considered that the current structure did indeed have the capacity to undertake, in an orderly and progressive manner, the implementation of the policies and changes mandated by the General Assembly, including personnel policies and reforms.

20. The role of the Office of Personnel Services and its relationship with the substantive departments of the Organization, particularly in relation to recruitment, was a matter to which the Committee attached considerable importance. In considering the possible alternatives, including the possibility that the Office of Personnel Services could be constituted into a separate and independent department, directly under the Secretary-General, it was the general feeling of the Committee that more important than whether the personnel function was categorized as an Office or a Department was the question of its relationship with other components of the Organization, and its ability to implement the personnel policies established by the General Assembly. The Committee shared the Secretary-General's perception of that office as the focal point for personnel policy, responsible within its sphere of competence for the attainment of the objectives set out by the General Assembly.

21. The importance was stressed of the role of the Office of Personnel Services in the promotion of a modern personnel management system through the training and development of staff. The significant financial and organization implications of the personnel function underscored the vital need for co-ordination of that function with those of other organizational units.

22. The Committee considered, therefore, that the question of the role of the Office of Personnel Services should also be considered in the context of the continuous review by the Secretary-General of the administrative structure and the review of the question of administrative decentralization and central control and co-ordination.

3. Role of the Executive Office of the Secretary-General in relation to the administrative, finance and personnel areas

23. In regard to this issue, the Secretary-General pointed out that there was a clear distinction between the staff functions of his Executive Office and the line functions of any department, including the Department of Administration and Management, which was responsible for the development and implementation of policy in its area of competence.

24. During its consideration of this question, the Committee took note of the Secretary-General's statement that there was a clear distinction between the staff functions of his Executive Office and the line functions of any department, including the Department of Administration and Management. On the one hand, it was

evident to the Committee that each Secretary-General could well have a different approach in regard to the functions of his Executive Office. On the other hand, the Committee considered the possibility that certain of the functions now performed by the Department of Administration and Management (such as the Administrative Management Service and the Internal Audit Division) might more effectively be attached to the Secretary-General. It was the general view of the Committee, however, that, perhaps with the exception of the Internal Audit Division, the promotion of policy coherence and the enhancement of effectiveness in administration would not be well served by expanding the role of the Executive Office of the Secretary-General. An alternative might be to establish these functions directly under the Secretary-General.

4. Capacity of the structure to achieve a proper balance between administrative decentralization and central control and co-ordination

25. The Secretary-General expressed the view that the issue of administrative decentralization and central control and co-ordination was an extremely important one for the Organization. He emphasized that decentralization had not only a geographical but also a functional aspect. Noting that the manner in which the issue was defined in the report of the Committee to the General Assembly at its thirty-sixth session corresponded closely to his own views, he indicated that the question was not whether to decentralize but, rather, how rapidly and under what conditions, keeping in mind the importance of ensuring that decentralization did not result in the loss or weakening of coherent over-all policies consistently applied. In this connexion, the Secretary-General drew the attention of the Committee to the fact that he had initiated a review of this matter as a prior step to issuing the necessary instructions at a near date in the future to further decentralize decision-making in administrative matters. The Secretary-General stated, in this regard, that it was his view that the present administrative structure was fully capable of developing and monitoring a clear policy of decentralization.

26. The Committee considered that the question of administrative decentralization and central control and co-ordination was a highly important matter for the Organization. The Committee therefore welcomed the statement by the Secretary-General that this matter was under study and noted his intention to issue appropriate instructions at an early date further to decentralize decision-making in administrative matters, within the framework of clear, centrally established guidelines. In the light of the Secretary-General's position, the Committee believed it should make no further comment on this question.

5. Role of the Director-General for Development and International Economic Co-operation in relation to the present functions and structure of the administrative, finance and personnel areas

27. The Secretary-General stated in paragraph 16 of his note that this issue was one which should properly only be seen from the perspective of a unified Secretariat, acting under the Secretary-General's authority, in pursuance of the objectives established by Member States. Thus, under this perspective, there could be no dichotomy between programme and budget or between substance and administration as, in the final analysis, the Secretary-General was responsible for

all of these. With these views in mind, the Secretary-General had, as an initial step, established a Programme Planning and Budgeting Board in April 1982. An important feature of this new arrangement was that the key role and influence of the Director-General for Development and International Economic Co-operation for the planning, programming and budgeting of the activities of the Organization was clearly recognized, particularly by his presiding over meetings of the Board in the Secretary-General's absence, and that the Board would, inter alia, serve as an instrument for the exercise by the Director-General of his over-all responsibilities in the fields of planning, programming and budgeting. In regard to his management responsibilities in the economic and social areas, the Secretary-General indicated that he had requested the Under-Secretary-General for Administration and Management to seek the Director-General's guidance on all top management issues falling within the Director-General's mandate. The Secretary-General also stated that it was and would continue to be his practice to consult the Director-General and to seek his advice on all management policy issues in the economic and social fields.

28. The Committee's discussion of this issue focused on the responsibilities of the Director-General for Development and International Economic Co-operation as set out in paragraph 64 (b) of the annex to General Assembly resolution 32/197 of 20 December 1977, namely, those of "ensuring, within the United Nations, the coherence, co-ordination and efficient management of all activities in the economic and social fields financed by the regular budget or by extrabudgetary resources". In this respect the Committee also recalled the questions it had indicated in its interim report relating to the respective roles of the Office of the Director-General and the Department of Administration and Management in the fields of planning, programming and budgeting, as well as that of the wider management responsibilities of the Director-General in the economic and social areas which, from an administrative standpoint, might have implications for the present structure of the Department of Administration and Management.

29. In this context the present role of the Director-General in the Programme Planning and Budgeting Board was questioned, since the scope of his mandate is defined by the General Assembly as being limited to the economic and social fields.

6. Adequacy of the structure to undertake in an integrated way the programme planning function in relation to the preparation of the programme budget and allocation of resources

30. In connexion with this issue, the Secretary-General indicated that he regarded the establishment of the Programme Planning and Budgeting Board as an initial step towards the realization of the objective of enhancing the integration of the programme planning and budgeting functions in order to give the fullest possible reflection to the wishes of Member States in regard to the work programme of the Organization as expressed in the relevant decisions of the General Assembly. It was his view that the initial experience in this regard was promising. The Secretary-General stated, however, that he intended to assess resulting developments and draw from experience the necessary conclusions regarding any further measures that it may be desirable to take at a later stage.

31. In connexion with this issue, the Committee thought that there was some merit in the establishment of the Programme Planning and Budgeting Board. The Committee felt that the Board, as constituted, could not replace the need for integration of

the whole system of programme planning, budgeting, monitoring and reporting. In this context, the Committee highlighted the need for a single responsibility for such a system. The Committee hopes that the experience gained in the operation of the present arrangements, and the modalities existing in other organs and organizations of the United Nations system will be taken into account when the Secretary-General takes a final decision on how such responsibility will be established.

7. Development of effective management tools based on modern information systems to enhance the effectiveness of the administrative, finance and personnel areas through a review of the roles of the Administrative Management Service and the Electronic Data Processing and Information Systems Division

32. The Secretary-General stated in paragraph 20 of his note that, in regard to the interest of the Committee in a review of the role and effectiveness of the Administrative Management Service and the Electronic Data Processing and Information Systems Division, he had asked the Under-Secretary-General for Administration and Management to review this question and to report at an early date on any improvements which may seem necessary in this respect.

33. The Committee gave attention to the management effectiveness problem during its several stages of deliberations. It welcomed the statement by the Secretary-General in paragraph 20 of his note that he had requested the Under-Secretary-General for Administration and Management to review this question and to report to him by 30 November 1982.

34. It appeared as the broad assessment of the Committee that the Organization needed to strengthen its efforts in utilizing the new management technology. It was also pointed out that the question of higher management effectiveness covered a much wider field than new technology and systems. Structures, personnel policies, leadership and participation had to be considered in an interrelated context. One Expert proposed a review of the management development function as a whole and pointed out the need for a total management policy and strategy and for a management improvement and development programme in the context of the medium-term plan and the programme budget. His views are given in annex II to the present report.

Use of the title "Controller"

35. In paragraph 21 of his note, the Secretary-General pointed out that in view of the fact that the Assistant Secretary-General for Financial Services was the one official who had as his full responsibility the financial management of the Organization, he had directed that the title of "Controller" be reinstated.

36. The Committee, recalling that in its decision 35/446 of 17 December 1980 the General Assembly had requested it to include in its review the question of the use of the term "Controller" in the nomenclature of the Secretariat, noted with satisfaction that the Secretary-General - as indicated in paragraph 21 of his note - had directed that the title of Controller be reinstated. Since this action by the Secretary-General restored the situation to that which had existed prior to the adoption of decision 35/446, the Committee saw no need to delve further into the substance of this matter.

V. CONCLUSIONS

37. During its deliberations at its 1982 session, the Committee noted the intention of the Secretary-General to keep the effectiveness of the administrative structure under continuous review and devote every effort towards an improved, unified and coherent administration. Further the Committee recognized that the Secretary-General, as the Chief Administrative Officer designated in Article 97 of the Charter of the United Nations, was primarily responsible for the structure of the Secretariat, unless cogent political considerations made legislative action desirable. In this connection, the Committee noted that the General Assembly also has a strong interest in these questions and has the opportunity at its regular sessions to provide overall policy guidance to the Secretary-General and to modify the structure of the Secretariat.

38. The Committee believes that the issues identified in its interim report form a useful framework for a thorough review and evaluation of the present structure of the Secretariat in the administrative, finance and personnel areas. It felt that the contents of the Secretary-General's note (annex I), in response to its interim report, were relevant to the deliberations of the Committee.

39. In view of the foregoing, the Committee decided to make no recommendations. Certain suggestions, however, in relation to different aspects of administrative, finance and personnel questions have been presented in the Committee's report, under the respective headings in section IV. These suggestions relate to the Office of Personnel Services (paras. 20-22), the Administrative Management Service and the Internal Audit Division in relation to the Executive Office of the Secretary-General (para. 24), the responsibility for the programme planning and budgeting system (para. 31) and management effectiveness (para. 34).

40. The Committee accordingly submits the present report to the General Assembly.

Notes

1/ Official Records of the General Assembly, Thirty-sixth Session, Supplement No. 44 (A/36/44 and Corr.1).

ANNEX I

Note by the Secretary-General

1. The purpose of this note is to summarize the views of the Secretary-General on the structure and role of the Department of Administration and Management and on its relationship with other concerned units, so that these views may be taken into account by the Committee in the preparation of its final report to the General Assembly at its thirty-seventh session. In order to assist in the consideration of this matter, the Secretary-General's comments are structured around the seven issues which emerged in the course of the Committee's hearings last year and are identified in its progress report to the General Assembly at its thirty-sixth session. a/

2. The Secretary-General is particularly conscious of the importance for the Organization as a whole of a smooth-running and effective administrative structure. This is a time in which the Organization's substantive responsibilities have multiplied, as a result of decisions taken by its membership, and in which its operations have become progressively more complex and geographically dispersed. In these circumstances, the administration, as one of the nerve centres of the Organization, plays an even more essential role than in earlier years. Yet it is obvious that administration, even correct administration, is not in itself the goal for which this Organization was established; the role of administration must be supportive of the main objectives of peace, security and economic and social development set out in the Charter.

3. This background is necessary in order to comment on the questions addressed by the Committee in its report, because all of them - and any reply to be given to them - must necessarily take into consideration the primary objectives and goals set out in the Charter and developed over the years by the General Assembly.

4. In this regard, the complexity and difficulty of the tasks facing the Organization have in no way diminished since the post of Under-Secretary-General for Administration and Management was established in 1968. The creation of this post responded to the objective that the Secretary-General be assisted, in the discharge of his responsibilities, by a senior official on whom he would place much of the heavy load of administering the Secretariat, thus allowing him to better concentrate on the substantive aspects of his work. The essential function of this senior official was to relieve the Secretary-General, through authority delegated to him by the latter, of day-to-day administrative burdens and responsibilities in the areas of finance, personnel and general management which otherwise would have occupied a disproportionate share of the Secretary-General's own time and energy, to the possible detriment of his political and other responsibilities.

5. Two comments can be made on developments since that time. The first is that it is obvious that the circumstances which prompted this arrangement are essentially unchanged. The political and institutional scope of the Organization has expanded, and it is increasingly necessary for the Secretary-General to devote much of his skill, attention and time to the substantive issues confronting the Organization. The second is that this does not mean that administrative matters are unimportant or should be relegated to the background. On the contrary, the Secretary-General has made it unmistakably clear, in a number of public announcements before and since he assumed office, that he attaches the greatest importance to ensuring the highest standards of administration and intends to

devote all necessary attention to this objective. It is precisely in this regard that he feels it necessary to preserve and enhance what the Committee has so well defined as "the policy coherence of the Organization in the administrative, finance and personnel areas".

6. On the basis of the above, it is obvious that the structure which would best serve this objective is the structure which should be sought. Indeed, as soon as he assumed office, the Secretary-General took the necessary steps to enhance the unity of the Department of Administration and Management by issuing explicit instructions to all concerned that all matters referred to him should be directed through the Under-Secretary-General in charge of the Department. While reserving to himself the right to have unrestricted direct access to each and every level in the Department, the Secretary-General's instruction directed the officials concerned to keep their respective head fully informed. Implicit in this instruction was the recognition of the essential coherence and interrelatedness of the various functions dealing with money, manpower and matériel management which are brought together in the Department.

7. While the above considerations provide the essential background for consideration of this matter, it is necessary to set out in greater detail the manner in which the Secretary-General views the operation of this important organizational unit.

8. To begin with, the Secretary-General considers that there must be one official who is recognized, and to whom he can turn, as head of the Department. This official, as the Secretary-General's surrogate in administrative matters, has the responsibility of providing unequivocal and clear guidance and direction in the areas of work covered by the Department, i.e. finance, personnel, general services, internal audit, administrative management, electronic data processing and information systems. Nor can there be any doubt regarding the clear interrelationship of these six areas. The strength of this Organization lies in the men and women which serve it, and therefore the fullest attention must be given to their selection, development, administration and conditions of service. But essential to this purpose are the resources required to maintain the establishment and, indeed, the Organization as a whole; for the work programme, which is implemented by the staff, is indissolubly linked to the resources needed for its implementation. Thus, the personnel and financial aspects of the Organization are linked together and are themselves related to and conditioned by the services and facilities - buildings management, security and communications, for which the Office of General Services is responsible. There is of course an evident supporting relationship of the Internal Audit Division with financial and also personnel matters, of the Administrative Management Service with the maintenance and improvement of a correct organizational structure and of the Electronic Data Processing and Information Systems Division with the development, as a common service, of a data base designed to facilitate decision-making in all aspects of the work of the Organization. It is necessary for these closely interrelated functions to be centrally directed and co-ordinated and even more important for general policies to be developed for the management of all of the Organization's resources - human, physical and financial. Finally, it is also necessary to maintain unity and coherence of representation in relations on administrative matters with other organizations, particularly those within the United Nations common system. For all of these reasons, it is the Secretary-General's firm belief that the present structure of a unified, closely integrated department of administration should continue under a single official with clearly identified

overall responsibility and authority to ensure the effective and harmonious operation of the Department as a whole.

9. At the same time, careful attention must be given to the manner in which this authority and responsibility are exercised. This needs to be said because this Department is a particularly complex one, with component offices and divisions, many of which possess a long and distinguished tradition of service. This reflects the fact that the component offices and divisions, while interrelated, are distinct operational units in themselves, with clearly identifiable functions and responsibilities, for the accomplishment of which they are held accountable. Indeed, the particular political importance of each of the main offices in the Department - Financial, Personnel and General Services - has long been recognized by the General Assembly, which has assigned to the head of each of these offices a post at the top hierarchical level immediately below that of Under-Secretary-General. It is incumbent upon the head of the Department and his colleagues to ensure that this essential part of the Organization works together as a team.

10. There are thus two underlying concepts in the above description. First, there should be one senior official carrying full authority in the administrative area, ensuring clear policy direction and coherence and reporting to the Secretary-General in this regard. Secondly, the special characteristics of each of the operational units should be respected. The Secretary-General feels strongly that there is clear compatibility between these two concepts, particularly if the functions of the Under-Secretary-General are seen as concentrating on the important policy aspects and as assisting the Secretary-General in the exercise of the latter's responsibilities, rather than as relieving his subordinates of theirs. Seen in such a perspective, this concept of authority and decision-making is intended to enable the Secretary-General not to relinquish his responsibilities in the administrative area but, on the contrary, to exercise them in a more effective manner while at the same time having greater freedom to concentrate on his substantive responsibilities.

11. It is hoped that the foregoing considerations will constitute a clear framework in which the Committee can address itself with precision to the first three of the issues identified in its report, that is, the capacity of the structure to promote overall policy coherence and clear lines of authority and responsibility within the Organization, the adequacy of the structure to undertake in an integrated way the implementation of personnel reforms and recruitment policies of the General Assembly and the role of the Executive Office of the Secretary-General in relation to the administrative, finance and personnel areas. It follows, therefore, that the Secretary-General considers, in regard to the first of these issues, that the current structure is rationally conceived and should stand; in regard to the second, that the current structure does indeed have the capacity to undertake, in an orderly and progressive manner, the implementation of the policies and changes mandated by the General Assembly, including personnel policies and reforms; and, in regard to the third, that there is a clear distinction between the staff functions of his Executive Office and the line functions of any department, including the Department of Administration and Management, which is responsible for the development and implementation of policy in its area of competence.

12. In this connexion, the Secretary-General has given due consideration to General Assembly resolutions 35/211 and 36/238, of which the first requested him, pending the outcome of the work of the Committee, "to take such interim measures,

within the existing administrative structure, as to ensure that the Office of Personnel Services has the authority necessary to implement effectively the personnel policies outlined in the relevant resolutions of the Assembly", while the second asked that he maintain those interim measures pending and without prejudice to the decision to be taken by the General Assembly at its thirty-seventh session. The interim measures taken in pursuance of resolution 35/211 are those contained in ST/SGB/180, paragraph 2 of which stated that:

"The Secretary-General has entrusted the Office of Personnel Services with overall responsibility for the attainment of the objectives sought by the General Assembly, as laid down in the aforementioned resolutions. He has directed that Office to develop and maintain a coherent personnel policy and to establish new guidelines to ensure effective and consistent implementation of the measures of personnel reform set out in the General Assembly resolutions, as well as uniform application of the Staff Regulations and Rules throughout the Secretariat;"

whereas paragraph 3 provided that:

"For the above purpose and within the existing administrative structure, the Office of Personnel Services will be directly responsible to the Secretary-General."

13. The Secretary-General considers it necessary to confirm that, within the Secretariat, each department and office - including the Office of Personnel Services - is responsible, within its sphere of competence, for the attainment of the objectives set out by the General Assembly in that sphere. It is thus the responsibility of the Office of Personnel Services, as the focal point for personnel policy, to administer the staff of the Secretariat and, therefore, to develop and maintain a coherent personnel policy and ensure the implementation of all personnel measures decided upon by the General Assembly, just as it is the responsibility of the Office of Financial Services to develop and maintain a coherent financial policy and to give effect to financial measures approved by the Assembly. These responsibilities have been and continue to be defined in the Secretary-General's bulletin "Organization of the Secretariat" (ST/SGB/Organization). As for the Under-Secretary-General for Administration and Management, it is his duty and responsibility to provide, on behalf of the Secretary-General, impulse and top policy guidance to these endeavours and to co-ordinate them in the interest of an efficient policy of resources management.

14. It is the view, therefore, of the Secretary-General that the authority of the Office of Personnel Services vis-à-vis the Secretariat as a whole in the administration of the staff and in the implementation of the measures adopted by the General Assembly is clear and requires no elaboration. It is also his view that this authority can and should be exercised, within the existing structure, without changing that structure or having recourse to interim measures or to special reporting arrangements. In fact, the content of the second paragraph of ST/SGB/180 exists in other administrative issuances, while its third paragraph is, in the Secretary-General's view, unnecessary. For these reasons, it is the Secretary-General's intention to cancel that bulletin.

15. The fourth issue identified by the Committee is that of the capacity of the structure to achieve a proper balance between administrative decentralization and central control and co-ordination. This is an extremely important issue on which clarity of view and unity of purpose must be sought by all concerned, including

most importantly the governing bodies. An organization with 20,000 staff members and experts in eight major duty stations and a multiplicity of smaller ones cannot adequately perform unless the decision-making process is sufficiently decentralized to permit prompt and effective solutions to be found in the day-to-day operational life of the Organization. It should further be recalled that decentralization has not only a geographical but also a functional aspect, since it applies to the relationship between the central administration and departments and offices at Headquarters. At the same time, it must be borne in mind that the membership holds the Secretary-General solely responsible for success or failure in administrative matters. He intends to exercise this responsibility by ensuring that central policy is carefully enunciated, so that those who take decisions have a clear frame of reference within which to take them. He notes that the manner in which the issue is defined in the Committee's report corresponds very much to his own thoughts on the matter as expressed above. The question, in his view, is not whether to decentralize but, rather, how far, how rapidly and under what conditions, keeping in mind the importance of ensuring that decentralization does not result in the loss or weakening of coherent overall policies consistently applied. The Committee may wish to note, in this regard, that the Secretary-General, having consulted the Under-Secretary-General for Administration and Management, has asked the Under-Secretary-General for Special Assignments to review this matter, in order to permit the issuance by the end of 1982 of the necessary instructions to further decentralize decision-making in administrative matters within the framework of clear, centrally established guidelines. It is the Secretary-General's view, in regard to the comments in paragraph 27 of the Committee's report, that the present administrative structure is fully capable of developing and monitoring a clear policy of decentralization.

16. The fifth issue raised in the Committee's report is that of the role of the Director-General for Development and International Economic Co-operation in relation to the administrative area. This is again an issue regarding which a clear perspective can enable proper decisions to be taken and adequate arrangements to be entered into. That perspective can only be that of a unified Secretariat, acting under the Secretary-General's authority, in pursuance of the objectives established by Member States. One important first conclusion can be drawn, which is that logically there can be no dichotomy between programme and budget or between substance and administration. For, in the final analysis, it is the Secretary-General who is responsible for the programme, for the budget, for the substance and for the administration. Granted that at the technical level a system of checks and balances must be maintained, but that system must be an internal one and should not be anchored in legislative decisions which may impinge on the unity of the Secretariat.

17. With these views in mind, the Secretary-General, as an initial step, established this year a Programme Planning and Budgeting Board, details regarding which are contained in his bulletin ST/SGB/190, issued on 7 April 1982. One important feature of this arrangement deserves to be outlined, which is that the key role and influence of the Director-General in the planning, programming and budgeting of the activities of the Organization is clearly recognized, all the more so since he chairs the Board in the Secretary-General's absence - a circumstance which, given the latter's overall responsibilities, may well become frequent. At the same time it should be pointed out that the initial experience of the Board shows promise and has resulted, for example, in a greater measure of congruence in the initial preparation of the programme budget for 1984-1985 than that achieved in the previous exercise. It may be expected, therefore, that the Board will, inter alia, serve as an instrument for the exercise by the Director-General of his over-all responsibilities in the fields of planning, programming and budgeting.

18. As regards the management responsibilities of the Director-General in the economic and social areas, the Secretary-General has requested the Under-Secretary-General for Administration and Management to seek, in the exercise of his responsibilities, the Director-General's guidance on all top management issues falling within the Director-General's mandate. It should also be pointed out in this regard that it is and will continue to be the Secretary-General's practice to consult the Director-General and to seek his advice on all management policy issues in the economic and social fields.

19. Given, then, that the relevant comments of the 1981 Joint Inspection Unit report on the relationships between the Director-General and entities of the Secretariat (A/36/419) have been fully taken into account, with particular reference to its recommendation 13, the question is whether there is more that should be done at this time, especially as regards the next issue identified by the Committee, i.e. the relationship between the Office for Programme Planning and Co-ordination and the Office of Financial Services. The Secretary-General is in complete agreement with the Committee's definition of the objective to be pursued, that is, that the programme budget proposals reflect to the fullest extent possible the wishes of the international community as expressed in the relevant decisions of the General Assembly. The establishment of the Programme Planning and Budgeting Board is an initial step which he has taken towards that objective. He intends to assess the resulting developments and draw from experience the necessary conclusions regarding any further measures that it may be desirable to take at a later stage.

20. The Secretary-General has also noted the interest which the Committee attaches to a review of the role and effectiveness of the Administrative Management Service and of the Electronic Data Processing and Information Systems Division. He wishes to state, in this regard, that he has asked the Under-Secretary-General for Administration and Management to review this question and to report by 30 November on any improvements which may seem necessary in this respect.

21. Finally, in regard to the use of the term "Controller", the Secretary-General points out that the Assistant Secretary-General for Financial Services is the one official whose time is undividedly devoted to the financial management of the Organization. It is proper that this focal point be adequately recognized, both within and outside the Organization, by the use of the title "Controller". The Secretary-General has, therefore, instructed that the Assistant Secretary-General for Financial Services use also the title of Controller.

22. The above completes a general discussion of the issues identified in the Committee's report and provides the Secretary-General's views thereon. Those views have as their sole purpose and objective the enhancement of the usefulness and cohesion of the Secretariat in the accomplishment of its tasks. They are based upon the fundamental principle of the undivided authority of the Secretary-General as the chief administrative officer, designated as such in the Charter, and responsible for both the administration and the substantive content of the work of the Secretariat.

Notes

a/ Official Records of the General Assembly, Thirty-sixth Session, Supplement No. 44 (A/36/44 and Corr.1).

ANNEX II

The management development function in the United Nations: programme (plan of action) for management improvement and development

1. The effectiveness of the United Nations in fulfilling its tasks depends upon the quality of its general management and personnel at all levels, of its operational machinery and of its internal, administrative functions.

2. There are always possibilities of management improvements. In times of great external (international) change or turbulence, the effectiveness of the organization highly depends upon its capability of adapting to the developments in its environment. These developments involved the need for changes of different types:

Changes in objectives and work tasks;

Management changes due to developments in social and economic structures;

Changes in management ideology, technology and systems.

The organizational change needed - the process of change - cannot be realized without a planned and co-ordinated, systematic effort in management improvement and development, based on clear responsibilities for the management development function.

3. In the present situation, efforts in making organizational changes, valuable in themselves, are spread out in a number of organizational units without the co-ordination needed and clear management responsibilities. Examples are the design and implementation of a planning-programming-budgeting-monitoring-reporting-evaluation system, of new information systems, of new personnel policies, of better organizational structures, etc.

4. As a basic requirement for management development, a general policy and management strategy should be worked out in consultation with the interested parties and decided upon.

5. In the context of the medium-term planning and the programme budget, a total co-ordinated programme for management improvement and development should be presented and followed-up.

6. I recommend that proposals to this effect should be included in the final report of the Committee of 17. The views expressed in the interim report of the Committee (A/36/44, p. 9, issue 7: "Development of effective management tools based on modern information systems to enhance the effectiveness of the administrative, finance and personnel areas through a review of the roles of the Administrative Management Service and the Electronic Data Processing and Information System Division"), cover only one special part of the management development problems.

7. The management development process needs both a longer-term (medium-term) and a short-term (programme budget) planning, with allocation of resources. The choice

of work methods, forms of organization and participation should be based on the management strategy.

8. The Secretary-General has clearly emphasized the high priority he gives to his role as the chief administrative officer, and the high efficiency and effectiveness of the United Nations. He has also stated that he has asked for a review of the role of the Administrative Management Service and a three-year plan of action for the implementation of the personnel policy reforms adopted by the General Assembly. These initiatives could become important parts of a management development planning process.

9. Decisions on the management responsibility for the planning and follow-up of a Management Improvement and Development Programme and its different parts should be taken by the Secretary-General.

كيفية الحصول على منشورات الأمم المتحدة

يمكن الحصول على منشورات الأمم المتحدة من المكتبات ودور التوزيع في جميع أنحاء العالم . استعلم عنها من المكتبة التي تتعامل معها أو اكتب إلى : الأمم المتحدة ، قسم البيع في نيويورك أو في جنيف .

如何获取联合国出版物

联合国出版物在全世界各地的书店和经售处均有发售。请向书店询问或写信到纽约或日内瓦的联合国销售组。

HOW TO OBTAIN UNITED NATIONS PUBLICATIONS

United Nations publications may be obtained from bookstores and distributors throughout the world. Consult your bookstore or write to: United Nations, Sales Section, New York or Geneva.

COMMENT SE PROCURER LES PUBLICATIONS DES NATIONS UNIES

Les publications des Nations Unies sont en vente dans les librairies et les agences dépositaires du monde entier. Informez-vous auprès de votre libraire ou adressez-vous à : Nations Unies, Section des ventes, New York ou Genève.

КАК ПОЛУЧИТЬ ИЗДАНИЯ ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ

Издания Организации Объединенных Наций можно купить в книжных магазинах и агентствах во всех районах мира. Наводите справки об изданиях в вашем книжном магазине или пишите по адресу: Организация Объединенных Наций, Секция по продаже изданий, Нью-Йорк или Женева.

COMO CONSEGUIR PUBLICACIONES DE LAS NACIONES UNIDAS

Las publicaciones de las Naciones Unidas están en venta en librerías y casas distribuidoras en todas partes del mundo. Consulte a su librero o diríjase a: Naciones Unidas, Sección de Ventas, Nueva York o Ginebra.
