

**REPORT**  
**OF THE**  
**JOINT INSPECTION UNIT**

**GENERAL ASSEMBLY**

OFFICIAL RECORDS: THIRTY-EIGHTH SESSION

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## 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.

[23 August 1983]

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## I. INTRODUCTION

1. This report, the fifteenth prepared by the Joint Inspection Unit (JIU) since its creation on 1 January 1968, gives an account of the Unit's activities during the period 1 July 1982 to 30 June 1983. 1/

## II. PARTICIPATING ORGANIZATIONS

2. The following are the participating organizations of JIU:

United Nations and its affiliated bodies

International Labour Organisation (ILO)

Food and Agriculture Organization of the United Nations (FAO)

United Nations Educational, Scientific and Cultural Organization (UNESCO)

International Civil Aviation Organization (ICAO)

World Health Organization (WHO)

Universal Postal Union (UPU)

International Telecommunication Union (ITU)

World Meteorological Organization (WMO)

International Maritime Organization (IMO)

World Intellectual Property Organization (WIPO)

International Atomic Energy Agency (IAEA)

3. WIPO became a participating organization of JIU on 1 January 1982. Thus, of the specialized agencies, only the International Fund for Agricultural Development (IFAD) is not yet a participating organization. The General Assembly might wish to invite the Governing Council of IFAD to consider participating in JIU.

### III. COMPOSITION OF THE UNIT

4. The composition of the Unit on 30 June 1983 was as follows:

Mr. Miljenko Vuković\* (Yugoslavia), Chairman

Mr. Alfred N. Forde\* (Barbados), Vice-Chairman

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

Mr. Maurice Bertrand\* (France)

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

Mr. Toman Hutagalung\*\* (Indonesia)

Mr. M. Salah E. Ibrahim\*\* (Egypt)

Mr. Nasser Kaddour\*\* (Syrian Arab Republic)

Mr. Moustapha Ould Khalifa\* (Mauritania)

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

Mr. Norman Williams\*\* (Panama)

5. In accordance with article 18 of its statute, the Unit elected Mr. Miljenko Vuković Chairman and Mr. Alfred N. Forde Vice-Chairman for the calendar year ending 31 December 1983. During the year 1982, Mr. Maurice Bertrand and Mr. Miljenko Vuković were Chairman and Vice-Chairman, respectively.

### IV. SECRETARIAT

6. The secretariat of the Unit comprises an Executive Secretary, 7 Professional staff and 11 General Service staff. Mr. Murray Chase, Executive Secretary, retired on 31 May 1983 and was succeeded by Mr. Menville A. Nolte. JIU expresses its warm appreciation to Mr. Chase for the valuable service rendered to the Unit over the past eight years.

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\* Term of office expires on 31 December 1985.

\*\* Term of office expires on 31 December 1987.

## V. WORK PROGRAMME

7. In accordance with article 9 of the Unit's statute, the work programme for 1983 was drawn up after discussions in which all the Inspectors participated. Details of the work programme were circulated to Member States and participating organizations by the Secretary-General of the United Nations in document A/38/92.
8. In preparing the programme of work, the Inspectors took into account requests and suggestions by participating organizations.
9. In addition to the preparation of formal reports, the Unit is carrying out a number of preliminary studies. The purpose of these studies is to determine, for each, whether a formal study and report would be likely to result in constructive recommendations. The Inspectors have also undertaken internal studies designed to improve the efficiency and effectiveness of the Unit. These include an assessment of selected past activities, the development of standards and methods for preparing JIU reports and the introduction of new techniques for follow-up of JIU reports.

## VI. ADDITIONAL SUBSTANTIVE ISSUES

### A. Preparation of comments by executive heads or the Administrative Committee on Co-ordination on the reports of the Joint Inspection Unit

10. The JIU statute provides time-limits for the preparation of comments on JIU reports by executive heads or ACC. These limits are three months after receipt of a report addressed for action to only one organization and six months for reports addressed to more than one organization. In many instances, these time-limits have not been respected and this has delayed consideration of JIU reports by legislative bodies, sometimes for one year. When possible, JIU schedules the production of its reports in the light of the calendar of meetings of legislative bodies, but this is defeated by the tardy preparation of the comments of executive heads or ACC. For example, of the 32 reports produced from January 1980 to June 1982, 32 per cent of the comments of the executive heads or ACC were produced within the time-limits specified in the JIU statute. For 32 per cent of the reports the comments were produced one or two months late, for 19 per cent, three to six months late and for 17 per cent, more than six months late. Since the timely consideration of reports by legislative bodies is necessary if the reports are to serve a useful purpose, it is important that renewed efforts be made to comply strictly with the time-limits for comments specified in the JIU statute.

### B. Consideration of JIU reports by the General Assembly

11. It has been the experience of JIU that its reports have not been considered in an orderly way by the Main Committees. JIU feels this was largely attributable to the way in which its items were listed for consideration by the General Assembly. With the co-operation of the Secretariat, it has now been decided that JIU reports would be shown as a distinct sub-item under the agenda item of the General Assembly to which they are most closely related or under the JIU agenda item if there is no

other suitable item on the Assembly agenda. This new presentation should permit the Committees concerned to consider JIU reports individually. It should also permit the Fifth Committee, in particular, to hold a general discussion on the work of JIU to resolve any problems raised by Inspectors in the annual report and to provide guidelines for the Unit.

C. Decisions by legislative bodies on JIU reports

12. Because of the method of discussion of JIU reports in the past, clear decisions on the recommendations contained in JIU reports have not always been taken. This lack of clarity hinders effective follow-up by JIU. Legislative bodies of participating organizations could consider the possibility of adopting formulations along the following lines:

- (a) Approves recommendations ....., and .....
- (b) Approves recommendations ....., and .....  
in the light of the comments thereon by the Secretary-General  
(and/or ACC; and/or the debate in the Committee);
- (c) Reserves its position on recommendations .....,  
and in the light of the debate in the Committee;
- (d) Does not approve recommendations ....., and .....

13. It would then become standard practice for JIU to follow up, one year after a legislative body has taken a definitive decision on a report, the action taken by the organization and report on it in its annual report or with a separate report if necessary.



## VII. SUMMARIES OF JIU REPORTS AND NOTES

14. Summaries of the reports issued by JIU from July 1982 to June 1983 appear below. The organization to which each report was sent for action is also indicated.

A. Report on the elaboration of regulations for the planning, programming and evaluation cycle of the United Nations  
(JIU/REP/82/10) 2/

15. For some 15 years, the United Nations has been concerned to plan, programme and evaluate its activities in an effort to devise a set of methods for constantly increasing the effectiveness of the Organization, which is much more than an attempt to modernize its management. Every year, the Committee on Programme and Co-ordination (CPC), the Economic and Social Council and the General Assembly itself have regularly discussed these problems, and over the years important measures have been taken (i.e., the introduction of programme budgets and medium-term plans, the gradual establishment of evaluation services, followed by a large number of measures aimed at refining these instruments).

16. In this report, which responds to a specific request by CPC that JIU prepare a report to assist the General Assembly in its consideration of the draft regulations governing the planning cycle prepared by the Secretariat, JIU takes stock of recent developments in the planning cycle, comments on the draft regulations and makes specific proposals to the Assembly to amend these regulations.

17. The report analyses the present situation and concludes that, at the very time that years of effort should be crowned by the decision to issue regulations codifying the overall methodology for the planning, programming and evaluation cycle, it appears that the instruments and methodologies, devised with such patience, are neither properly understood nor properly applied and that the proposed objectives have not been achieved. It has therefore become essential to reflect on the reasons for this situation and to try to remedy them. The very exercise of elaborating detailed regulations and rules for the planning cycle should itself afford the right opportunity for such an effort.

18. The planning and programming cycle suffers from a number of deficiencies; perhaps the most important is that the current exercises do not make for periodic reflection on results achieved and on the directions that future activities are to take. The standardized presentation of all types of programmes and activities in the medium-term plan and programme budgets, and the vagueness and grandiloquence with which these documents are often drafted, do not promote collective reflection and do not facilitate decision making by Member States. The report considers that the United Nations Secretariat has acquired habits of extreme caution that have caused it to use almost all its capacity for making proposals, which should indeed be one of its main functions. The opening of a constructive dialogue between the Secretariat and Member States is strongly advocated; this should take place in

particular during the preparation of the medium-term plan and of the introduction thereto. The importance of evaluation also needs to be more fully recognized.

19. The recommendations of the report propose changes in the draft regulations which focus principally on:

(a) The distinction to be made between three different fields of activity: support for negotiations, joint action on matters on which there is a certain degree of consensus among the Member States, and administrative management;

(b) Adaptation of the evaluation exercises to these different categories of activities and integrating them, as the central exercise in reflection, into the timetable for the preparation of the medium-term plan and the introduction thereto;

(c) Adaptation of the presentation of the medium-term plan for these three types of activities, in matters pertaining to the design of the strategy narratives and the level at which they should be placed, and identification of time-limited objectives in each subprogramme.

20. The report was sent on 20 September 1982 for action to the Secretary-General of the United Nations and to the executive heads of the other participating organizations for information. It was considered by the General Assembly at its thirty-seventh session (see resolution 37/234 of 21 December 1982; see also paras. 71-77 below).

B. Application of the principle of equitable geographical distribution of the staff of the UNESCO secretariat  
(JIU/REP/82/11)

21. The question of the composition of the secretariat of UNESCO, which is one of the largest specialized agencies of the United Nations system, has long been and continues to be the subject of great concern to member States and the Director-General. For a number of years, UNESCO member States have expressed the view that there was an urgent need to improve geographical distribution of posts in the secretariat. The report, dated December 1982, reviews the evolution of the application of the principle of equitable geographical distribution in UNESCO, analyses the present situation concerning the implementation of this principle and makes recommendations for improvement. On the basis of an in-depth analysis of relevant statistical data and trends in the recruitment policy of the organization, the Inspectors conclude that the principle of equitable geographical distribution of the staff established by the UNESCO Constitution and confirmed by numerous resolutions of the General Conference has not been fully observed by many offices and units of UNESCO. As at 1 July 1982, there were 29 unrepresented and 38 under-represented member States, which accounted for 42.7 per cent of the total membership of UNESCO, while 20 countries continued to be over-represented in the secretariat.

22. The Inspectors note that owing to continuous efforts made by member States and the Director-General the representation of developing countries has recently improved. However, on 1 July 1982, out of the 29 unrepresented countries 28 were developing countries, and out of the 38 under-represented member States 25 were developing countries. Despite the fact that in the 1960-1982 period the percentage share of the nationals of Western developed countries decreased from 69.8 per cent to 42.4 per cent, this group of member States continues to be represented well above their aggregate mid-point. On the other hand, the countries of Eastern Europe have always been under-represented - high-level posts included - and during recent years the degree of under-representation of many countries of this group further increased. The share of nationals of these countries in the secretariat in 1982 was 6.9 per cent against 7.7 per cent in 1960.

23. The Inspectors identify the following factors hindering the effective application of the principle of equitable geographical distribution of staff: (a) insufficient efforts to search, primarily in unrepresented and under-represented countries, for suitable candidates to fill vacant posts and the continuing practice of appointing nationals from over-represented countries to the staff; (b) the use of indeterminate appointments; (c) unlimited extensions of fixed-term contracts; (d) extensions of contracts of staff members over the age of retirement (60 years); (e) deficiencies in recruitment planning and procedures.

24. The Inspectors believe that strict and full implementation of article VI, paragraph 4, of the UNESCO Constitution and the relevant resolutions of the General Conference is necessary to ensure that unrepresented and under-represented countries achieve their mid-point ranges and for improving the representation of member States in all sectors, bureaux and services and in posts at all levels.

25. To this end, the Inspectors make eight recommendations for consideration by the legislative bodies of UNESCO and the Director-General. Recommendation 1 calls for more energetic measures in searching for suitable candidates from unrepresented and under-represented countries and suggests at the same time to establish for the period 1983-1986 a target of 60 per cent of all vacancies in geographical posts for the appointment of candidates from unrepresented and under-represented countries and the appointment of nationals of over-represented member States only in exceptional cases. Recommendation 2 requires, as far as practicable, observance of the principle of equitable geographical distribution by each sector, bureau and service. Recommendation 3 provides for measures to improve the representation of member States in high-level posts (DDG-P-5). Recommendations 4 and 5 accordingly suggest considering the establishment of a new limitation on the granting of indeterminate appointments and some limitations on multiple extensions of fixed-term contracts. Recommendation 6 is to the effect that the maximum period for the extension of the term of active service beyond the age of retirement (60 years) should not be more than six months, apart from exceptional cases when time is needed to find a suitable replacement. The remaining recommendations call for improvement of the planning and follow-up of recruitment missions and for necessary measures on the part of the Bureau of Personnel and the substantive sectors and offices concerned in order to shorten and simplify the recruitment process.

26. This report was sent for action to the Director-General of UNESCO and for information to the executive heads of other participating organizations on 14 December 1982.

C. United Nations system co-operation in developing evaluation by Governments (JIU/REP/82/12) 3/

27. Evaluation has been slow to develop as an integral element of management in development co-operation. During the past few years, however, there has been a growing understanding of the value of evaluation in improving the quality and results of programmes and projects. This has been accompanied by new international policy initiatives and increasing co-operative efforts to help develop evaluation by Governments.
28. This report provides a first inventory of actions, ideas and materials in this "new" development field. The concept of "co-operation in developing evaluation by Governments" is a rather complex one at present, involving many participants, concepts, capabilities, attitudes and national environments and structures. Nevertheless, attention to evaluation is increasing, as evidenced by recent intergovernmental policy initiatives within the United Nations system, which stress programme results and effectiveness, self-reliant national management capabilities, and the significant role which evaluation can play.
29. Past evaluation efforts in development co-operation were rather modest and uneven. Various early conceptual and process difficulties limited evaluation experience. Governments were not very familiar with or interested in evaluation and often lacked the capacity to use it extensively in their development operations. Donors were often more preoccupied with their own evaluation needs. However, these constraints appear now to be weakening. There is growing use of evaluation as a normal part of the management process in development co-operation, better understanding of the practical value of evaluation in improving programmes, and a much more co-operative approach to evaluation activities among Governments and bilateral, non-governmental and multilateral development organizations.
30. The report briefly summarizes the current co-operative evaluation activities of 15 organizations of the United Nations system, and the role which the United Nations could also play in this area. It outlines the various types and levels of co-operative evaluation activity which appear to be emerging. A list of 17 factors which experience to date has indicated as important for successful evaluation is also presented, as well as a bibliography of recent relevant documents from organizations of the United Nations system and other sources.
31. The Inspectors offer several recommendations for the United Nations system, to encourage further creative, co-operative efforts to help develop evaluation by Governments. The recommendations involve a set of continuing actions by the organizations, particularly through their central evaluation units; consideration by ACC of specific joint arrangements to encourage and co-ordinate better joint activities of the United Nations system and other organizations; possible statements of policy from governing bodies of the organizations; and increased actions by entities of the United Nations in this field.
32. The Inspectors hope that Governments as well as bilateral, non-governmental and other international organizations will also initiate, encourage and support such co-operative activities, in order to realize better the potential which evaluation has to offer.

33. This report was sent for action to the Secretary-General of the United Nations and to the executive heads of the other participating organizations on 2 February 1983.

D. Report on the activities of the United Nations  
Sudano-Sahelian Office (JIU/REP/83/1) 4/

34. The report on the activities of UNSO describes its historical background as a part of UNDP and analyses the two mandates entrusted to it.

(a) Under its first mandate, UNSO serves as the central co-ordinating mechanism of the United Nations system for assistance to the member countries of the Permanent Inter-State Committee on Drought Control in the Sahel (CILSS) in carrying out their medium-term and long-term recovery and rehabilitation programme, and more particularly in achieving self-sufficiency in food production and overcoming the effects of drought (General Assembly resolution 3054 (XXVIII) of 17 October 1973);

(b) Under its second mandate, UNSO is designated as the arm of the United Nations responsible, on behalf of UNEP and as a UNDP/UNEP joint venture, for assisting the 19 countries of the Sudano-Sahelian region (the CILSS member countries plus 11 others) in formulating, financing and implementing their plans of action to combat desertification (General Assembly resolution 33/88 of 15 December 1978).

35. The report also analyses the structure, composition and budget of the secretariat of UNSO in New York and its regional offices at Ouagadougou and provides statistical information relevant to the funds raised with the assistance of UNSO and allocated to combat drought and desertification in the Sudano-Sahelian region.

36. The funds mobilized by UNSO directly or indirectly increased from \$US 152 million in 1975 to \$US 835.6 million by 28 December 1982 (\$US 431.3 million under the first mandate and \$US 404.3 million under the second mandate) and were derived from the following resources:

(a) Bilateral, multilateral or multi-bilateral direct financing, including through DESCON (\$US 584.1 million);

(b) The United Nations Trust Fund for Sudano-Sahelian Activities (\$US 93.6 million);

(c) Funds directly mobilized by UNSO but not channeled through the Trust Fund (\$US 92.7 million);

(d) Government contributions (\$US 65.2 million).

37. These sums give a clear indication of UNSO's effectiveness in mobilizing financial resources. The Inspector nevertheless considers that it would be possible to make improvements in the procedures for mobilizing funds that would enable the amounts, which remain in the judgement of the beneficiary countries and the organizations concerned well below real requirements, to be considerably increased.

38. After thorough examination of UNSO's mandates, the Inspector reached the conclusion that although activities of UNSO fell within the framework of a global integrated action aimed at combating the long-term and medium-term effects both of drought and desertification, the consequences of which interacted and were mutually reinforcing, UNSO should continue to concentrate on specific activities to combat drought, the consequences of which still severely affect several Sudano-Sahelian countries.

39. While appreciating the quality and results of UNSO's efforts in the field of project identification, formulation, planning and programming, the Inspector recommends that the planning and programming of drought and desertification control projects by UNSO should be closely associated with economic and social planning, where this takes place.

40. The Government concerned should be more often entrusted with the execution of projects, either directly or in collaboration with UNSO and with the assistance of the specialized agencies.

41. In the light of his field visits and lengthy discussions with Resident Representatives/Co-ordinators of UNDP, the regional intergovernmental organizations, particularly CILSS, CEAO and ECA, the Inspector recommends that UNSO should give special attention to strengthening its co-operation with the organizations mentioned.

42. The Inspector also recommends that UNSO should give greater priority to assisting the Governments concerned in setting up, at their request, national committees for the co-ordination of drought and desertification control activities. These committees should not duplicate government services. Their role should be limited to ensuring co-ordination.

43. The report was sent to the Secretary-General of the United Nations for action on 14 February 1983, and to the executive heads of the other participating organizations for information.

E. Report on the United Nations Department of Technical Co-operation for Development (JIU/REP/83/2) 5/

44. The report on the Department of Technical Co-operation for Development is part of a series of studies undertaken by the Joint Inspection Unit in order to show how far resolution 32/197 has been put into effect. It examines the progress made by the Department since its inception, considers the problems which confront it and makes recommendations.

45. The main conclusion reached by the Inspectors is that after three and a half years the Department has positive achievements to its credit, notably the improvement in its delivery rate, but that it is now urgent to re-examine the structure and staffing of the Department in order to ensure that operations are cost-effective, to remove uncertainties as to the Department's future and to help provide it with a recognized identity.

46. The Inspectors note that the Department has been operating, since its inception, under temporary terms of reference and has been organized partly on substantive lines and partly on geographical lines, this arrangement being a

juxtaposition of the elements inherited from the former Department of Economic and Social Affairs and the Office of Technical Co-operation. The present situation may not represent an optimum use of resources and is not conducive to giving sufficient attention to the impact of the work. The Inspectors conclude that a structure that emphasizes substance and not geography would give the best results most economically - such a structure would still require a group of small geographical units, reporting to the Office of the Under-Secretary-General, with liaison, control and expediting functions and constituting a service for the substantive divisions.

47. The Inspectors recommend that the Secretary-General should ensure the issue of the Department's terms of reference and that, in its forthcoming administrative review of the Department, the Administrative Management Service (AMS) should look into the question of the Department's organization for dealing with technical co-operation and should concentrate on the requirement in resolution 32/197 for a thorough rationalization and streamlining of the Department, with a view to releasing resources for use by the Department in other ways.

48. The Inspectors suggest that part of the resources released through the rationalization of the Department should be used to set up a small evaluation unit within the Department, reporting to the Under-Secretary-General, with a mandate for introducing central evaluation into the technical co-operation work of the Department. For the Inspectors what counts in the final analysis is not merely the delivery of resources but the impact of the work, which can be ascertained only through evaluation. The real touchstone of effective technical co-operation is what is achieved with technical assistance resources by way of improved self-reliance in developing countries.

49. The Department's field work is handicapped to some extent because it has no field representation. The establishment of field offices, even at the regional level, would not be an economical solution. The Inspectors suggest a series of palliative measures such as entrusting, on a part-time basis, the senior experts provided by the Department with liaison functions on substantive questions between resident representatives/co-ordinators and the headquarters of the Department of Technical Co-operation for Development; briefing of resident representatives/co-ordinators by the Department before they take up their appointment, so as to acquaint them with the needs and activities of the Department; establishing direct continuous relations between the headquarters of the DTCD and United Nations staff members in the offices of the resident representatives/co-ordinators responsible for DTCD; out-posting some of the Development Advisory Services (DAS) staff to the regional commissions and their subregional offices to assist in country and inter-country programming.

50. The Inspectors note that the administration of DTCD field experts has to be referred for decision to the Office of General Services and the Office of Personnel Services, since the Department has no authority to deal with administrative, personnel and financial matters. They recommend that the Department should be given more authority to deal with these matters concerning its experts in the field.

51. The Inspectors note that the Department of Technical Co-operation for Development suffers from a lack of intergovernmental authority which would give directly the in-depth attention required for such issues as the programme of work and policy matters concerning the Department, prior to their examination by the Economic and Social Council and the General Assembly. One solution might have been

to have the Department report to the single governing body responsible for the management and control at the intergovernmental level of United Nations operational activities for development suggested in paragraph 35 of the annex to resolution 32/197. But this governing body has not been established. Therefore, the Inspectors conclude that the Governing Council of UNDP is the most suitable body to supervise the work of the Department of Technical Co-operation for Development. They recommend that the UNDP Governing Council should consider devoting at least a day once a year to the Department's affairs and take any necessary policy decisions, subject to ratification by the Economic and Social Council and/or the General Assembly, without infringing upon the responsibilities of CPC for policy and programme guidance and direction.

52. The report was sent on 11 February 1983 to the Secretary-General of the United Nations for action and to the executive heads of the other participating organizations for information.

F. Progress Report on the implementation of recommendations on regional programmes in the conservation and management of African wildlife (JIU/REP/83/3)

53. The report reviews the implementation of the recommendations of the report on "Regional Training Programmes in African Wildlife Management at Mweka and Garoua" (JIU/REP/79/1-E/1979/103) in the United Republic of Tanzania, and the United Republic of Cameroon, respectively, particularly by FAO, UNEP, UNESCO and UNDP, which had recommended that the two institutions should be placed under regional IPF and operate within the framework of a comprehensive regional wildlife conservation programme. In comments by the executive heads and in the decisions of the governing bodies of these organizations, areas in which they planned to make further contributions - mainly in training - were identified. The ECA Conference of Ministers, held in April 1980, recommended by resolution 388 (XV) that the two colleges should be converted to full regional institutions, and called upon the ECA secretariat to co-operate with other organizations of the United Nations system and with OAU and the International Union for the Conservation of Nature and Natural Resources (IUCN) in formulating and implementing a long-term integrated regional wildlife conservation programme. However, the Governments of the United Republic of Cameroon and the United Republic of Tanzania wish to retain the existing legal status and operating arrangements of their colleges which, in turn, have delayed assistance to Mweka under regional IPF and continuation of support to Garoua under project RAF-74-056 at an enhanced level, even though UNDP has now earmarked funds for this purpose.

54. The implementation of recommendations has been piecemeal and their objectives only partially attained; the Inspectors saw no meaningful co-ordination or co-operation in this matter. The need for more consultations was evident even on policies regarding the use of regional IPF and on the implementation of the ECA resolution whereby the ECA secretariat was expected to initiate and co-ordinate action. For an integrated regional conservation programme to succeed, there must be full co-operation among States members of ECA and among the United Nations organizations concerned, in particular members of the Ecosystem Conservation Group (FAO, UNEP, UNESCO and IUCN) in close co-operation with ECA.

55. Meanwhile, there has been an increase in both the number of junior and middle level training institutions and of universities providing curricula in wildlife



conservation. Similarly, countries are endeavouring to provide more protection and to manage better marine and terrestrial species and ecosystems, and there is evidence of inter-State co-operation especially at the subregional level. The range of current activities concerned with living resources conservation in Africa, including research and training, all combine to introduce new elements to be taken into account during subsequent implementation of the JIU recommendations and the ECA resolution. On the basis of these and other aspects covered in the body of the report, the Inspectors made eight specific recommendations calling upon the concerned United Nations system organizations to:

(a) Expedite assistance to Garoua and Mweka under regional IPF; encourage and support Governments that are developing or plan to develop junior-level training schools, and also the establishment of a regional wildlife training institute for Portuguese-speaking countries, possibly in Mozambique; and the development of a high-level regional training programme based on one or more of the universities already providing curricula in wildlife, biology and ecology;

(b) Assist the ECA member States in the formulation, development and implementation of an integrated regional living resources conservation strategy and programme as requested in ECA resolution 388 (XV), with UNEP and the ECA secretariat playing the key role of co-ordination and mobilization of international assistance for this purpose.

56. This report was sent on 17 March 1983 to the Secretary-General of the United Nations and to the Directors-General of FAO and UNESCO for action, and to the executive heads of the other participating organizations for information.

#### G. Report on field offices of the United Nations Development Programme (JIU/REP/83/4)

57. The field offices of the United Nations Development Programme (UNDP) are a key facility for the management and co-ordination of the technical co-operation efforts of the United Nations system at the country level. The significant role of these offices is demonstrated by the wide range of operational support services they provide to host Governments, organizations of the United Nations system, some bilateral aid programmes and multilateral financial institutions, as well as some regional and non-governmental organizations. Because of this central supportive role, the field offices can be considered to represent the main resource and strength of UNDP, particularly in the exercise of its field leadership and co-ordination responsibilities in respect of the technical co-operation efforts of the United Nations system. This report, dated February 1983, reviews the functions, staffing and organization of the UNDP field offices and assesses their capacity to provide effective support to host Governments in the co-ordination, implementation and management of operational activities assisted by the United Nations system. Although the report draws heavily on the provisions in section V of the annex to General Assembly resolution 32/197 on the restructuring of the economic and social sectors of the United Nations system, it does not cover the responsibilities of the resident co-ordinators since they have not been operational over a sufficient period of time to allow for objective analysis and firm conclusions. The report therefore focuses on resident representatives as heads of UNDP field offices while recognizing that resident representatives are normally designated as resident co-ordinators and that a distinction between the two roles cannot be hard and fast.

58. The report discusses the basic functions of UNDP field offices, which include support to host Governments in the preparation, implementation, co-ordination, evaluation and day-to-day management of UNDP-financed projects and programmes; co-ordination of the sectoral operations of United Nations organizations and specialized agencies, and provision to them of central administrative and logistical support.

59. The report finds that although the actual supportive role played by the field offices depends very much on individual country situations and the extent to which Governments involve them in the co-ordination and management of inputs from the United Nations system, that role has, in general, expanded over the last decade well beyond the basic functions of the field offices, particularly in the least developed countries. The range of field office activities can no longer be viewed in relation to the level of UNDP programme resources but should be seen in the context of the support provided by these offices to a wide spectrum of activities, including notably those funded from special purpose funds, agency regular budgets, some multilateral financial institutions, rapidly increasing cost-sharing arrangements and multi-bilateral funds, all of which have greatly increased demands on the time and staff of UNDP field offices.

60. In view of the present critical resource situation of UNDP, the staffing level of the field offices has been reduced by 8 per cent and recruitment has been frozen at a time when these offices are barely able in most cases to cope with their extensive work-load. In 1982, each UNDP field office had on average virtually the same number of budgeted Professional posts (3.6) as 10 years ago, notwithstanding the considerable evolution over the last decade in the nature and magnitude of activities supported by these offices. Because the field office staff are hardpressed by routine administrative tasks performed on behalf of Governments and the United Nations system, they have been unable to pay adequate attention to substantive programme management, analytical and evaluation functions, and new technical co-operation techniques and concepts are not sufficiently reflected in projects and programmes.

61. The report concludes that UNDP field offices should be strengthened to enable them to assist host Governments more effectively in the co-ordination, implementation and management of operational activities of the United Nations system. To this end, a number of policy options are proposed, including increased government contributions to local field costs; redeployment of some posts from UNDP headquarters to the field, especially to the least developed countries; secondment of government officials to the field offices for specific periods; financing of some field office functions from a "core" budget supported by the United Nations regular budget, and finally the gradual merging of the system's country representation to form field offices of the United Nations system, financed through proportional contributions of United Nations organizations and agencies. Other recommended measures include more systematic field staff assignment, career development and recruitment policies, as well as increased use of local Professional officers and system-wide staff secondments and exchanges.

62. The report was sent on 17 March 1983 to the Secretary-General of the United Nations for action and to the executive heads of other participating organizations for information.

H. Evaluation system of the United Nations Development Programme (JIU/REP/83/5)

63. The UNDP tripartite evaluation system is a very influential one in the United Nations system. In the light of the interest which the Administrator and the Governing Council expressed in 1982 in further improvements to this system and JIU's own past series of reports dealing with aspects of the UNDP evaluation system, JIU decided to undertake this study.
64. This report is in agreement with the general thrust and many of the points made in the Administrator's own concurrent report on this subject, and especially with the need to re-establish a central evaluation unit in UNDP as soon as possible.
65. The report briefly outlines the history of evaluation activities in UNDP since 1967. In recent years, the overall UNDP evaluation system has not operated as productively and cohesively as it should, and new management arrangements are needed to strengthen the system on an integrated basis. The Inspector recommends that future terms of reference and guidance for the evaluation system should clearly establish its essential role in focusing management attention on results obtained in the light of objectives. In addition, a small central evaluation unit with appropriate functions and independence should be re-established to lead, co-ordinate, support and oversee a network of clear evaluation responsibilities and activities in UNDP field offices, Governments and executing agencies, and UNDP regional bureaux and other units.
66. Four basic elements of the UNDP evaluation system should be combined into a well-organized structure to determine effectiveness and improve operations. The report recommends actions to ensure result-oriented tripartite reviews, more disciplined project evaluations, an evaluative component in country programming and a tighter programme of thematic evaluations.
67. Evaluation must also be a normal and integral part of UNDP operations in order to be effective. In particular, three key linkages need to be strengthened, in order to co-ordinate closely evaluation activities with the new project design process now being tested, with Governments through increased support to their evaluation efforts, and with executing agencies through a new inter-agency working group on evaluation.
68. The operation of an effective organizational evaluation system is a challenging full-time process which requires continuous attention. The Inspector therefore recommends revised responsibilities and processes, particularly in the central evaluation unit, for evaluation planning and oversight, evaluation guidelines and training, and systematic analysis of evaluation information and its orderly feedback into operations.
69. Finally, the evaluation system can play a major role in helping the Administrator exercise his accountability and helping the Governing Council exercise its responsibility for ensuring maximum efficiency and effectiveness of UNDP resource use in assisting the development of the developing countries. The Inspector recommends that the above evaluation system components be combined and co-ordinated at the central evaluation unit and bureau level for overall assessment of UNDP technical co-operation activities and reporting on Programme effectiveness to the Administrator and the Governing Council.

70. This report was sent on 29 March 1983 to the Secretary-General of the United Nations for action and to the executive heads of the other participating organizations for information.

I. Second report on the elaboration of regulations for the planning, programming and evaluation cycle of the United Nations (JIU/REP/83/6) 6/

71. In its first report on the above subject (JIU/REP/82/10) summarized in its report (see A/37/460, annex, paras. 15-20), the Joint Inspection Unit submitted its recommendations on the elaboration of regulations for the planning cycle. In resolution 37/234 of 21 December 1982, the General Assembly adopted the draft regulations, after having amended certain points and added a preamble, thus incorporating the bulk of the JIU's recommendations. It also requested the Secretary-General to issue rules in implementation of the regulations and to submit these first to CPC and then to the General Assembly at its thirty-eighth session. Following the long tradition of co-operation in this field between JIU and the United Nations Secretariat, the draft report of the Secretary-General on the rules was transmitted to JIU for comment.

72. The fundamental reason for this supplementary report is that the concept underlying the elaboration of the draft rules by the Secretariat is markedly different from that which JIU thinks should have been adopted in order to reflect faithfully the will of the General Assembly as stated, in particular, in the text of the regulations. The debate on this subject involves a fundamental problem which is none other than the definition of the role intended for the planning cycle and, in particular, the medium-term plan itself and the introduction thereto, and for evaluation. Still more specifically, the question is whether the planning cycle instruments should be purely management instruments or should also serve, in addition to their function as a management tool, as conceptual instruments.

73. The proposed rules are clearly based on the idea that the plan is a management instrument only and not a conceptual instrument. It is no doubt true that in practice intergovernmental organs have so far mainly used the medium-term plan as an instrument enabling the Secretariat to make formal proposals to Member States on the future work of the Organization in implementation of mandates received, and to allow the General Assembly to react to such proposals. However, the practice followed so far has not allowed the Economic and Social Council, or the substantive main committees of the General Assembly, to become involved in this preparation sufficiently far in advance. Moreover, the prevailing view has been that the future policy and medium-term strategy of the United Nations are defined by those same organs, but using other methods.

74. The basic problem is to determine whether the entire exercise of establishing a planning, programming and evaluation cycle at the United Nations is not intended precisely to change such an unsatisfactory situation by improving the type of document which the Secretariat submits to Member States, at a time when they determine the strategies, objectives and mandates given to the Secretary-General.

75. This report, therefore, deals with the concept of the planning-programming-evaluation cycle as it emerges from the deliberations and resolutions of the

General Assembly, and how the current situation should be altered accordingly. Its recommendations contain the specific amendments which should be made to the draft rules currently under consideration by CPC and the General Assembly.

76. The changes proposed attempt to provide an answer to the crucial problem of how the intergovernmental organs dealing with substantive issues can be enabled to examine in depth the design of United Nations programmes, and after discussion, select between the various types of activity designed to attain the objectives of programmes and major programmes. Additional suggestions are made concerning the setting up of a system of evaluation allowing a systematic and detailed study of the design of programmes throughout the six-year period of the medium-term plan.

77. The report was sent on 16 May 1983 to the Secretary-General of the United Nations for action and to the executive heads of the other participating organizations for information.

J. Report on the United Nations Department of International Economic and Social Affairs (JIU/REP/83/7) 7/

78. The report on DIESA is one of a series of studies undertaken by the Joint Inspection Unit in order to assess how far resolution 32/197 has been put into effect. It examines the functioning, organizing and performance of DIESA, considers the problems which confront it and makes recommendations.

79. In five years, DIESA has to some extent fulfilled the expectations of the General Assembly as regards the preparation of global economic and social surveys and projections, intersectoral analyses and syntheses, analyses of medium-term and long-term social and economic reviews and appraisals of co-operation measures for programme planning and some significant achievements in the field of statistics.

80. The Inspectors recall that, in its resolution 32/197, the General Assembly recommended that the clustering of research and analysis in one entity should be accompanied by a thorough rationalization and streamlining of the capabilities of the entity concerned. The Inspectors recommend that the Department should be provided with definitive terms of reference and that three small component units of the Department should be considered for possible transfer to the Department of Technical Co-operation for Development.

81. The main aim of DIESA in undertaking research and analysis is to assist the General Assembly, the Economic and Social Council and other intergovernmental bodies in adopting action-oriented recommendations. Within DIESA, the Office for Development Research and Policy Analysis has the main research and analysis responsibility. In order to make DIESA reports more relevant to the world economic and social situation and to ensure that they provide a sound basis for the adoption by the intergovernmental bodies of action-oriented recommendations, an informal intra-departmental group could be set up within the Office for Development Research and Policy Analysis to review the contents of forthcoming reports before they are sent to intergovernmental bodies.

82. There should be close and fruitful cross-fertilization between the research and analysis undertaken by DIESA and the technical co-operation executed by DTCD. The Inspectors recommend that the heads of the two Departments and their respective staff should meet regularly, and that informal arrangements for the division of

research and analysis work between the two Departments should be developed with a view to eliminating duplication and encouraging each Department to draw on the other's work.

83. In its resolution on restructuring, the General Assembly recommended that global and intersectoral research and analysis should be clustered in a single entity of the Secretariat, leaving to the other entities (regional commissions, UNCTAD, UNIDO, UNEP, etc.) the responsibility for sectoral research. Between DIESA and the regional commissions a fair division of work has been achieved by the division of labour between DIESA and UNIDO, UNCTAD, UNEP and other Secretariat entities is not clear and has not always been satisfactory. Agreements should be worked out between DIESA and each of the United Nations entities involved in research and analysis, to establish a rational working relationship aimed, inter alia, at harmonizing the contents of their publications.

84. Research on social issues is done partly by the Office for Development Research and Policy Analysis in New York and partly by the Centre for Social Development and Humanitarian Affairs. The Centre is responsible for social research at the "mini" level while the Office is responsible at the "macro" level. In 1979, the Centre was moved from New York to Vienna, making communication with DIESA more difficult and expensive and creating some major problems such as co-ordination on social subjects. The work of the Department has suffered. The Centre should be in New York. Only then can it play its full part in the economic and social side of the United Nations by ensuring that the human and social purposes of development are consistently borne in mind. The Inspectors therefore recommend return of the Centre to New York and that the Secretary-General should review the various aspects of moving it to New York and recommend solutions to the problems involved. Various palliative measures are suggested for the time being.

85. Within DIESA, the Office for Programme Planning and Co-ordination (PPCO) has a unique combination of responsibilities, including assistance in preparing the programme budget for the Department, review and analysis of the programme budget of the United Nations in the economic and social sectors and inter-organizational co-operation and joint planning of activities within the United Nations system, including system-wide medium-term planning. The budget responsibilities for DIESA have now been moved to the Office of the Under-Secretary-General. PPCO now has both system-wide and United Nations entities coverage. It continues to prepare cross-organizational programme analyses for CPC and the Economic and Social Council, with a view to mobilizing and integrating at the planning and programming stages the inputs and expertise of the United Nations system. It serves an important role with respect to ACC, particularly CCSQ(PROG). It has the important responsibility of preparing guidelines for evaluation within the United Nations entities.

86. In 1982, a Programme Planning and Budgeting Board was established to assist the Secretary-General in bringing together the various components of the Secretariat dealing with programme planning, budgeting, monitoring and evaluation. The Inspectors recommend that the Secretary-General should present his views to the General Assembly, as soon as possible, regarding the further integration of programme planning, budgeting, monitoring and evaluation functions in the specific components of the Secretariat. As part of the integration, the present two evaluation units, one in PPCO and the other in the Department of Administration and Management, should be combined into one central unit. PPCO should be allowed to concentrate on the elaboration of guidelines as a basis for an evaluation system and its implementation.

87. At the time of the creation of DIESA, the technical co-operation resources of the United Nations Statistical Office were provisionally left within DIESA on the understanding that this arrangement would be reviewed. This was done on several occasions and the 1978 temporary arrangement was maintained. Because of the specific nature of statistical work, the Inspectors recommend that the Secretary-General should formalize the present situation concerning the Statistical Office by terminating the "provisional arrangement" and deciding that technical co-operation functions in statistics shall remain with the Office within DIESA. The Director-General for Development and International Economic Co-operation should work out with DTCD and DIESA an improved mechanism for co-operation on statistics between the two Departments.

88. When the recommendations were tested against the collective wisdom of the Unit, one Inspector indicated that he was not in agreement with recommendations 1, 2, 3, 4, 5 and 6 contained in paragraphs 81 to 92 of the report (JIU/REP/83/7).

89. The report was sent on 20 July 1983 to the Secretary-General of the United Nations for action and to the executive heads of the other participating organizations for information.

K. Report on the United Nations Relief and Works Agency for Palestine Refugees in the Near East (JIU/REP/83/8) 7/

90. In its decision 36/462 of 16 March 1982, the General Assembly requested the Joint Inspection Unit to "carry out a comprehensive review" of UNRWA's "organization, budget and operations with a view to assisting the Commissioner-General to make the most effective and economical use of the limited funds available to the Agency".

91. In reviewing UNRWA activities, JIU first examined the results obtained by UNRWA through the execution of its three main programmes - education, health and relief services - which are of concern to some 2 million Palestine refugees. JIU considers that the Agency, in co-operation with UNESCO and WHO, has developed an effective organization for humanitarian assistance in these three areas. The programmes consisting of the management of primary and preparatory schools, a modest vocational training programme and a limited number of university scholarships; preventive, curative and environmental medicine; distribution of basic rations and maintenance, repair and construction of shelters for special hardship cases, provide essential services to the refugees. UNRWA's achievements are a clear example of what international co-operation can do in pursuit of a humanitarian goal.

92. Despite the fact that it operates under difficult conditions, and experiences ever-increasing financial needs and continuing uncertainty concerning the availability of resources, over the three and a half decades of its existence the Agency has developed services of a recurrent, quasi-governmental nature directed towards the establishment and maintenance of levels of education, health and relief which enable a large proportion of the Palestine refugees to be socially productive. In this process, UNRWA has acquired specific institutional functions and has given training to thousands of Palestinian staff members. The local senior Palestinian staff thus manage the programmes, under the supervision of the Agency's international staff, and the quality of the services depends largely on them.

93. Notwithstanding the satisfactory nature of UNRWA's operations, some things done by the Agency could no doubt be done better. There are basic problems such as the deplorable state of many UNRWA installations and buildings, which can be solved only through adequate funding. JIU's examination of UNRWA's operational difficulties leads to the identification of problems in budget and finance, personnel, organization (including decentralization) and some issues related to UNRWA's mandate and institutional setting.

94. In view of the foregoing and in direct response to decision 36/462, the recommendations in the report deal especially with improvements in the policies and procedures of the Agency and include, inter alia:

(a) Introduction of improved biennial planning mechanisms for the three programmes;

(b) Introduction of a clearer and more precise system of budget presentation enabling Member States to discuss the budget and understand exactly the consequences of the level of contributions they set for the Agency;

(c) Improvements in the geographical distribution and in the professional and academic qualifications of international professional staff;

(d) Introduction of a comprehensive career planning system for the local staff;

(e) Reorganization of the administrative structures and a greater delegation of authority from Headquarters to the field offices;

(f) Modernization of UNRWA's relief programme with the gradual substitution of food aid with food coupons;

(g) Greater emphasis on UNRWA vocational training;

(h) Measures for the improvement of UNRWA school buildings and the availability of textbooks and other teaching aids.

95. Finally, the report touches upon two questions relating to the institutional setting of UNRWA:

(a) On the question of protection of Palestine refugees, the JIU suggests that the Secretary-General explore what possibilities exist for co-operation between the Office of the United Nations High Commissioner for Refugees and UNRWA;

(b) JIU also recommends that the General Assembly should consider what steps should be taken to strengthen and reactivate the role of UNRWA's Advisory Commission.

96. This report was sent on 21 July 1983 to the Secretary-General of the United Nations for action and to the executive heads of the other participating organizations for information.



L. Note on the recruitment and career development of staff in the Professional category in UNICEF (JIU/NOTE/82/1)

97. This note contains a description of the present situation of staff in the Professional category in UNICEF (based on an in-depth analysis of the curriculum vitae of some 400 staff members) and a general outline for a reform in personnel policy. Although the qualities of competence and dedication displayed by UNICEF's staff are well known, this analysis yielded some rather disquieting findings:

(a) More than 30 per cent of Professionals have no university qualifications and 32 per cent have only acquired a first degree or equivalent; more than 60 per cent of Professionals thus lack basic academic qualifications;

(b) As regards age, more than 70 per cent are over 40 years old, and 52.3 per cent are over 45 years old (only 6 staff members, or 1.5 per cent, are under 30);

(c) More than half of the Professional staff have never served in a different duty station;

(d) Almost half of the Professional staff know only one official language.

98. These figures highlight some of the aspects of a more general and more serious problem: the degree of "professionalism" among UNICEF staff is extremely uneven. In other words, up to the present, UNICEF management has considered that, for the types of activities to be carried out by the Organization, what was really needed were "generalists" rather than specialists for specific skills or professions.

99. The note argues that such policy is neither normal, nor healthy, that it does not permit recruitment of the best possible staff or rational career development and that it is necessary to remedy these shortcomings as quickly as possible. The note therefore recommends a number of personnel policy measures for the Professional category, which include:

(a) Establishment of a list of occupational groups and of rules governing qualifications required for access to each group, transfers, career development and training possibilities;

(b) Introduction of objective recruitment methods, comprising written and oral tests;

(c) Formulation and implementation of a career development system, including staff development and training mechanisms;

(d) A plan of action for the gradual implementation of the reform.

100. The note was sent on 22 October 1982 to the Executive Director of UNICEF for action and to the executive heads of the other participating organizations for information.

## Notes

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

- 2/ Circulated to members of the General Assembly under the symbol A/37/460.
- 3/ Circulated to members of the General Assembly under the symbol A/38/333.
- 4/ Circulated to members of the General Assembly under the symbol A/38/180.
- 5/ Circulated to members of the General Assembly under the symbol A/38/172.
- 6/ Circulated to members of the General Assembly under the symbol A/38/160.
- 7/ Circulated to members of the General Assembly under the symbol A/38/334.

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