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Report of the Joint Inspection Unit on fellowships
in the United Nations system

Note by the Secretary-General

With the agreement of the Advisory Committee on Administrative and Budgetary Questions, the Secretary-General transmits herewith to Member States the report of the Joint Inspection Unit on fellowships in the United Nations system, prepared by Inspector C. S. Jha (JIU/REP/76/1). It is expected that joint comments on this report will be submitted in due course by the Administrative Committee on Co-ordination.

* A/31/50.

Report
on Fellowships in the United Nations
System

by
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Joint Inspection Unit

Geneva
February 1976

SUMMARY

This study has been undertaken at the initiative of the Joint Inspection Unit.

The Inspector was struck by the fact that although: (i) training programs are of critical importance for building up infrastructures of qualified personnel in the developing countries; (ii) such training programs account for the major share of all technical cooperation activities of the United Nations system; (iii) the organisations and agencies of the system, alone in the years 1973/1974, awarded some 21,500 fellowships at a total approximate cost of a little over \$ 90,000,000, there has yet been no systematic attempt to assess the effectiveness and results of these efforts on a system-wide basis. Moreover, coordination and cooperation in the matter of fellowships between the donor organisations are by and large still inadequate, each organisation tending to deal with fellowships in the context of its own concepts and the requirements of its particular sector and to devise its own methodology and procedures, without any real effort to pool experience with a view to finding common solutions to common problems.

After describing the various existing types of fellowships, this study goes on to explain the procedures involved at the various stages of the planning and execution of a fellowship award, whereby the Inspector endeavours to identify any existing problems and to suggest remedies. Particular emphasis is placed on the need to: (a) improve programming procedures with a view to better relating fellowships to the end purpose of the project of which they are a component; (b) reduce delays; (c) rationalise the choice of a given type and duration of fellowship; (d) widen the range of host institutions, with particular emphasis on intra-regional and even intra-country placement; (e) rationalise and strengthen evaluation and build it into a fellowship program; and, (f) decentralise to the field as many operations as possible for the planning and the implementation of fellowships to reduce overhead costs and speed up action. Suggestions are also made on structures and procedures for administering fellowships at headquarters and field offices, as well as to standardise, as far as possible, terminology, methodology and procedures, forms and questionnaires; and to improve co-operation and coordination between donor organisations and between them and government offices responsible for fellowships at the national level.

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I. INTRODUCTION

1. A study of this subject has been undertaken by the Joint Inspection Unit (JIU) because of:

- the critical importance of training programmes for building up infrastructures of qualified personnel in the developing countries;
- the usefulness of the United Nations system's contributions to such programmes;
- the large amounts spent by Governments and by the system on them which account, in the case of the latter, for the major share of all its technical assistance activities;
- the desirability of a fresh examination and evaluation of such programmes to determine whether any modifications or reorientation are necessary in view of the rapidly changing situation in the developing countries, so as to ensure maximum benefit to Member States and optimum utilization of United Nations funds.

2. The present report, which to the knowledge of the Inspector is the first system-wide study to be undertaken in this field for many years,^{1/} does not purport to deal with the entire complex of training activities, but primarily with the training of nationals of a developing country outside that country, of which fellowships are an essential means. Admittedly, training within a country and outside it cannot be entirely dissociated. Often preliminary training at home is a prerequisite to study abroad. Therefore, the system's activities in regard to training abroad and specifically to fellowships must be viewed within the framework of all training activities.

3. For the purposes of this study, four countries in Asia - namely, India, Indonesia, Malaysia and Thailand were selected. The Inspector also had discussions and exchanges with the officials concerned with training and, specifically, fellowship programmes at the headquarters of the United Nations, of UNDP and of most donor organizations and agencies of the system. He noted that no two countries presented precisely the same picture. However, insofar as it concerned the execution of many aspects of fellowship programmes, such as their planning and programming, the type of training chosen and its duration, the selection of candidates, language difficulties, placement problems, evaluation and follow-up (or the lack of it), administrative arrangements at headquarters and in the field, problems of co-ordination, etc., it was possible to identify a sufficient number of common problems and to suggest remedial action, where this seems called for. The Inspector was told that such problems existed in other regions too.

^{1/} The last system-wide survey of training activities, headed "UNDP (TA) Regional and Inter-regional Projects. Report on an Evaluation of Seminars, Study Tours, Training Courses and Meetings of Working Groups of Experts" (No. 69-40571), dates back to December 1968.

4. The Inspector's task was greatly facilitated by his discussions both at headquarters' offices and in the field, particularly with many project managers, and also with the governmental authorities with whom he had the opportunity to meet in most of the countries visited by him. In one country the Inspector had, thanks to the kind assistance of the UNDP Resident Representative, the opportunity to talk also with a large number of returned fellows. To all of those who gave him of their time, he wishes to express his sincere appreciation.

II. FELLOWSHIPS IN THE UNITED NATIONS SYSTEM
THE SITUATION AT PRESENT

1. General

5. The term "fellowship" has been defined as a monetary grant by an organization to a qualified individual to enable him (or her) to follow, at an academic or non-academic institution or establishment in a foreign country (and, exceptionally, in his own country) for a specific period, a planned course of education or training in disciplines and skills which, on his return, would be conducive to the economic and social development of his country and for which (where study abroad is decided) adequate facilities do not exist at home.

6. Not only do all organizations and agencies regard fellowships as among their most important contribution towards the training of qualified manpower in developing countries, but this is also the view of the Government officials of the countries visited by the Inspector who, in the case of UNDP-funded projects, appear generally to favour a reduction in the experts component and an increase in the fellowships component, as well as in the equipment component. A high-powered external evaluation team, appointed by UNDP in 1966, observed in the case of Thailand that, the more it had inquired into the operation and impact of United Nations projects and the reasons for the great technical advance which has taken place in Thailand in recent years, the more it was convinced of the crucial importance of fellowships (E/4151 and Adds. 1 and 5). This judgement remains true today and not merely in the case of Thailand.

7. During the biennium 1973-1974 (the last years for which comprehensive data are available), organizations and agencies of the United Nations system awarded a total of roughly 21,500 fellowships at a total approximate cost of a little over 90 million dollars,^{2/} broken down (by organization) as follows:

<u>Organization</u>	<u>Expenditure</u> \$	<u>Number of Fellows</u>
WHO	30,172,600	7,359
UNESCO	11,004,482	2,161
FAO	10,818,000	1,481
UN	10,254,340	3,200
ILO	8,636,242	901
IAEA	4,476,954	1,552
UNIDO	3,917,000	1,334
WMO	2,854,000	538
ITU	2,506,824	1,140
UPU	717,550	235
UNEP	693,000	137
IMCO	223,564	121

^{2/} The various figures reproduced in this report are in a number of cases estimates or approximations. Indeed, owing to such factors as different ways of measuring "delivery", different definitions, different methods of keeping records, etc. the Inspector found it virtually impossible to obtain from the various

As will be noted, there is no proportionate relationship between the numbers of fellows and expenditure on them. This is due to the fact that the duration of the award - and the value of each, according to the type of training involved, may vary considerably from case to case.

8. Table 1 gives a more detailed breakdown of the numbers of and expenditure on fellowships awards by organization and by source of funds during the same biennium 1973-1974.

9. As is seen from Table 1, UNDP funded in the biennium 1973-1974 roughly 50 per cent of all awards; the regular budgets of the donor organizations accounted for an additional 29.8 per cent; trust funds, special programmes, etc. for 18.5 per cent, and unidentified sources of funding for 1.7 per cent. Depending on the donor organization, these various ratios varied considerably. Thus, FAO, IMCO, ITU and UPU expended no regular budget funds at all on fellowships. IMCO fellowships were funded exclusively by UNDP. There were also considerable variations between one organization and another in expenditure from the same source. For example, WHO's regular budget accounted for 68.7 per cent of all awards; ICAO's on the other hand, only for 0.8 per cent. UNDP funded (as we have seen) 100 per cent of all IMCO's fellowships and 96.5 per cent of ICAO's, but only 11.4 per cent of WHO's. Lastly, trust funds, special programmes, etc. accounted for 43.5 per cent of WMO's expenditure on fellowships, but only for 0.2 per cent of UNIDO's.

10. There is a wide variety of fellowships in the United Nations system. Though the terms used to describe this one or that may be the same in a number of organizations, their characteristics or purposes may vary. Nevertheless, all of them fall, broadly speaking, into three main groups:

- (a) For individual academic study (non-degree, under-graduate or graduate) involving participation in regular or tailor-made courses;
- (b) For attendance at short individual or group tailor-made practical training courses, seminars, symposia, workshops, in-plant training, etc.
- (c) For participation in individual or group study or observation tours, which enable senior officials to examine relevant developments abroad, exchange views and gather information.

In addition, there are various types of research training grants, either to improve a fellow's personal skill and experience or (in the case of an already experienced scientist) to involve him in work beneficial to a given discipline generally.

organizations and agencies of the system exactly comparable or even definitive data. He believes, nevertheless, that even these - admittedly inadequate - statistics give at least some idea of the importance of the fellowships component in terms of numbers of awards and expenditure on them.

Table 1
Number of and Expenditure on Individual Fellowships^{a/} in the United Nations System, 1973-1974
(By Organization and Source of Funds)

Donor Organization ^{b/}	1973		1974		Nos. of Fellows	Regular Budget ^{c/}	UNDP	1973-1974		Total
	Number of Fellowships	Expenditure	Number of Fellowships	Expenditure				Expenditure Trust Funds ^{c/}	Unidentified ^{c/}	

UNITED NATIONS ^{a/}										
Regular Budget	128	122650	39	83337	187	205987	2.1	638042	62.2	1025430
United Nations Development Programme	972	2992302	407	3388140	1592				2802356	27.3
Trust Funds				1074647	1219					865555
Unidentified Source or Year	812	1767709	202	865555	202					8.4
Total	1932	4882661	1268	5371679	3800					

UNITED NATIONS DEVELOPMENT PROGRAMME										
Regular Budget	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.				n.a.
United Nations Development Programme	n.a.	n.a.	n.a.	n.a.	n.a.					n.a.
Trust Funds	n.a.	n.a.	n.a.	n.a.	n.a.					n.a.
Unidentified Source or Year	n.a.	n.a.	n.a.	n.a.	n.a.					n.a.
Total	n.a.	n.a.	134 ^{d/}	n.a.	134 ^{d/}					

UNITED NATIONS ENVIRONMENT PROGRAMME										
Regular Budget	n.a.	n.a.	n.a.	n.a.	n.a.					n.a.
United Nations Development Programme	n.a.	n.a.	n.a.	n.a.	n.a.					n.a.
Trust Funds	137 ^{d/}	693000 ^{d/}	137 ^{d/}	693000 ^{d/}	137 ^{d/}					693000 ^{d/}
Unidentified Source or Year	137 ^{d/}	693000 ^{d/}	137 ^{d/}	693000 ^{d/}	137 ^{d/}					693000 ^{d/}
Total	137 ^{d/}	693000 ^{d/}	137 ^{d/}	693000 ^{d/}	137 ^{d/}					693000 ^{d/}

UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION										
Regular Budget	150	473000	139	442000	289	915000	23.3	2996000	76.5	6000
United Nations Development Programme	428	963000	628	2033000	1036					
Trust Funds	5	4000	4	2000	9					
Unidentified Source or Year										
Total	563	1440000	771	2777000	1334					3917000

FOOD AND AGRICULTURE ORGANIZATION^{a/}
 Regular Budget

11. In the case of individual fellowships, the studies are usually arranged to suit the needs of the fellow; in the case of group fellowships, the type of training, its contents and the composition of the group are usually first determined, and the fellows are then chosen to fit these requirements. Both types of fellowship could be for training in more than one country and within one or more than one region, depending on the nature of the training programme. In certain cases, not only fellowships, but even scholarships are awarded to students whose countries lack adequate secondary education facilities in the relevant field.

12. Although the situation varies from one organization to another, generally most fellowships are components of UNDP-funded or similar technical co-operation projects, and are strictly related to the latter's purposes and objectives, but some stand on their own, i.e. do not form part of or are not related to a principal project and are irrespective of source of funding.

13. While the duration of fellowships differs widely from one type to the next and from one organization to the other, individual academic study fellowships rarely exceed nine months to one year (though sometimes they must be extended); short practical training courses - three months; and study or observation tours - a few weeks. Though a statistical breakdown is not easily obtainable from all organizations, in IAEA and ITU individual fellowships from three to six months constitute the large majority. In FAO, 14 per cent go up to three months, 47 per cent from three to six months; 38 per cent over six months. In IMCO the figures are: up to three months - 32 per cent; from three to six months - 5 per cent; over six months - 22.5 per cent. In UNIDO: up to three months - 20 per cent; three to six months - 60 per cent; beyond six months - 20 per cent. In WHO the average figure is six months. The long-term fellowships (LTF's) in FAO, WHO and WMO may go as long as four or five years.

14. All or most organizations of the system have helped establish or are assisting in many countries of all regions national or regional training or research institutions in their respective sectors and may provide the services of experts for the holding of training course, seminars, symposia and workshops there or in industrial establishments; or assist through the services of individual experts or expert missions in the formulation of the syllabi and curricula. The number of such institutions on a system-wide basis runs into hundreds. Individual fellows or groups of fellows from the country concerned, from other countries in the region or even from outside that region may receive awards to study there, the latter being expected, on returning home, to train in their turn other nationals of their own country, thus providing a multiplier effect.

2. By organization

15. While in most organizations of the system the large majority of fellowships fall within the main groups listed in paragraph 10 above, virtually all have developed, as a result of historical circumstances or tradition or to meet special programme requirements, particular types of fellowships, stipends, grants or other

training devices which, though often similar or even identical in substance, may be designated differently from one organization to the next.^{3/} On the other hand, the type of training and specifically of fellowship offered to and the qualifications required of a candidate may also differ considerably from one organization to another.

16. For example, FAO has a very small number of fellowships (approximately two out of 1,000) for training in the home country. No fellowships are awarded to study tour travellers (also known as "counterpart travellers") who simply receive tickets and special stipends. The André Mayer Fellowships Programme (which is part of FAO's regular programme) are not so much training fellowships, as research grants to experienced scientists, who are required to work on projects of regional or worldwide interest, to which they contribute the benefit of their national or individual knowledge and experience.

17. IAEA, as already mentioned, is one of the few organizations that, because of the highly technical nature of the subject of nuclear energy, awards fellowships and even scholarships for under-graduate and secondary education training. The nature and level of training varies from practical on-the-job training to purely academic training, and from technician training to post-doctoral research.

18. ICAO's training programmes include, aside from the classical type of fellowships, such other devices as "Correspondence Courses" and "Continuation Training and Progressive Development Papers".

19. ILO's programmes are essentially employment-oriented, with the emphasis being placed on immediate employment opportunities. Nevertheless, since employment opportunities often do not correspond to the training provided, ILO plans to devote more energy in the future to devising new training methods, including the development of gradual or "modular" training systems for occupations which traditionally require a long preparatory period. Additional pre-vocational training programmes have been launched (with assistance from UNICEF). Among the training centres established by ILO, one which attracts a particularly large number of high-level fellows is the International Centre for Advanced Technical and Vocational Training at Turin (Italy). A distinguishing feature is that since the majority of its courses result from specific demands from Governments (or organizations), these are agreed between the Centre and the sponsors and participation in such courses is restricted to the latter's nominees, with only a limited number of courses open to other fellows fulfilling the prescribed requirements.

^{3/} The multiplicity of terms used to describe different types of training activities can be seen from the following list drawn up by UNESCO in 1975: Inside the United Nations system: "scholarships" (ordinary, for professional study and for training); "fellowships", (ordinary, senior, sponsored, for research, for individual research training or for individual or group training, for workshop or seminar participation, for travel); "grants" (for study, for research training,

20. ITU has introduced for large UNDP-funded projects, two new types of fellowships: for the study of subjects directly related to modern methods of professional training; and short-term ones, for participation in meetings of specialists from countries involved in ITU pre-investment survey projects in Africa and Asia.
21. In addition to its own regular fellowships programmes, the United Nations operates the United Nations Educational and Training Programme for Southern Africa (UNETPSA), which includes the former special programmes for Namibia, for territories under Portuguese Administration and South Africa, as well as that for Southern Rhodesia, and which accounts for a substantial share of the Organization's training activities.
22. UNEP is planning to implement, starting in 1976, a major fellowship programme in collaboration with other donor organizations, the United Nations regional economic commissions and, it is hoped, UNDP. The management of this programme is likely to devolve on the regional commissions. Linked with it will be a global network of higher education or training institutions grouped around regional centres.
23. UNESCO has introduced a special type of stipend which it calls "Study grant", which is more or less similar to FAO's "counterpart travellers". This provides Member States with the possibility of organizing short (up to three months) observation visits abroad for nationals occupying positions of high professional responsibility. The number of countries to be visited should not exceed three. The study programme is initiated by the "grantee", who is invited to make direct contact with the institutions or individuals to be visited, UNESCO's advice and assistance being available upon request.
24. Two to five months long "In-plant Group Training Programmes" (for engineers and advanced technical personnel) are one of the two major components of UNIDO's training activities (the other being individual fellowships). These programmes are, generally, composed of four elements: theoretical introduction; studies; actual in-plant training and study visits.
25. IMCO and UPU fellowships are mostly tied in with the large number of national and regional training institutions established or assisted by these organizations.

for exchange of scientific workers or for travel); "exchanges"; "courses" (training, in-service training, refresher, orientation); "forums"; "panels"; "seminars" (including training seminars); "symposia"; "study tours"; "working groups"; "working parties" and "workshops". Outside the United Nations system: "awards"; "loans"; "traineeships"; "bursaries" (graduate and post-graduate); "visits"; "research studentships" and "internal traineeships".

26. WHO fellowship awards may exceptionally be made to:

- (a) persons without medical qualifications, to enable them to perform functions in public health administration and related fields that are neither strictly technical, nor purely managerial, but which are more often carried out by persons with medical or allied qualifications;
- (b) individuals to enable them to exchange with a person occupying a corresponding post in another country.

WHO has also established special-type fellowships, e.g. "Scientific Exchange Fellowships", which not only relate to the needs and plans of a candidate's own country, but also to such wider needs as the extra-national promotion of a particular branch of scientific work or for the execution of a specific task; "Teaching Fellowships", under which the candidates are accepted by an educational institution abroad as supernumerary members of the faculty, whose teaching and other duties they share; "Short Group Fellowships", under which candidates are nominated by their Governments at the request of WHO, to enable them to take part in WHO-organized (or assisted) training courses, study tours or travelling seminars; and symposia, seminars and conferences; and, lastly, "Research Training Grants", by which WHO finances young research workers who wish to improve their skill and experience.

27. Like FAO and WHO, WMO has introduced a system of long-term fellowships (LTF's), which account for a large number of those awarded, which are available sometimes for as long as five years and which cover the entire range of university studies, from graduate studies in mathematics or physics, to post-graduate studies in meteorology.

III. ANALYSIS AND COMMENTS

1. General

28. All organizations have written guidelines on policies and procedures governing the administration of fellowship programmes. Although similar as to general objectives, they are not identical, each having distinct provisions for the special types of training required in a given sector. Neither are they all equally comprehensive.

29. The award of a fellowship constitutes a joint undertaking by the donor, sponsoring or executing organization,^{4/} the country to whose national the fellowship is awarded (i.e. the "beneficiary country"), the country or institution which receives the fellow for training (i.e. the "host") and the fellow himself. The management of a fellowship involves thus four levels of interlocking responsibilities: the organization plans and arranges for the training, selects the fellow, supervises his training and evaluates it; the beneficiary government nominates candidates for the fellowship and undertakes to make full use of the knowledge and experience gained by the fellow once he has returned; the host undertakes to provide and in some cases to co-supervise the training; and the fellow himself undertakes to complete the course, return to his country and place his services at the latter's disposal. The diagram on page 10 (which is borrowed from a WHO document)^{5/} illustrates clearly both the separate and overlapping areas of responsibility of the four partners: in WHO terminology, the "sending" (i.e. beneficiary) Government, the "receiving" (i.e. host) Government, the donor organization and the fellow.

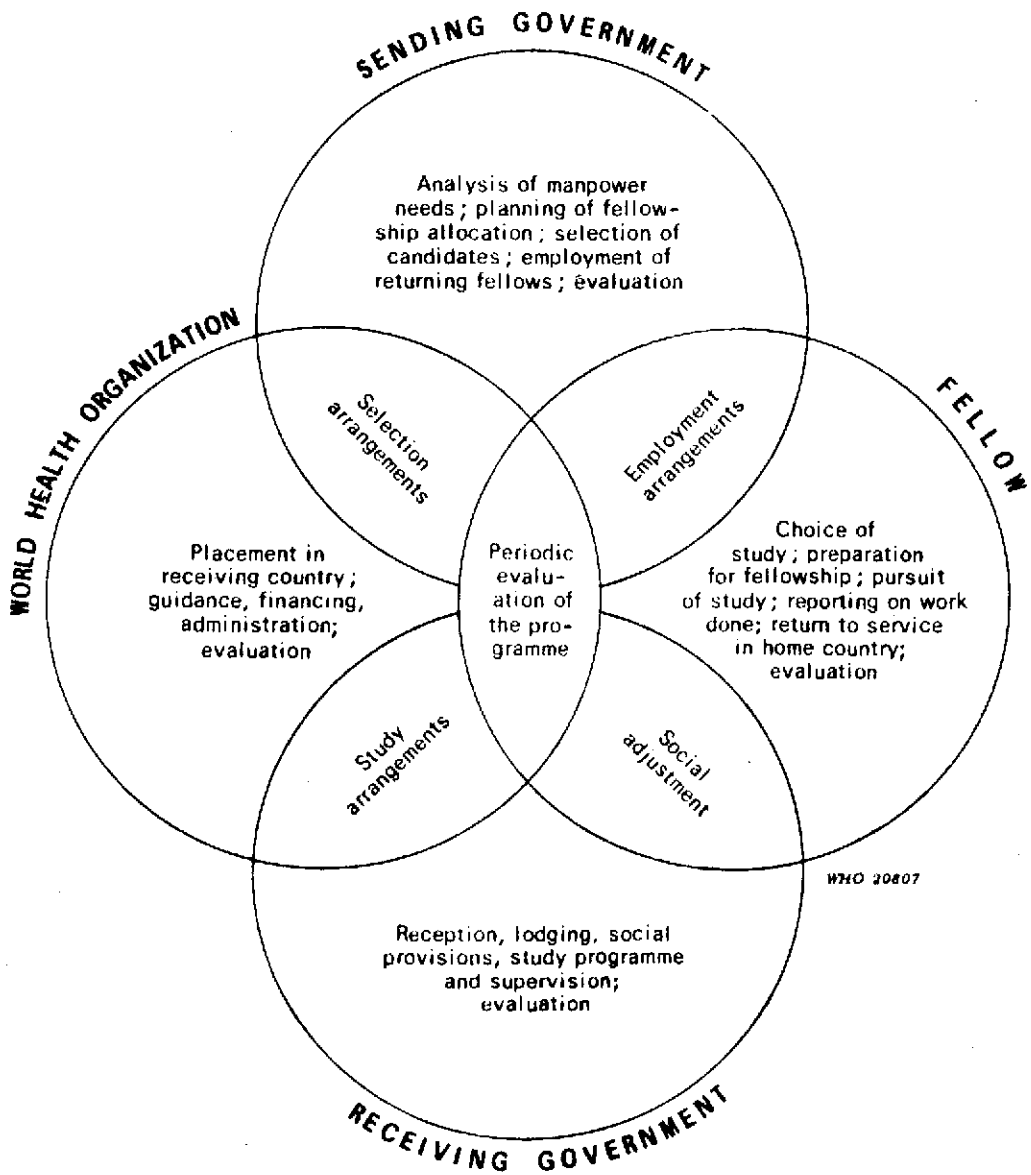
30. Whether the fellowship is a component of a UNDP-funded project or stands on its own, all four partners have a community of purposes and objectives and a successful fellowship programme depends obviously, therefore, on co-ordination and co-operation between them. As succinctly stated by WHO in the earlier mentioned document: "The fellowships programme is a network of relationships which must work harmoniously if the general aim of developing manpower is to be achieved". Achievement of such co-ordinated and co-operate action is, in practice, by no means easy. It requires the development of common norms and attitudes among all the partners, and the elaboration by them of mutually supporting methods and procedures.

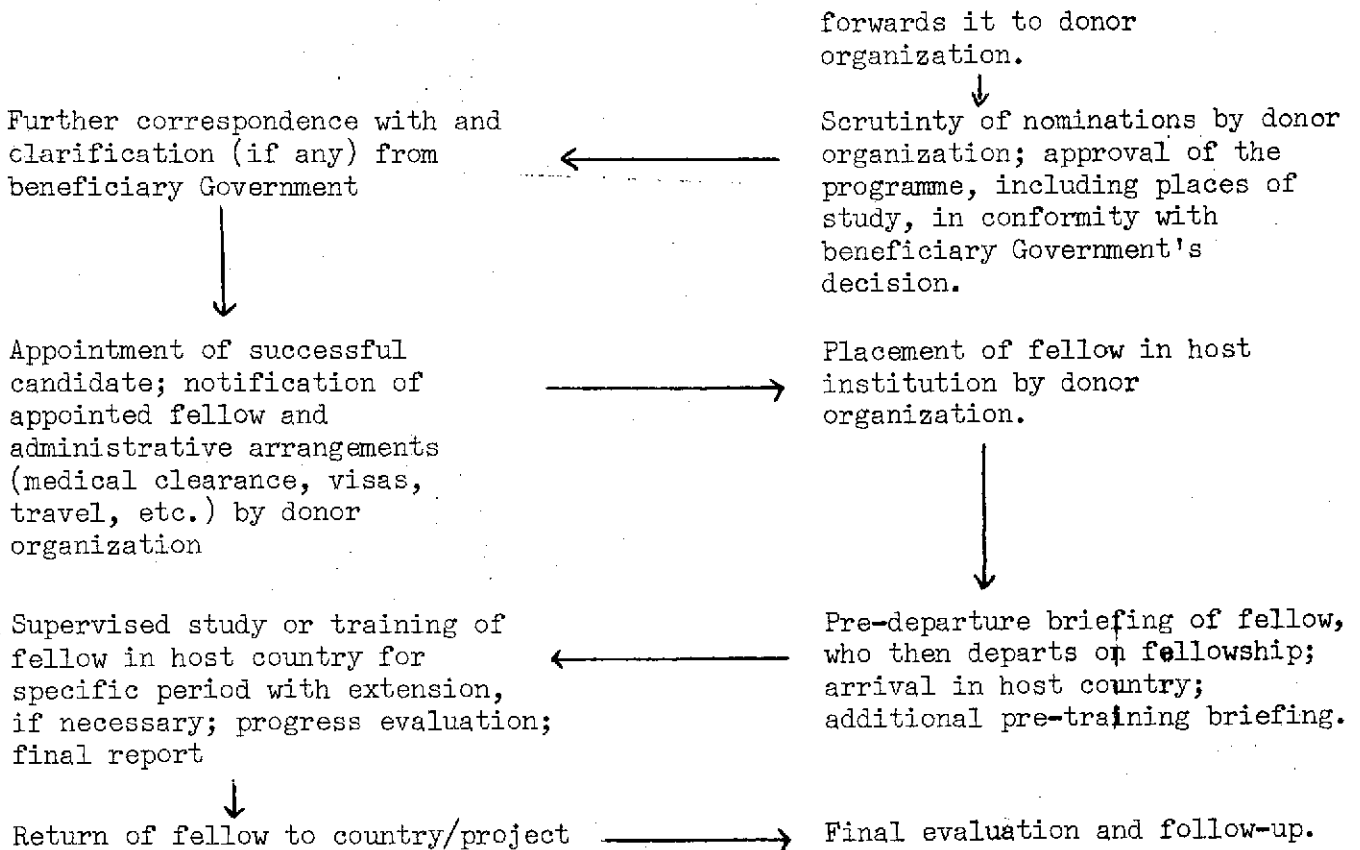
31. The following are, broadly speaking, the main steps at the above-mentioned four levels in the management of a fellowship:

(a) Donor organization announces	} Fellowship →	Beneficiary Government selects, clears (regarding suitability, leave of absence, bonding, salary, etc.) and nominates candidates and submits nominations to (a) Country/Area/Regional offices or Headquarters of organization; or (b) UNDP Resident Representative who
or		
(b) UNDP-funded project includes		

^{4/} For the sake of convenience, the expressions "organization" or "donor organization" will be used in all three cases.

^{5/} EB55/WP/3, page 67, Annex 5.





These procedures may vary and be short-circuited somewhat according to whether the fellowship is short-, medium- or long-term; or whether it is for seminars, symposia, study tours, workshops or other group programmes; or whether it is a component of a UNDP-funded project or stands on its own.

32. For the purposes of this study, the Inspector addressed to all organizations of the United Nations system a questionnaire, where they were invited, inter alia, to indicate those problems relating to their fellowship programmes which, in their experience, were most serious. Here is the result: 6/

- inadequate or unrealistic planning of programmes: UNIDO;
- lack of qualified candidates: FAO^{7/}, ITU, UN^{*7/}, UNESCO*, UNIDO^{7/}, WMO;
- candidates proposed by Governments are not the most suitable in the light of project requirements: FAO*, UN*, UPU;
- delays in the nomination of candidates: FAO, ICAO*, ITU*, UNESCO, UPU;
- delays in other project components which affect training programmes: IAEA, ILO, UPU*;

6/ An asterisk identifies those problems to the solution of which a given organization attaches priority importance.

7/ Especially in lesser developed countries (LDC's).

- placement difficulties: IAEA, ICAO*, ILO*, IMCO*, ITU*, UNIDO*;
- placement difficulties mainly as a result of late nominations: FAO, ICAO*, UN*, UNESCO, UPU;
- withdrawal from or delays in making use of approved training programmes: UNIDO;
- language problems: UNIDO*, UPU, WMO*;
- trainees do not return to project or leave it after a short period: FAO*, UPU*;
- insufficient evaluation generally: ITU;
- insufficient evaluation above all in the field: FAO;
- administrative or financial difficulties; UN;

(2) Planning and programming of fellowships

33. Co-ordination and co-operation among the above-mentioned four partners must be within the framework of well-planned training programmes, formulated by the Governments of the beneficiary countries, assisted by the donor organizations concerned. And these programmes must, in their turn, be integrated with the development plans of the beneficiary countries.

34. Many developing countries have begun a systematic assessment or re-assessment of their medium- or long-term requirements of qualified personnel in the light of already available manpower resources. In others, however, this is not yet the case. The tendency is still all too often to plan training ad hoc in relation to each project, without co-ordination with other projects and without projection of future requirements in a given sector. Thus, in one country the Inspector was told that there had been over many years a dozen or more projects connected with various aspects of water resources development but no systematic planned training of water experts.

35. In this connexion, the Inspector was impressed by the method adopted by some organizations of surveying the qualified manpower requirements of particular countries and regions. FAO's Indicative World Plan was a first attempt to estimate countries' manpower needs for agricultural production, though the rapidly changing socio-economic situation in the past years has made some of its conclusions out-of-date; FAO is now undertaking a series of Country Master Training Plans that involve, as related to a country's projected needs in qualified manpower for agricultural and rural development for the next decade, recommendations regarding the organization or improvement of (formal and informal) training systems and curricula. ILO has been undertaking in developing countries a number of manpower studies in various sectors. IMCO has based its training programmes on a prior survey of the needs of certain countries in Africa and Latin America. WMO drew up plans for the development of

meteorological education and training in Africa and Central and South America as far back as 1962. Similar surveys were carried out later in the Asian Region. These plans are regularly reviewed and updated to meet changing requirements. The Inspector suggests that UNDP should, on behalf and at the request of the governments concerned, give financial support and help organize manpower surveys in selected sectors.

36. Many training programmes in developing countries (including fellowships) are funded by bilateral agencies (such as AID, CIDA, DANIDA, FINNAID; NORAD, SIDA, etc.), private foundations and sometimes multinational corporations. In one country visited by the Inspector, the total number of such fellowships available to the Government was considerably larger than that offered by the United Nations system. While some degree of co-ordination exists between the organizations of the system and these other aid-giving agencies or institutions, it seems that further co-ordination between them would be extremely useful to insure more realistic planning of training (and fellowship) programmes and to avoid possible duplication and competition. In the field, the UNDP Resident Representative and the appropriate Government authorities could take the initiative, while the general policy aspects of such co-ordination could be taken up by UNDP with the organizations or institutions concerned at headquarters level.

37. Apart from the insufficient attention still all too often paid to long-term and integrated planning of training, the Inspector has found from the perusal of a large number of UNDP project documents that while a general reference is normally made to the need for training and, quite frequently, even the content and duration of individual fellowships are indicated, the training component usually does not cover more than one or two brief paragraphs, and the ultimate aims of this component viz. the overall objectives of the project are not spelled out. This part is, moreover, usually filled in at the penultimate stage of the preparation of the project document. Another identified problem in this connexion appears to be a tendency to plan study tours unrealistically, in terms of visits to too many countries in too short a time, and with insufficient "lead-time". It must be said in all fairness, however, that the situation varies from organization to organization, region to region, country to country and even project to project.

38. True, at the project drafting stage it is often not known what the exact level of the counterpart to be assigned will be, what their knowledge, skills and attitudes are and thus to assess the "gap" between the latter and the requirements they are expected to fulfil. It is only once the counterparts have been assigned and in the light of their performance "on the job" that it becomes possible to decide whether an academic degree, non-degree certificate or mere technical training is required, what type of training is most appropriate, what its duration should be and where it can best be obtained. Nevertheless, it should in all cases be clear at the outset what the end objectives of the training component should be and this should be spelt out in the final project document in sufficient detail. The project document, at the time of approval, should normally merely mention a lump-sum provision for training which could be revised upwards or downwards later, once the detailed fellowship programme was drawn up, sometime after the project becomes operational. Necessary flexibility of authority for this purpose should rest with

the donor organization and UNDP, the latter through its Resident Representative. A resort to this practice is likely also to improve the delivery of fellowship programmes. In many organizations this is at present disappointingly low because the operational date of a fellowship is equated to the date when the project (of which it is a part) itself becomes operational, whereas in fact (as we shall presently see) it is frequently delayed.

39. Until fairly recently, "counterpart training" was generally interpreted as meaning the preparation of a single national counterpart to replace in due course an international expert. But experience suggests - and UNDP has now endorsed this approach - that the practice of identifying a single counterpart who will "take over" from an expert is conceptually unsound and that emphasis should be placed on the development of staff capability in a collective sense, to enable such project staff to work as a team.^{8/} The proposed new emphasis is to be commended for two important reasons. Firstly, it should reduce the dependence of projects or institutions being developed on individuals who may - and often do - leave or are transferred elsewhere soon after they have been fully trained, sometimes even before the end of the expert's assignment. Where this has been the case, the project or institution concerned has been put back to where it started. Secondly, in many situations even a highly trained and competent individual is not able to carry out his tasks properly without support services from others.

40. The fellowship programme itself should be drawn up systematically, be practical, and relate far more closely than is usually the case at present to the objectives of the training component, on the one hand, and to the actual qualifications, capacities and responsibilities of the individual who is to undergo training, on the other. Though admittedly easier to do in the case of fellowships that stand on their own than when they relate to a larger project, realistic programming is an essential prerequisite if the fellowship is to fulfil its purpose and justify its cost.

41. Such systematic practical and fellowship programming should include:

- identification of the specific post for which the national is being trained;
- definition of the tasks to be carried out by the future incumbent of the post;
- identification of the knowledge, skills and attitudes which the incumbent should possess in order to discharge his tasks competently;
- inventorying of the knowledge, skills and attitudes which the incumbent or candidate selected for the post already possesses;
- identification of the "gap" between his knowledge, skills and attitudes and those he should have in order to carry out his tasks competently;
- identification of the scope and nature of the learning experience which should be provided in order to close the "gap";
- determination of what part of this learning experience can and should be provided - and how - in his home country and especially within the project;

^{8/} The Inspector understands that UNDP no longer uses the expressions "counterpart" and "expert", having replaced them by "national" versus "international" staff.

- specification in detail of the scope, nature and duration of that part of the learning experience which can be obtained only abroad;
- selection of a place of education or training abroad which is in a position to offer, as far as possible on a tailor-made basis, the specific learning experience which, it has been determined, should obtain under the fellowship arrangements;
- scheduling of training; and
- grant of fellowships to all those staff who need them and qualify for them, without restricting them only to the one officially designated for a given post, but on the understanding that all recipients will make a needed contribution to the project.^{9/}

42. Experience - and virtually all the evaluation studies undertaken to date - show that a fellowship's success often depends also on the extent to which the fellow has himself participated in its programming and then been consulted as regards possible mid-course changes or improvements. This fact highlights once again the close rapport that must exist between the "four partners" involved in the execution of fellowship awards to insure the latter's success.

(3) Problems affecting the commencement of fellowship programmes

(a) Selection problems

43. The Governments of the beneficiary countries have, of course, the primary responsibility for the proper selection of potential fellows, all the more so since, although the donor organizations have the final say in their appointment and can refuse to accept a candidate they do not consider qualified, in practice, for understandable reasons, they almost invariably accept a Government's nominee.

44. In the case of training programmes financed from the regular budgets; or from funds-in-trust; or from special programmes (e.g. UNESCO's Participation Programme) which are awarded to a single country or to a group of countries on a regional or sub-regional basis; or by bilateral agencies; or under a programme in which the most qualified fellows are selected from different countries on a competitive basis (e.g. FAO's Active Major Research Fellowships) it is the organization that takes the initiative to announce the fellowship, receives nominations from the Government and selects the fellow.

45. The standard procedure for the selection of fellows is for the organization to send a letter of invitation to the Government, requesting it to nominate one or more candidates.

46. In the case of fellowships that are part of a UNDP project, the initiative is taken by the Government who, usually in consultation with the Project

^{9/} The Inspector understands that UNDP strongly favours this type of detailed programming.

Manager^{10/} submits a list of qualified candidates. In the case of UNDP-funded fellowships which are not a component of a larger project, the initiative again rests with the Government, their financing being made within the IPF for a particular country; or from the regional IPF, if the project provides for training in a regional institution.

47. The beneficiary countries have evolved their own procedures for the selection and nomination of the most qualified candidates. Certain countries choose these through "selection boards" or "committees", which are often not confined only to Government officials, but include outside persons of eminence and the representative of the donor organization concerned. Under the regulations of certain organizations (such as WHO) such selection committees are statutory and where they exist, they are (again according to WHO), in most cases effective. In many countries a single Government office is given responsibility for selection and nomination. In others, this is done by the technical ministry concerned.

48. So far as procedures within a donor organization are concerned, the announcement of fellowships by the organization and, in the case of UNDP-funded projects with a fellowships component, the nominations are received usually in the first instance by the UNDP Resident Representative, though there are some exceptions to this rule.^{11/}

49. In the case of ILO's Asian Regional Office in Bangkok (to which there has been considerable decentralization) the nominations are forwarded by the UNDP Resident Representative and/or ILO Area Offices to that Regional Office, which has complete responsibility, including placement, evaluation and follow-up, over fellows placed within that region. Where a fellow is to go to a country outside the Asian region, the applications are forwarded to ILO headquarters who takes over from there. ILO has as yet no such arrangements in other continents. Only applications for fellowships managed by the ILO's Turin Centre - which means all awards in the vocational Training and Management Development fields - go directly to that Centre.

50. In WHO, all aspects of fellowships programmes, including planning, handling of nominations, placement, evaluation and follow-up, are dealt with by the organization's decentralized regional offices. Indeed, each WHO country office includes a fellowships officer. In rare instances, these may seek the advice of WHO headquarters in Geneva. Only the Research Training Grants are still administered by the latter.

^{10/} The concept and term of "project manager" is becoming obsolete, UNDP having substituted for it the concept of "project management", which consists of two "leaders" - the leader of the national staff, i.e. former "counterparts" (representing the beneficiary country) and the leader of the international staff, i.e. former "experts" (representing the assistance-giving organization) and who may be a Project Manager or a Chief Technical Adviser (CTA), etc. Hereinafter the Inspector will wherever possible abide by this new terminology.

^{11/} For example, in the case of larger UNDP/IMCO projects, the requests are transmitted by the project management directly to IMCO Headquarters.

51. In the case of organizations like FAO and UNESCO (whose regional offices exercise no or little decentralized authority) or IAEA, IMCO, ITU, UNIDO, UPU and WHO (which have no regional offices), applications are sent by the UNDP Resident Representative to headquarters offices and all further action is the latter's responsibility.

52. Many problems exist in finding suitable candidates. One is the shortage of qualified personnel, which makes it difficult for some countries - especially the least-developed - to find suitable candidates or release them for the time periods necessary to participate in the projects. Because of this shortage and because of the number of projects undertaken, Governments sometimes nominate the same person to participate in several projects regardless of the disciplines to be covered.

53. The attitude of the prospective fellows has also to be taken into account. By far the majority of these are serving Government officials. In most countries, fellowships of the United Nations system are highly regarded and officials are generally eager to avail themselves of them, both for the purpose of contributing to the development of their country and to improve their own career prospects. Nevertheless, the Inspector was told by some project managers that some of the best qualified candidates sometimes hesitated, either because they were reluctant to leave their families behind or because in the competitive world of their civil service, they were not sure of their future position and prospects on return. For a person going abroad for other than short periods these are, of course, important considerations. But only the beneficiary Governments can resolve them.

54. In some countries, nominations are also affected by the earlier mentioned large input of fellowship awards from other sources (e.g. by bilateral aid agencies such as AID, CIDA, DANIDA, NORAD, SIDA, etc., private foundations or multinational corporations). Not only does this, as was pointed out, pose planning problems, but the facilities and the financial terms provided by these other sources are apt to be better than those offered by the United Nations system.

55. Candidates to fellowships are sometimes nominated by technical ministries without consulting Government co-ordinating authorities (where these exist) or other bodies, the efficiency of the procedures varying from one department to the next, depending on the official responsible. It appears, furthermore, that in some countries where selective boards or committees exist on paper, they are not very active. It seems to the Inspector that in many developing countries existing methods and practices of scouting for, selecting and nominating qualified candidates for fellowships should be reviewed with a view to improving and speeding up the whole process.

(b) Language problems

56. A fellow proceeding abroad for training must be proficient in the language of the country he is going to - not only for following the course, but also for observation, understanding and communication in matters ancillary to his training. Therefore, the host countries and institutions, as indeed the donor organization and UNDP, rightly insist on a strict language test. To the earlier mentioned

difficulty of finding and nominating the most technically qualified candidate, therefore, is added that of finding a candidate with an adequate knowledge of the foreign language concerned. In countries where this language is not spoken or taught, tuition in a given foreign language prior to the start of a fellow's training becomes an important factor. In at least two of the countries visited by the Inspector this problem was more or less acute.

57. Fellows proceeding to the United States (other than those for short-term study or observation tours, in whose case a high standard of language proficiency is not insisted upon; usually a certificate of the project manager and UNDP Resident Representative that the candidate has sufficient knowledge of English suffices), have to pass one of two tests: the TOEFL test (i.e. Test of English as Foreign Language developed by Princeton University) and the ALIGU test (American Language Institute, Georgetown University). If a fellow fails to pass the TOEFL test by a small margin, he is still admitted to the host institution, but has to pass the ALIGU test before proceeding there. Fellows proceeding to the United Kingdom and France have to pass a test set, respectively, by the British Council and the Alliance Française. The Inspector heard in some countries visited by him that many candidates were unable to pass these tests, particularly in English, as they were increasingly severe.

58. It may be noted in this connexion that the Federal Republic of Germany, which receives large numbers of fellows, usually arranges for them to attend a crash-course at the Goethe Institute before joining the host institution. The United States authorities provide without cost and as required one month of English language instruction.

59. Some fellowships provide, where necessary, for a period of language tuition to precede the training programme. This is already being done in WHO. In some cases UNDP grants language awards (up to \$500 per candidate and per fellowship, within a country IPF). In the case of FAO-sponsored study groups, project managers may hire a teacher.

60. The Inspector believes in the firstplace that since uniform language tests cannot be considered suitable for all types of training or disciplines, in particular for technical ones, language knowledge demands should be adapted to the type of training to be undergone by the fellow and to his actual study programme. Therefore time and money could be saved if language training began in the fellow's country prior to his departure and continued (if necessary) in the host country, the latter language instruction (which should be as short as possible) being programmed as part of the training course and being taken into account in scheduling the fellowship.

61. The real problem, however, is not so much the stiffness of the foreign language tests prescribed by the host country or the availability of funds, but the inadequacy of facilities for learning foreign languages in many developing countries. Some of these have established language institutes; others arrange for special language courses; others still have no foreign language training facilities whatsoever. Even the language institutes that exist often do not have modern facilities. It seems to the Inspector that in countries with a large number of

fellowship awards but with inadequate facilities for language training, UNDP might help set up language training institutes on modern lines, trainees and prospective trainees and fellows from neighbouring countries being also admitted to these as one of the conditions for such UNDP assistance.

62. As mentioned, donor organizations are prepared in some cases to provide for preliminary language tuition, either in a candidate's own country or in the host country. However, the Inspector has been able to find no comprehensive statement of policy and practices on this question and he wonders whether beneficiary countries may not be losing opportunities through lack of information on this point. It would be a valuable service to Member States if UNDP or donor organizations were to prepare and distribute a statement of their policies and practices and available facilities for preliminary language training.

(c) Delayed nominations of candidates and too hastily planned programmes

63. In order that the approved candidate can join a study or training course at the right moment (e.g. the beginning of a year semester or course), all donor organizations set a target date for the receipt of nomination forms and Governments are urged to abide by it.

64. In the course of his investigations, however, the Inspector came across many instances where fellowships could not materialize because, notwithstanding sometimes repeated reminders, nominations were received too late or not at all.

65. These delays arise partly from the lack of qualified manpower in many countries and partly from shortcomings in the selection procedures (both of which have already been mentioned). The difficulties are compounded in countries with a federal structure, where the Federal Government has often to undertake lengthy correspondence with state authorities. There are also instances of Governments withdrawing their nominations at a late stage because a candidate previously nominated is required for another assignment within the country or is unavailable for some other reason. Such last-minute changes result in the repetition of the time-taking procedure for nomination selection and placement.

66. This holds equally true in the case of fellowship programmes which are not part of a UNDP project; indeed, the Inspector has been told that nomination delays there are more serious still. But he has also been told that a contributory cause for nomination delays in such cases is their late announcement by donor organizations and the relatively short time thus left to Governments to find the right candidates. Whatever their cause, these various delays - reflecting either lack of sufficient interest on the part of Governments or slow communications within Governments or with them - and the often subsequent rush are not apt to produce the best qualified candidates.

67. But then some last-minute, hastily (and thus sometimes inadequately) prepared fellowship programmes appear to be due to the fear that if the award is not used in a first year, it will be lost altogether.

68. United Nations officials, both at headquarters offices and in the field, complain of the adverse effects of such delays on the "delivery" (i.e. implementation), but also often on the quality of fellowships. Apart from upsetting the planned relationship between the various project components, they lead to placement difficulties, either because the vacancy offered in a host institution is no longer available or because the fellow cannot joint the institution time for the beginning of the course. Lastly, in the rush the content of the programme may not be sufficiently in line with its requirements and with the fellow's present qualifications.

69. Here again, however, it is fair to say that the situation varies from country to country, organization to organization and often even from project to project. In the smaller, highly technical specialized agencies, the problem is less serious than in the larger organizations, whose activities cover a broader spectrum. WHO regulations stipulate that nominations should reach a regional office not less than six months before the start of a fellowship and since, for their part, some host countries are beginning to refuse late placement requests, some WHO regional offices refuse late nominations or postpone the award until the following year.

70. Reports from agencies, resident representatives and Governments indicate that it takes approximately a minimum of 8 weeks and up to from three to six months after a fellowship award has been announced to secure the nomination of candidates. In the case of "conference-type" training programmes (i.e. seminars, working groups and the like where the initiative must be taken by the donor organization) experience shows that it is best to complete the selection of participants not less than three months, the invitations being issued six to nine months before the commencement of the programme. When this is done, the fellows and participants have a reasonable chance to prepare themselves. Moreover, the psychological gains are considerable. Not only do they have time to attend to the various personal and administrative chores that must be dealt with before going abroad, but they perceive that the programme has been given serious consideration by those responsible for its organization.

(d) Delays in other components of a project affecting fellowships

71. Unless they stand on their own, fellowships are merely one of the main components of a project, the others usually being international staff and equipment. Their implementation ("delivery") therefore, cannot remain unaffected by a delay in or failure of one of the other components. This interrelationship, though usually planned in project documents, is unfortunately rarely observed.

72. The leaders of the international staff are now usually appointed before a project becomes operational and should in principle take their place in the field a few months before its start. This helps them to organize the other components, e.g. the recruitment of international staff, the procurement of the necessary equipment, the appointment of the national staff and, consequently, an estimation of the training and, specifically, fellowship requirements (if any). Indeed, a project becomes - as a rule - "operational" only once the leader of the international staff reaches the field. In practice, however, not unoften the latter's arrival is held up: or else he is delayed in mid-stream,. In such cases the project is retarded; or thrown out of gear altogether.

73. Qualified international staff are becoming increasingly difficult to recruit and, even when recruited, many are unable to join a project at the scheduled time. For their part, as was already shown, national staff are also often not able to join a project until long after it is started.

74. In these circumstances, an early determination of the fellowship requirements of the project by the leader of the international staff even if he himself is in position well in time, is often extremely difficult. Indeed, it is for these reasons that "delivery" of fellowship programmes, in the sense of their commencement and completion according to the agreed project schedule, is often poor in most organizations of the system.

75. Fellowship programmes involve a great deal of correspondence and communication between the headquarters of donor organizations, their country/area/regional representatives, UNDP resident representatives, beneficiary and host Governments and often the fellows or prospective fellows themselves. In fact, each fellowship, however small its value in monetary terms, is a case unto itself that requires a great deal of attention. Inevitably, therefore, there is a considerable time lapse between the announcement of a fellowship or the approval of a UNDP project involving a fellowship component, and the actual commencement of a fellow's training. The following figures (as obtained from some organizations' replies to the Inspector's questionnaire)^{12/} illustrate this time lapse:

FAO	-	13-40 weeks (and over)
IAEA	-	14-62 weeks
ICAO	-	13-86 weeks
ILO	-	14-44 weeks
IMCO	-	12-24 weeks
ITU	-	14-60 weeks
UN	-	17-108 weeks
UNIDO	-	16-60 weeks
UPU	-	8-202 weeks
WHO	-	5-96 weeks
WMO	-	14-86 weeks

76. The minimum time taken is thus 5 - 17 weeks, which is on the whole reasonable. But the maximum delay, which in some cases (barring IMCO) ranges from 40 to 202 weeks, is a cause for serious concern.

^{12/} Since the minimum delay for the selection of candidates requested by most Governments is eight weeks, WHO's minimum figure of five weeks seems optimistic. On the other hand, under exceptional circumstances organizations have been known to complete all formalities within a matter of days. Be this as it may, the Inspector has heard too many complaints about delays (for various reasons) from all quarters not to share the concern expressed in this connexion.

77. It is the unanimous view of all organizations concerned that the successful implementation of fellowship programmes requires that the timetable for the various processes and inputs, from the announcement of the award or the date when the project with a fellowship component becomes operational, to the fellow's return to his home country upon completion of his training, be strictly observed.

78. To achieve this, and though some cases of delay are, doubtless, insurmountable, it is imperative that fellowships be planned, preferably on the basis of medium or long-term requirements, in the context of the assessed manpower needs of a country or region in a given sector or discipline and that their various stages be executed in accordance with a timetable which takes account of, i.e., such requirements as language training and the relationship between the various project components. Every effort should be made by the beneficiary country, the donor organizations, the host institutions and the fellows themselves to abide by this timetable.

(4) Types and Duration of Fellowships

79. Once the objective of a fellowship has been defined and the candidate has been chosen, it is necessary to select a suitable method (or "type") of training in terms of cost as well as effectiveness. Ideally, since there is no single type or group of types of training suitable for all programmes and the specific pattern in any single one should correspond to its specific needs and conditions, the types should vary from programme to programme.

80. As shown in paragraphs 10, 13 and 15, a wide variety in the types of training and duration of fellowships exist at present in the United Nations system. Each has its distinct rationale and is supposed to provide a different type of learning or experience. Generally, "training courses" - individual or group - provide an opportunity to acquire skills through a well-defined teacher-pupil relationship; "seminars" provide a forum for the exchange of experience among participants with similar degrees of knowledge and experience; and "study tours" provide an opportunity to observe relevant situations in other countries or regions than one's own.

81. Experience to date indicates that, partly due perhaps to the diversity of existing terminology, the distinct educational rationale of each type of training is not always given adequate consideration, the choice (for example) between a training course and a seminar being decided on the basis of the status of participants (the former being considered more appropriate for "middle or lower level" personnel and the latter for "higher level" officials) and, not unoften, of the facilities offered by the host authorities. And this confusion concerning the rationale for each type of training extends often to beneficiary Governments, partly because the donor organizations by and large do not consult them on the choice of a given type.

82. Most fellowships are of the individual type, usually for three to six months. But there are also many of a shorter duration. This is, of course, understandable, as the duration of a fellowship should be tailored to the requirements of the programme. However, a fellowship for a few days' study tour to a distant foreign country or of a few weeks to several countries, in a different cultural and linguistic milieu, raises the question whether the cost/benefit ratio justifies it

or, in other words, whether such brief trips do not risk degenerating into hurried "tourist-type" visits, with all the latter's disadvantages and strains (including problems as to the fellow's adjustment to his fleeting environment or environments); and arouse doubts as to whether he can absorb much of what he saw and heard in these circumstances.

83. Here again, as with other aspects of fellowships programmes, it would be rash to generalize. The Inspector came across two examples - of opposite nature^{13/} - but he feels sure that there is the same mixed pattern in other organizations of the system so far as short individual study tours are concerned. In 99 per cent of the cases examined by UNESCO, for example, such tours proved to be not in line with the real training needs of the fellows. It would seem that, depending upon a combination of circumstances, short tours can prove extremely useful or largely disappointing and wasteful and that the length of a study tour and even the number of countries visited matter less than the calibre of the fellow and the tour's appropriateness.

84. Another problem that arises in connexion with individual study tours is the often haphazard influx of fellows to various host institutions. The Inspector was told of an institution in a developing country with a world-wide reputation in the field of population studies, which large numbers of persons from many other developing countries kept visiting throughout the year. This caused a great deal of inconvenience and dislocation of work.

^{13/} One returned UNIDO fellow had visited seven countries (including two developing ones) in six weeks, but he had evidently absorbed the maximum impact of what he saw and learnt during his short journey and, on return, had been able to introduce appropriate improvements and innovations. Indeed, of the many returned fellows the Inspector met in one country, this fellowship had perhaps the most favourable cost/benefit ratio. The success of this particular fellowship was due to a combination of various factors:

- (a) The fellow was a co-Project Manager. He knew exactly what he wanted to see and learn and the parameters of the application of what he had learnt to the project he returned to;
- (b) He was a senior official used to taking decisions and had the necessary mental capacity and experience to observe and draw the appropriate conclusions;
- (c) He had himself corresponded with the institutions which he visited;
- (d) On his return he was given the opportunity to apply much of what he had learnt to the particular project with which he was involved.

At the same time and in the same country the Inspector came across the case of a ICAO fellow who had been sent to Canada, the United Kingdom and the United States of America on a general observation tour lasting four weeks for familiarization with customs, immigration and health control arrangements at airports. The fellow came back apparently without any particular or specialized training and rejoined her previous post, which was mostly in the nature of desk work, anyway, involving correspondence and liaison arrangements for conferences. It is difficult to see how any observations during her stay abroad could be put to practical use in her position.

85. As will be seen, in some countries placement difficulties on account of saturation are beginning to appear. For this, but also for a number of other reasons, a growing number of organizations are showing increasing preference for group as opposed to individual training. Among the cited advantages: (i) with the exchange of ideas, learning is easier and quicker; (ii) reception and placement is also easier; and there is less interruption in the work of a host institution if all trainees come for the same period; (iii) the training programme can be tailored to the particular purposes of a group; (iv) the fellows' consolidated effort to have their views implemented by their Government are much stronger and more effective than an individual fellow attempting to put his own personal views across; (v) group training is also in most cases less costly.

86. It is important that the duration of the award be appropriate, but also realistic, so as to avoid unnecessary extensions, which UNDP, for one, is increasingly frowning upon. In 1972, for example, it was found that 40-50 per cent of UNESCO fellowships had to be extended.

87. Here again, no uniform theoretical standards exist. Each case has to be examined in relation to the fellow's requirements and his future responsibilities, as well as to other factors. For example, minimum time requirements for completion of a master's degree or Ph.D are indicated in the university calendars, but the actual time taken by the fellow is another matter. Apart from individual capability, there is the question of language training, pre-placement orientation and general adaptability. Furthermore, there are variations in academic standards, degrees and diplomas. All these aspects need to be taken into consideration.

88. Without presuming to generalize, the Inspector believes that much greater selectivity and circumspection than seems at present the case should be exercised by the donor organizations and beneficiary governments in deciding the type of training to be programmed. Specifically, he suggests that apart from the general programming criteria listed in paragraph 41,

- The specific and distinct rationale of various types of training should be analysed and this rationale respected in selecting a final type of fellowship and made explicit in with programme proposal;
- The incidence of costly long-distance travel by individuals to distant countries for short study tours should be reduced in favour of group short-term training programmes and study tours;
- Before a short-term individual fellowship is granted, there should be a clear identification of its purposes and of the benefits expected therefrom, including the possibility, as well as the immediate applicability of the knowledge acquired by the fellow on his return to his own country;
- Short-term programmes which involve visits to more than two or three countries should be confined to cases where a highly skilled specialist needs in an observation tour (rather than a period of study and research) to provide him with the opportunity to discuss the latest research developments with opposite numbers in his own discipline;

- Group-training programmes and study tours, irrespective of their duration, should be carefully prepared by the donor organization;
- Members of individual or group study tours should be carefully selected; generally, senior officials with experience are likely to derive more benefit from such training than others (even though, admittedly, they are likely to be less available).
- The convenience of the host institution or institutions visited during a study tour should be fully taken into account;
- Experience has shown that group training programmes are particularly successful if adequate arrangements are made by the host governments and institutions;
- The method of mobile, training courses, brought to the participants in a particular country, sub-region or region, as opposed to the normal practice of bringing participants to the place of training, should be explored more intensively.

(5) Placement

89. Placement of a fellow in an appropriate host institution is among the principal responsibilities in the implementation of a fellowship award. Such placement is much more than a physical process; it involves a qualitative assessment of the most appropriate kind of training necessary in the light of the objectives of a given programme (whether it stands on its own or relates to a UNDP project), as well as the selection of the institution (or institutions) that can best provide such training. While many Governments take considerable trouble to think out carefully their wishes regarding placement from the educational and economic points of view, others rely mainly on the Project Management and donor organization to do this for them.

90. The responsibility exercised by headquarters or regional offices in this respect belongs primarily to the substantive unit concerned with a given technical assistance project, acting in consultation with the units administering fellowships, which are in a good position to advise in the light of their previous experience with particular host institutions.

91. Table 2 below gives the number of fellows that came from and went to different regions for training in 1973-1974 under awards granted by the various organizations of the system:

Region of origin and placement of Fellows of some

FAO				IAEA				ICAO				ILO ^{b/}			
1974		1973		1974		1973		1974		1973		1974			
%/	Number	%/	Number	%/	Number	%/	Number	%/	Number	%/	Number	%/	Number	%/	
20.3	157	22.4	86	15.0	116	18.4	113	18.6	174	19.2	109	29.3	182	34.4	
23.8	189	27.0	205	35.7	189	30.0	103	17.0	165	18.2	97 ^{h/}	26.0	160 ^{h/}	30.2	
18.8	81	11.5	147	85.6	148	23.4	n.a. 171 ^{**n/}	28.2	n.a. 275 ^{**n/}	30.1	-	-	-	-	
16.4	148 ^{p/}	21.1	38	6.6	49	7.8	n.a.	n.a.	n.a.	114	30.6	115	21.7		
20.8	126	18.0	98	17.0	129	20.4	219	36.1	294	32.4	n.a. 52 ^{**v/}	14.0	n.a. 72 ^{**v/}	13.6	
-	-	-	-	-	-	-	-	-	-	-	n.a.	-	n.a.	-	
701		574		631		606		908		372		529			
18.6	195	20.7	2	0.4	6	1.0	37	6.0	24	2.6	37	5.5	64	7.2	
24.2	268	28.5	31	6.5	30	5.5	55	9.0	106	11.5	78 ^{h/}	11.6	97 ^{h/}	11.0	
18.0	104	11.0	306	64.7	357	65.4	305 ^{**n/}	49.3	471 ^{**n/}	51.1	479 ^{**/}	71.3	610 ^{**/}	69.0	
16.4	180 ^{p/}	18.1	4	0.8	1	0.2	-	-	-	-	n.a.	-	n.a.	-	
23.0	192	20.4	12	2.5	22	4.0	222	34.7	320	34.7	n.a. 78 ^{**v/}	11.6	n.a. 113 ^{**v/}	18.8	
n.a.	-	-	118	25.0	130	24.0	-	-	-	-	n.a.	-	n.a.	-	
939		473		546		619		921		672		884			
n.a.	-	n.a.	n.a.	n.a.	n.a.	n.a.	36	8.3	24	4.0	n.a.	-	33	12.9	
n.a.	-	n.a.	n.a.	n.a.	n.a.	n.a.	48	11.0	91	15.4	n.a.	-	64 ^{h/}	25.0	
n.a.	-	n.a.	n.a.	n.a.	n.a.	n.a.	n.a. 153 ^{**n/}	35.2	n.a. 225 ^{**n/}	38.0	n.a.	-	n.a.	92 ^{**/}	36.0
n.a.	-	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	-	n.a.	n.a.	
n.a.	-	n.a.	n.a.	n.a.	n.a.	n.a.	198	45.5	251	42.4	n.a.	-	n.a.	66 ^{**v/}	25.9
n.a.	-	n.a.	n.a.	n.a.	n.a.	n.a.	-	-	-	-	n.a.	-	n.a.	n.a.	
n.a.		n.a.		n.a.		435		591		n.a.		255			

may not invariably add up to (or may slightly exceed) 100 per cent.

1974, 14.

Americas 22, South East Asia and Western Pacific 781, Western Pacific 683, Europe 177, Eastern Mediterranean 379. Fact that a fellow may train in more than one region under

	UN ^{a/}		UNDP		UNIDO						Number		
	1973	1974	1973	1974	1973	1974	1973	1974	1973	1974			
	Number	%/	Number	%/	Number	%/	Number	%/	Number	%/	Number		
<u>Coming from:</u> ^{e/}													
Africa	669	34.6	493	38.9	n.a.		9	6.7	64	11.9	95	19.7	156
Asia and Far East	389 ^{g/}	20.1	261 ^{g/}	20.6	n.a.		28	22.9	123	22.9	134	27.8	183
Europe	560	29.0	311	24.5	n.a.		n.a.		n.a.		n.a.		145
Middle/Near East	107	5.5	54	4.3	n.a.		92 ^{**/}	68.7	298 ^{**/}	55.5	185 ^{**/}	38.4	126 ^{p/}
Latin America	207	10.7	148	11.7	n.a.		n.a.		n.a.		n.a.		160
North America	-		1		n.a.		5	0.9	n.a.	9.7	68 ^{**u/}	14.1	-
<u>Total</u>	1932		1268		n.a.		134		537		482		770

<u>Studying in:</u> ^{e/}													
Africa	656	27.1	429	29.8	n.a.		-		3	1.2	9	3.0	191
Asia and Far East	244 ^{g/}	10.0	128 ^{g/}	8.9	n.a.		26	19.4	10	3.9	16	5.4	249
Europe	862	35.6	467	32.5	n.a.		75 ^{**/}	56.0	144 ^{**/}	56.2	203 ^{**/}	68.8	185
Middle/Near East	38	1.6	7	0.5	n.a.		n.a.		n.a.		n.a.		169 ^{p/}
Latin America	156	6.4	87	6.0	n.a.		5	3.7	n.a.		n.a.		236
North America	462	19.1	321	22.3	n.a.		28	20.8	99 ^{*u/}	38.7	67 ^{*u/}	22.7	n.a.
<u>Total</u>	2418		1439		n.a.		134		256		295		1030

<u>Coming from/studying in same region:</u> ^{e/}													
Africa	n.a.		n.a.		n.a.		n.a.		5	1.6	22	9.5	n.a.
Asia and Far East	n.a.		n.a.		n.a.		n.a.		18	5.8	32	13.8	n.a.
Europe	n.a.		n.a.		n.a.		n.a.		n.a.		n.a.		n.a.
Middle/Near East	n.a.		n.a.		n.a.		n.a.		268 ^{**/}	86.4	158 ^{**/}	65.1	n.a.
Latin America	n.a.		n.a.		n.a.		n.a.		n.a.		n.a.		n.a.
North America	n.a.		n.a.		n.a.		n.a.		19 ^{**u/}	6.1	20 ^{**u/}	8.6	n.a.
<u>Total</u>	n.a.		n.a.		n.a.		n.a.		310		232		n.a.

* / Since percentage figures have been, for convenience sake, rounded off to one decimal point, their total may not add up to 100.

** / Combined regions. For exact definition in some cases see lettered footnotes below.

- a / To UN figures should be added for Inter-regional and Global Projects in 1973: Europe 9, Americas 1.
 b / Only fellowships as components of projects.
 c / Some figures cover both years.
 d / To WHO figures should be added for "Participants to educational meetings": In 1973, 1288, i.e. Africa 94, Europe 134, Eastern Mediterranean 227. In 1974, 1340, i.e. Africa 94, Americas 7, South East Asia 134, Eastern Mediterranean 227.
 e / Any discrepancies between the figures for fellows "coming from" and "studying in" a region are due to the same award.
 f / Including non-independent territories.
 g / Including Australia, New-Zealand, Papua New Guinea, Pacific Islands.
 h / Including Australia and New Zealand.
 i / Asia, Middle East and Pacific.
 j / Asia and Oceania; including Israel.

WHD ^{d/}				WMO				GRAND TOTAL				
1973		1974		1973		1974		1973		1974		
Number	%/	Number	%/	Number	%/	Number	%/	Number	%/	Number	%/	
708	19.4	606	16.3	145	38.0	153	41.9	260	24.7	2739	25.7	Coming from:
977 ^{k/}	26.8	1078 ^{k/}	29.0	91 ^{l/}	23.8	66 ^{l/}	13.0	2579	24.5	2720	25.5	Africa
568	15.6	427	11.5	32	8.7	30	8.2	1705	16.2	1233	11.5	Asia and Far East
665 ^{l/}	18.2	675 ^{l/}	18.2	-	-	-	-	491 ^{**s/}	4.7	575 ^{**s/}	5.4	Europe
n.a.	n.a.	n.a.	n.a.	73 ^{t/}	19.1	64 ^{t/}	17.5	1248	11.8	1234	11.6	Middle/Near East
729 ^{**u/}	20.0	926 ^{**u/}	24.9	41 ^{w/}	10.7	52 ^{w/}	14.2	945	9.0	931	8.7	Latin America
n.a.	n.a.	n.a.	n.a.	-	-	-	-	924 ^{**u/}	8.8	1185 ^{**u/}	11.1	North America
n.a.	n.a.	n.a.	n.a.	-	-	-	-	41	0.4	53	0.5	North America
3647		3712		382		365		10537		10670		Total
=====												
Studying in:												
475	9.2	454	8.8	56	14.6	64	17.5	1540	12.1	1383	11.1	Africa
794 ^{k/}	15.4	1044 ^{k/}	20.3	13 ^{l/}	3.4	14 ^{l/}	3.8	1689	13.3	1866	15.0	Asia and Far East
2417	46.8	1901	37.0	198	51.8	181	49.6	5129	40.4	4293	34.5	Europe
276 ^{l/}	5.3	380 ^{l/}	7.4	-	-	-	-	984 ^{**s/}	7.8	1430 ^{**s/}	11.5	Middle/Near East
n.a.	n.a.	n.a.	n.a.	59 ^{t/}	15.4	53 ^{t/}	14.6	526 ^{w/}	4.1	612	4.9	Middle/Near East
1203 ^{**u/}	23.3	1362 ^{**u/}	26.5	56 ^{w/}	14.6	53 ^{w/}	14.5	702	5.5	698	5.6	Latin America
n.a.	n.a.	n.a.	n.a.	-	-	-	-	1493 ^{**u/}	11.7	1622 ^{**u/}	13.3	North America
n.a.	n.a.	n.a.	n.a.	-	-	-	-	638	5.0	541	4.3	North America
5165		5141		382		365		12701		12445		Total
=====												
Coming from/studying in same region:												
448	16.0	428	13.7	49	34.13	57	39.6	717	17.6	831	17.2	Africa
534 ^{k/}	19.1	663 ^{k/}	21.2	7 ^{l/}	4.9	7 ^{l/}	4.9	660	16.2	898	18.6	Asia and Far East
793	28.4	617	19.7	26	18.9	23	16.0	874	21.5	688	14.2	Europe
214 ^{l/}	7.7	337 ^{l/}	10.8	-	-	-	-	443 ^{**s/}	10.9	488 ^{**s/}	10.0	Middle/Near East
n.a.	n.a.	n.a.	n.a.	44 ^{t/}	30.8	36 ^{t/}	25.0	215	5.3	337	27.2	Middle/Near East
803 ^{**u/}	28.8	1083 ^{**u/}	34.6	17 ^{w/}	11.0	21 ^{w/}	14.6	259	6.4	336	6.9	Latin America
n.a.	n.a.	n.a.	n.a.	-	-	-	-	881 ^{**u/}	21.7	1237 ^{**u/}	25.6	Latin America
n.a.	n.a.	n.a.	n.a.	-	-	-	-	17	0.4	21	0.4	North America
2792		3128		143		144		4066		4836		Total
=====												

Table 2

Organizations of the United Nations System, 1973-1974

IMCO				ITU ^{c/}				UNESCO				UPU		
1973		1974		1973		1974		1973		1974		1973		1974
Number	%/	Number	%/	Number	%/	Number	%/	Number	%/	Number	%/	Number	%/	Number
-	-	-	-	243	53.2	115	67.3	267 ^{f/}	23.9	331 ^{f/}	30.8	51	46.4	8
2	3.2	7	12.0	97 ^{i/}	21.2	133 ^{i/}	19.5	298 ^{i/l/}	27.4	279 ^{f/i/}	26.0	14	12.7	31
31	49.2	41	71.0	26	5.7	16	2.3	156 ^{v/}	18.0	179 ^{m/}	16.7	n.a.	22 ^{**o/}	23 ^{**o/}
5	7.9	10	17.2	-	-	-	-	193 ^{g/}	17.8	183 ^{g/}	17.0	n.a.	-	n.a.
25	39.7	-	-	n.a.	n.a.	n.a.	n.a.	140	12.9	102	9.5	23	20.9	63
-	-	-	-	91 ^{**u/}	19.9	119 ^{**u/}	17.4	-	-	-	-	-	-	-
-	-	-	-	n.a.	n.a.	n.a.	n.a.	-	-	-	-	-	-	-
63	-	58	-	457	-	683	-	1087	-	1074	-	110	-	125
-	-	-	-	2	0.9	3	1.0	61 ^{f/}	4.7	132 ^{f/}	9.9	20	18.2	3
-	-	10	17.8	97 ^{i/}	44.9	6 ^{i/}	2.1	101 ^{f/i/}	7.8	119 ^{f/i/}	8.9	17	15.4	2
62	98.4	46	82.1	26	12.0	246	86.3	1073 ^{m/}	82.9	991 ^{m/}	74.2	56 ^{*o/}	51.0	71 ^{*o/}
1	1.6	-	-	-	-	-	-	38 ^{g/}	2.9	44 ^{g/}	3.3	17	15.4	19
-	-	-	-	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	-	-	-
2	-	9	-	91 ^{*u/}	42.1	30 ^{*u/}	10.5	22	1.7	50	3.7	-	-	-
-	-	-	-	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	-	-	-
65	-	65	-	216	-	285	-	1295	-	1336	-	110	-	95
-	-	-	-	148	54.6	264	68.8	n.a.	n.a.	n.a.	n.a.	31	37.3	3
-	-	3	8.6	40 ^{i/}	14.8	36 ^{i/}	9.4	n.a.	n.a.	n.a.	n.a.	13	15.7	2
31	96.9	32	91.4	24	8.9	16	4.2	n.a.	n.a.	n.a.	n.a.	n.a.	22 ^{*o/}	13 ^{*o/}
1	3.1	-	-	-	-	-	-	n.a.	n.a.	n.a.	n.a.	n.a.	26.5	n.a.
-	-	-	-	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	17	20.5	49
-	-	-	-	59 ^{**u/}	21.8	68 ^{**u/}	17.7	n.a.	n.a.	n.a.	n.a.	-	-	-
-	-	-	-	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	-	-	-
32	-	35	-	271	-	384	-	n.a.	-	n.a.	-	83	-	67

k/ "South East Asia and Western Pacific".
 l/ "Asia and South West Pacific".
 m/ Europe and North America.
 n/ "Europe, Mediterranean and Middle East".
 o/ "Europe, Mediterranean and Middle East".
 p/ "Near East and North Africa".
 q/ Arab States.
 r/ "Eastern Mediterranean".
 s/ "Europe, Middle and Near East".
 t/ "South America".
 u/ "Americas".
 v/ Excluding USA.
 w/ "North and Central America".

92. While a comprehensive analysis of this table is not possible because of the lack of data from some organizations and for this or that region or year from others, and because of the different definition of some regions by certain organizations, a few general conclusions appear possible nevertheless:

- (i) With the exception of WHO fellows generally and of fellows from the European region, only a small number train in their region of origin;
- (ii) The situation varies considerably from one organization to the next;
- (iii) Between 1973 and 1974 there seems to have been a slight shift towards increased intra-regional training.

In addition, from the more detailed breakdown given by two organizations (UN and WHO), it appears that:

- (iv) A majority of fellows in most organizations still train in the developed countries of Europe, North America and Australasia;
- (v) Relatively few European fellows train in developing countries.

93. The reasons for the above, as gathered by the Inspector, are:

- (a) The more developed countries are repositories of sophisticated knowledge and technology with extensive facilities for advanced training;
- (b) The frequent unavailability of comparable or even suitable training facilities in the developing country or region concerned or in a neighbouring region;
- (c) Inadequate use of those training facilities in the region and in other developing countries that do exist;
- (d) The marked preference of fellows and prospective fellows, and often of Governments, for training in the developed countries, not only because of the admittedly high quality of training there, but also because of the enhanced career prospects this may assure a fellow, particularly in those countries in which a degree from an European or American university brings automatic promotion of a civil servant to a higher grade; and because of the broadening of the fellow's outlook and the fostering of international understanding. There is also perhaps the "glamour" of visiting a developed country;
- (e) The language difficulties encountered by fellows in certain developing countries other than those in which English or French is spoken.^{15/}

These reasons are understandable. However, many donor organizations are encountering increasing difficulties in placement.

^{15/} At least in FAO, African fellows tend to prefer the USA over Europe when candidates cannot meet admission requirements of European training institutions, as the American admissions system appears to be more flexible.

94. The host institutions have made a very important contribution to United Nations training programmes, but as the number of fellows has grown, these institutions have begun to feel the strain on their resources and time. Therefore, while continuing to welcome well selected fellows who can benefit from the training or study tours arranged, some hosts are beginning to complain that too many fellows are reaching them, who either lack a clear enough definition of what it is they wish to learn, or lack adequate background for the programmed studies, or lack assiduity in their work.

95. Improvements could be brought about in two directions:

- (a) a wider geographical distribution in the selection of host training institutions in developed countries; and
- (b) greater utilization of existing training institutions within the region and in contiguous regions.

96. For one thing, it is desirable that the sources of knowledge and expertise be diversified and that extant facilities in other developed countries be made better use of. A subsidiary advantage of such diversification would be that advantage could thus be taken of the non-convertible currencies in which a number of contributions to the United Nations system are made.

97. Furthermore, the training facilities and opportunities in developing countries within the region and in neighbouring regions are multiplying fast and many of these have now some excellent educational, technical and research institutions. Both in terms of cost and - all other factors being equal - because of the obvious advantage of training a fellow in an environment and in conditions congenial to his own, an increasing number of fellows should receive training in developing countries, preferably within their own region.

98. The cost factor is obvious: travel and living expenses can be greatly reduced and fees are also generally lower, so that with good planning a government can obtain two or more fellowships for the price of one. And then, officials in many developing countries and in the donor organizations feel that the highly sophisticated training received by fellows in the developed countries is often not necessarily applicable to conditions prevailing elsewhere; indeed, it may give them on return a feeling of frustration to see that their newly-acquired technical knowledge cannot be put to use or does not afford them enough prospects at home. Such a feeling is partly responsible also for the "Brain Drain".

99. The Inspector suggests, therefore, that in investigating placement opportunities, the approach should be: firstly, to consider whether the necessary training could be suitably undertaken in the country itself; secondly, whether it could be undertaken in a regional institution in the same or another developing region; and lastly, if a national or regional institution cannot provide such training, whether it should be sought elsewhere and where. (See also the suggested general programming criteria in paragraph 41)

100. At present the award of fellowships to nationals of a country for training and study within that country is either not practised at all, or in those organizations where this formula exists (e.g. FAO, WHO, WMO, UNESCO and UNICEF) it

is done (excepting UNICEF and WHO) to a limited extent or with certain restrictions.^{16/} It would be desirable to institute or extend this practice, to make it irrespective of a fellow's place of residence in that country and irrespective of whether the fellow would be attending a group course for fellows from other countries or studying alone. In such cases, of course, the stipend would be less than that awarded to a national of another country, being set in each case according to specific circumstances. Financially, this would be less costly than sending a fellow invariably to a distant country.

101. Increased emphasis on group, rather than individual training might also meet some present placement difficulties. But even there, intra-regional training is desirable and feasible. For example, developing countries could locally organize training courses with tailored study programmes specially prepared to meet their particular needs. Such courses could be stationary or mobile, being run for a group of fellows put under the tutorship of consultants or professor from the region or from abroad. (See a FAO example in paragraph 127) This tutor system has the advantage of economy, as well as providing training in the original or familiar cultural setting and consequently one often more relevant to local realities; it also allows the utilization of already trained personnel in the region.

102. Another corrective might consist in arranging in appropriate cases that a fellow during his training in or returning from a developed country should spend a short time in an institution or establishment relevant to his training in a developing country in his own or in a neighbouring region. There he could observe how a sophisticated methodology is applied in a less sophisticated environment; its consequent limitations and how practical difficulties arising therefrom are resolved. In most cases this would entail little or no extra expenditure on travel, but merely a few days' per diem allowance. For example, a fellow from South East Asia or Africa could, on his return journey from Europe or North America, visit Egypt, India, Indonesia, Iran, Japan, Pakistan, Singapore, Thailand or Turkey, where some excellent institutions in various disciplines exist. The Inspector was told that WHO had experimented with this successfully.

103. Some donor organizations have compiled detailed information about existing training facilities in certain developed countries.^{17/} The Inspector is not aware if similar repertoires have been prepared by other organizations and for other developing regions. It would be worthwhile for organizations which have not already done so, to undertake through their regional and country offices and in co-operation with the Governments concerned, a detailed survey of existing training facilities in the various regions and make them available, in the most practical form, also to Member States.

^{16/} FAO, for example, limits this to allowing a national residing in a remote part of a large country to attend a group course organized there for nationals of another country. Generally, where a fellow's place of residence and the location of the training institution coincide, he gets neither stipend, nor per diem; where they do not, the stipend and per diem are reduced.

^{17/} For example, the United Nations Office at Geneva has a compendium of "Information concerning training courses and programmes designed for developing countries" (1975) which is kept up-to-date and has seen up to a tenth edition of 373 pages. It lists the institutions and courses in Europe to which fellows can be

.../...

104. The Inspector found among officials of the United Nations system in the field and among government officials in the countries he visited a genuine desire to make greater use of existing intra-regional training institutions and facilities.^{18/} Indeed, there is now a distinct trend towards intra-regional placement and recently towards placement in the fellow's own country. The Inspector hopes that the above suggestions may contribute to this end.

(6) Fellows' problems in the host country

105. Supervision of the fellow during his period of study or training abroad is the responsibility of the donor organization, in consultation with the project management, and the host institution (acting through a Study Director or Supervisor). Some organizations have appointed Administering Agencies in certain countries. Others use their own regional offices for this purpose. Others still work through a local governmental or semi-governmental institution appointed especially to handle foreign trainees; or through the competent national ministry; or through voluntary associations.

sent and contains a wealth of details about the kind of training, the duration of courses, timetables, etc. OTC in New York does not yet have a compendium but is planning one. UNESCO's Regional Office for Education in Dakar prepared in 1973 a most useful "Directory of Training Institutions in Africa (South of the Sahara)" which lists existing institutions for secondary, post-secondary and university education in that region and which gives detailed information about their objectives and functions; duration of training; degrees awarded (if any); admission requirements, including the deadline for admission requests; the number of students that can be accommodated; lodging facilities; language instruction, etc. A similar Directory is being prepared for the Arab countries and others are planned for Latin America and Asia. UNIDO has a "Guide to Training Opportunities for Industrial Development (PI/50 30 September 1975). Published since 1972 and up-dated annually, this compilation of industrial training opportunities has a circulation of about 4,500 copies and is mailed to, i.e., Governments, UNDP resident representatives, industrial development field advisors, project managements and numerous organizations and institutions in developing countries in charge of, or interested in, industrial training. WMO has also prepared and published a "Compendium of meteorological training facilities" which gives information on institutions providing training in meteorology and related fields in more than 80 countries.

^{18/} In some countries of the Asian region the Inspector visited, local and regional training is being undertaken with success, e.g. in India, the Regional Colleges of Technology had shown excellent results. Iran has sent a group of fellows to Afghanistan, India and Pakistan. Afghanistan has also sent a group of fellows to other Asian countries.

106. The substantive aspects of such in-course supervision (or "monitoring" or "evaluation" - the terminology varies from one organization to the next) will be dealt with in a subsequent section. But the problems encountered by a fellow in a host country may relate not only to his training proper, but to his living conditions and adjustment generally, to an often unfamiliar environment. These have often to be handled and resolved with discretion and involve a good deal of communication between the donor organization, the Administering Agency (if any), the host institution and sometimes the host Government. Much depends on the goodwill, understanding and co-operation of all those concerned.

107. Most fellows proceeding for training abroad are travelling to a foreign country for the first time and problems, emotional and cultural, arise regarding their adjustment to their new environment. These are not so serious in the case of short-term fellowships, especially if the latter are for group training, but where a fellow has to study or train for a degree or a diploma involving more or less prolonged residence alone abroad on a slender fellowship stipend, serious problems may and do sometimes arise. Indeed this can be a traumatic experience. Most fellows confess to a period of mild or acute home-sickness ("culture shock"), which in some cases seriously interferes with their training. Insufficient familiarity with the language of the host country aggravates such problems.

108. A good knowledge of the host country helps the fellow, not only in his actual field of study, but also to speed up this personal adjustment, and widen his outlook generally. Systematically organized pre-departure briefing in his country of origin represents a first step to this end. In several beneficiary countries such briefing sessions are being organized by the national authorities. This should be organized regularly, in collaboration with the embassies of the host countries. The fellows could also be put in contact with other fellows who were trained in and have recently returned from those countries to which they are about to proceed.

109. A fellow arriving in a foreign country for the first time needs in the first place to feel that he is welcome. He wishes not only to understand the ways and mores of the people there, but he equally wants that he himself should be appreciated or at least understood.

110. Apart from the pre-departure briefing referred to above, it seems desirable that a fellow should, on arrival at a reception centre in the host country, be given a short orientation briefing, directed primarily to practical matters affecting his everyday life. This could be organized by the local office of the donor organization or, if there is no such office, by that of another organization on behalf of the donor organization. In a developing country the UNDP Resident Representative could do this. Where an organization has appointed an Administering Agency, the latter could perhaps set up such an orientation exercise as could National Commissions (such as that of UNESCO) or United Nations Associations. In all cases the goodwill and assistance of the Government of the host country would be necessary. Several administering agencies in Europe, including in the Federal Republic of Germany and France, have, at the request of the Fellowship Section of the United Nations Office at Geneva, recently organized such briefings for fellows handled by that office. In some countries Governments have set up unofficial bodies or even clubs which provide welcome and extra-curricular amenities to fellows. These bodies could in appropriate circumstances also be associated with the orientation briefings. The pattern need not be identical in each host country, provided the orientation is adequate.

111. Such orientation briefing would not be very expensive and in so far as it might contribute to enhancing the fellow's capacity to make the best use of his training, would be justified from the cost/benefit point of view.

112. Fellows training abroad have usually to be separated from their families. Where this is for a long period, it adds to the problems of adjustment. The latter need to be considered sympathetically by the beneficiary Government, as well as by the donor organization concerned. There is, of course, the question of potential travel costs of a fellow's spouse and perhaps of other members of his family. However, where the fellowship is for more than one year, consideration might be given in appropriate cases, to (a) providing the fellow with one return-journey ticket for his spouse; or, (b) reimbursing up to 50 per cent of the cost of such a ticket; or (c) home leave (after two years of absence) for holders of long-term fellowships of three years or longer.

(7) Evaluation and Follow-up

113. These expressions, which are often coupled together, do not mean the same thing, even though evaluation is an important part of the follow-up process and vice versa.

114. The word "evaluation" has been used rather generally and unprecisely, sometimes in a narrow and on other occasions in a broad sense. In its narrower sense, it means the monitoring of the various phases of a technical assistance project to ascertain whether it is fulfilling or has fulfilled the immediate purposes and objectives of each such phase. In its broader sense, it means assessing whether it has contributed to the development of the country concerned in the relevant sector, as well as profited by the experience of past projects for improving subsequent ones.

115. Here again there is a tendency to regard the two exercises as synonymous. This is not necessarily so. In theory, a programme or project may have fulfilled its immediate purposes and objectives and yet constitute a failure - because it was not well conceived or integrated with a country's development plan; or because the latter, in its turn, was not sufficiently realistic or integrated with the country's actual economic and social development needs. Moreover, the information obtained through such evaluation may not have been put to proper use in planning future projects (i.e. the "feed-back" problem).

116. Evaluation thus involves several distinct, though closely related, aspects, all of which are susceptible to subjective judgements. The task of an evaluator is to try to reduce the element of subjectiveness to the minimum and to measure and quantify to the maximum extent possible all relevant factors. Over the years, a certain amount of literature has accumulated on the subject. A perusal of some of it gives the impression that the assessment of the results of technical assistance is often attempted in essentially statistical and econometric terms. Important as these are, evaluation involves a large number of complex factors (including human and social imponderables) which are difficult to quantify but which must also be taken into account.

117. The same factors and considerations that apply to the evaluation of technical assistance projects are relevant to that of fellowships. A fellowship programme is efficient when it ensures that at reasonable cost the best available training has been given to the most qualified candidate. The effectiveness of a fellowship is assessed in the light of several factors which may vary with the programme, but which in general bear on the results that can reasonably be expected of the fellow's studies and his utilization of them in the work he does on returning home.

118. It is this latter aspect of evaluation that is best defined as "follow-up". The latter embodies two concepts:

- (i) Keeping track of the career and activities of the fellow after his return home to find whether these permit him to take over, from an outside expert, the responsibilities for which he was trained; handle more complex responsibilities than he did hitherto; train national staff; introduce technological innovation; establish and maintain new services; undertake scientific research and publish reports on activities undertaken, or otherwise apply the expertise required by him to the development of his country in the particular sector in which he received training;^{19/} and
- (ii) Helping the fellow to keep up-to-date with regard to knowledge in his particular field and thus to increase his ability to act as an effective agent of development (i.e. the "continuing training" principle); and to keep in touch with the donor organization and with the country or countries where he underwent training.

^{19/} It goes without saying that if, upon completion of his training, the services of a fellow are lost to a project, then the money spent on him will not have fulfilled the purposes and objectives of the fellowship. The "Brain Drain" problem manifests itself in two ways:

- (i) A returned fellow leaves the Government and takes up employment with a private business concern or corporation, which usually offer much more attractive remuneration; or
- (ii) A fellow takes up more lucrative employment in a foreign country. In both cases, the knowledge and expertise acquired are no longer available to the Government, though in the first case they at least stay within the country; in the second case, they are completely lost to the country.

Out of 60 developing countries that replied to a UNESCO questionnaire on the general subject of the "Brain Drain" in 1974, 47 were affected by the problem, more than half (i.e. 28) severely, especially in certain fields (e.g. medicine). Developing countries are resorting to various measures to curb the outflow of trained qualified personnel - ranging from Government decrees, restrictions on visas, a system of bonds, incentives for jobs on return and regulations to send a percentage of the salary earned to the country, etc. The Inspector was informed in most of the countries visited by him that the "Brain Drain" problem was not very serious in the case of United Nations fellows, since not more than 2 to 4 per cent of these failed to return to Government service or left it after return; and this seems to be confirmed by the findings of most organizations of the system. But small as it may be in the case of United Nations fellows, the shortage of trained personnel in most developing countries is so acute that any loss is bound to slow down their

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119. Many donor organizations are now undertaking earnest efforts to evaluate their fellowships. Mostly, such evaluation takes the form of obtaining "progress" and "final" reports from the fellow and, more rarely, from his supervisor or host institution or his Government, on the basis of questionnaires. Aside from the evaluation of individual or group fellowships, some organizations carry out periodic surveys of all their fellowship programmes, covering several years.

120. There is a considerable variety among organizations in the nature and periodicity of progress and final reports required from a fellow.^{20/} There is also a considerable variety in the periodicity of the follow-up reports. ^{21/}

121. Each organization has worked out its own format for the different types of questionnaires, some being more detailed than others.

122. In addition to reports, some organizations (e.g. FAO, UNIDO and WHO) occasionally have their fellows interviewed by their field representatives during training or after their return home.

123. For obvious reasons, such a process cannot go on forever. With time, both the donor organization and the fellow are likely to lose interest and so far as the organization is concerned, the increase in the number of fellows each year is in itself a limiting factor to the continuation of the follow-up exercise for more than a few years. Indeed, some (e.g. ITU) have given it up altogether.

124. While, as we see, all or most organizations undertake some sort of evaluation of their fellowship programmes, the scope and degree of sophistication and, hence, effectiveness of these exercises varies considerably from one to the other.

development. Re this as it may and since remedial action in this regard is primarily the function of Governments, the Inspector makes no specific recommendations on this subject.

^{20/} For example, IAEA fellows must submit a first report four months after starting their course and then they must report quarterly. ICAO fellows must report once for a training programme six months or less in duration; twice for a training programme six to twelve months in duration; once every six months for a training programme over twelve months in duration; and at the end of the course or semester if the fellow is enrolled to attend a regular course at a Training Centre or a University. FAO's letter of award establishes how frequently reports should be sent: for academic programmes at the end of each quarter or semester, as the case may be; for practical training the reporting pattern is determined by the length of the fellowship. WHO calls for reports every six months. ILO calls for "periodical reports" but does not stipulate a specific periodicity. IAEA, ILO, FAO, UN, UNIDO and WHO all require that their fellows submit final reports, but only IAEA and FAO stipulate that these should be filed within a month of the end of the fellowship. UN fellows must submit theirs merely "before going home".

^{21/} For example, FAO sends out two questionnaires - the first six months, the second one year after the completion of the training. UNIDO sends out a questionnaire one or two years after a fellow's return. WHO calls for a follow-up report one year after the completion of training, this being combined with a statement from the national health administration concerned. WMO addresses an annual questionnaire to returned fellows five years running.

125. For example, evaluation of individual fellowships is virtually non-existent in FAO - allegedly for lack of funds. Indeed, to date, such evaluation seems to have been confined to a one-time 1972 pilot study of fellowships awarded in the field of fisheries during 1965-1971, carried out by EXTRACO.^{22/} The initial findings of this evaluation study showed that FAO's individual fellowship programme did not produce fully satisfactory results. Lack of adequate selection criteria, insufficient analysis of training requirements and facilities, inadequate follow-up, as well as a poorly co-ordinated approach to FAO's training efforts may all have contributed to this.

126. On the other hand, FAO is developing a sophisticated and, as it appears to the Inspector, effective built in evaluation system for group training, which combines the almost contradictory requirements of standardization and flexibility and which follows each individual training activity systematically through all its successive phases - from planning and programming, through in-course monitoring, to follow-up action, with continuous and instant feed-back for possible corrective action. The tools used include such devices as: fellows' "profiles", pre-course questionnaires, daily or subject questionnaires, final questionnaires, session leader's questionnaires, follow-up questionnaires, follow-up surveys among employers and supervisors and interviewer's questionnaires. This evaluation system is applicable to all disciplines - a desirable objective since in the past, each technical unit insisted on its own, the results being difficult to compare and analyse.

127. Since, 80 per cent of FAO's group training programmes are financed from bilateral trust funds, the donor countries have a considerable say in how this money should be spent and they are insisting more and more on continuous evaluation being built into a project.^{23/}

128. Follow-up seminars within the regions, i.e. in the context of local realities (which are, of course, far less costly than study tours for groups of fellows outside the region) are also being increasingly resorted to by FAO to round off a training course. In some cases, the fellows even receive a gift of the equipment required by them in the post for which they have been trained.

^{22/} Among this pilot study's findings:

- Some 50 per cent of the respondents were not satisfied with their contacts with FAO prior to their fellowships; 40 per cent were dissatisfied with these contacts after their return;
- Almost half of the respondents from developing countries stated that they encountered problems upon their return because of deficiencies in their study programme. For the respondents from the Latin American region this percentage, was 75. However, fellows who studied in developing countries had considerably fewer problems than those who trained in developed countries;
- Around one-third declared that they were considering settling abroad permanently if the opportunity arose. (WS/C819)

^{23/} The Inspector was particularly impressed by the example of a Regional Dairy Development and Training Centre for the Near East in Lebanon, a five-year project funded by DANIDA, which involves back-and-forth evaluation every six months and provides for periodic visits to the countries of the region by Danish teams, who give refresher courses.

129. In UNESCO two years after termination of a fellowship, an elaborate questionnaire is sent to the fellow. The information obtained is analysed and both the information and the results of the analysis will be computerized as from 1976.

130. In 1974, UNESCO carried out a small-scale but detailed survey of individual or group fellowships from 1967 onwards under different programmes. The fellows were questioned on the periods before, during and after their training. Of the 1,167 persons questioned, 501 replied. Their period of study had varied between four months and over two years, the majority being of about nine months (or roughly one academic year).^{24/}

131. In order to have an overall picture of the development of the UNESCO fellowship programme, a historical study covering a period of twenty years (1948-1968) was made.

132. Since 1970, beneficiary countries are asked to evaluate the fellowships awarded to them so far by UNESCO (15 such country studies have been completed). Additionally, two host countries (e.g. the United Kingdom and France) have done similar studies, the latter concentrating on group training experience.

133. Since 1970, UNESCO has also prepared "Regional Directories" (in the alphabetical order of countries, according to disciplines) of all fellowships (and for 1971-1972 also of travel grants) awarded by it since 1948 and efforts are being made to keep these directories up-to-date.

134. In UNIDO evaluation of individual fellowships (apart from the routine final and follow-up reports mentioned earlier) has been confined to date to a 1974 follow-up mission to two developing countries to interview former fellows and their supervisors. A second mission is in preparation.

^{24/} Among the more noteworthy findings:

- Although the majority of those replying found that their study programme had been well planned, the percentage of those dissatisfied or who had encountered difficulties (14 per cent) was somewhat high, considering the importance such planning plays in the success of a programme and also that less than 50 per cent had replied.
- The institutions, programmes and the level of studies selected were appreciated by over 80 per cent, the dissenting views relating to: not enough practical or field work or individual or group discussions; inadequate advance information; too heavy work load; language problems; difficulties in adapting to new teaching methods. About half the replies complained about the period of study being too short (i.e. to gain a degree or diploma);
- Over 80 per cent had been able, on their return, to fulfil the expectations raised by the fellowship;
- Well over 50 per cent claimed they had proposed innovations in their work (though to what extent their suggestions had been adopted was not clear);
- Nearly one-third had published books or articles on the subject of their studies.

135. On the other hand, in UNIDO's In-plant Group Training Programmes evaluation is a build-in element which is the responsibility of the host institution. At the close of each programme either the Project Co-ordinator or a UNIDO staff member evaluates it by having the participants complete an end-programme evaluation questionnaire and by group and/or individual discussions with participants. After one to two years, former participants are requested to complete a follow-up questionnaire with special emphasis on the multiplier effect.

136. A more complete indication is obtained through follow-up missions to selected countries (five to date), information obtained through individual interviews with the former participant, his direct supervisor/employer and with Government officials in the country visited.

137. The outcome of these evaluations are fed back programme by programme in discussions with individual training directors and have resulted in redefining several repeated programmes. The findings of these evaluations exercises are also discussed in meetings of all training directors, which are convened every second year.

138. In addition to its systematic evaluation of fellowships on the basis of questionnaires and personal interviews, approximately every five years WHO's regional offices undertake a random sampling of fellows to check the questionnaire reports against additional personal interviews. Though the criteria are the same, the mechanics of these samplings differ so that the results are not always comparable.^{25/}

^{25/} For example, a 1960 evaluation of fellowships awarded by the Eastern Mediterranean Regional Office in Alexandria showed, i.a. that:

- The effects on both fellows and their countries were exceptional, striking or very satisfactory in 5 per cent;
- 49 per cent had a satisfactory to modest effect on both fellows and their countries;
- There was no effect in 5 per cent, and the effect on fellows and countries was doubtful in 4 per cent;
- In 8 per cent the efforts of the fellow were satisfactory but utilization by Governments was not appropriate;
- The utilization of the fellows was unknown in 7 per cent.

According to the Brazzaville Regional Office's 1969 review of the Fellowship Programme from 1959-1968 in Africa, an analysis of 105 final reports of fellows showed that 74.3 per cent expressed satisfaction with the study followed; 5 per cent were dissatisfied and 20.7 per cent were uncertain.

- An analysis of the 132 six-month follow-up reports showed that 82.7 per cent of the fellows occupied posts related to their study; 7.8 per cent were not satisfied and 9.5 per cent had not been employed after their return.
- Of 100 two-year follow-up reports received from Governments, 58 per cent were satisfied with the services rendered by the former fellows; 7 per cent

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139. WHO has over the last 15 years also undertaken several systematic organization-wide reviews and evaluations of fellowships. In 1959 it had appointed a study group to this end. Its report has guided the methodology followed throughout the organization for the evaluation of fellowships ever since. The last such organization-wide review was in 1968. It found that about 60 per cent of fellowships could be classed as successes, 4-5 per cent as failures and 35 per cent either as partial successes or impossible to classify.^{26/} The major reasons for classifying as "partial success" or "impossible to classify" were the failure of the fellow's own Government to employ him in a way which made use of his new knowledge, or failure to complete the two year follow-up questionnaire. If a fellow did not return home, the fellowship was classed as a failure, however well he may have done in his studies.

140. To the Inspector's knowledge, the only system-wide evaluation of training programmes was the earlier-mentioned review undertaken by UNDP in 1968. This study, which was based on individual contributions by the different organizations, related, however, to fellowships only indirectly, being addressed essentially to "conference-type" training programmes (i.e. seminars, study tours, training courses, etc.)

141. The various evaluation exercises mentioned above are, needless to say, to be welcomed and it is to be hoped that with experience still more effective methods will be evolved. But one cannot help being struck by the lack of a precise common definition of what the evaluators have been searching for, with the result that the conclusions, though no doubt interesting and even useful, do not seem to converge on

were not making proper use of their fellows; 7 per cent had no comments and 28 per cent provided comments which were inadequate or unrelated to the questionnaire.

A 1969 "Analysis of the Utilization of Former Fellowship" by the Regional Office for South-East Asia in Manilla produced the following results:

- 91 per cent of the fellows worked in fields within the subject of their fellowships;
- 80 per cent were engaged in training activities;
- 63 per cent had given conferences and imported their new knowledge through articles in medical journals;
- 63 per cent had introduced new methods;
- 57 per cent had assumed better responsibilities;
- 46 per cent established new services;
- 28 per cent were engaged in research;
- 12 per cent had been on international assignments.

^{26/} For the European region the success rate was as high as 75 per cent, because of more sophisticated evaluation methods.

pre-determined objectives. Neither is it clear to what extent these conclusions affect the re-examination of on-going fellowships or the programming of new ones. In this connexion, the Inspector wishes, to make a number of specific comments and suggestions.

142. As the diagram on page 10 shows, evaluation is an area in which the interests of the beneficiary country, the host country, the donor organization and the fellow overlap and coalesce. The beneficiary country is obviously vitally interested in ascertaining whether and to what extent a given fellowship has benefited its development. The host's interest is to know how the facilities granted to the fellow, which would otherwise have been available to its own trainees, have been made use of, and whether and to what extent it has been able to help the beneficiary country in its development. The donor organization wishes to be assured that the fellow has received the training designed for him, that the expenditure incurred has had a favourable cost-benefit ratio and that the experience gained with one project can benefit others. Lastly, the fellow wishes to be sure that he has received the best training envisaged for him, which can then be put to use for the development of his country and for the advancement of his own career prospects.

143. Failure to bring into effect close co-operation among all four partners has long stood in the way of meaningful and reliable evaluation. The traditional approach seems to have been that evaluation was principally or even solely the responsibility of the donor organization; the involvement of the beneficiary and host Governments and institutions tending to be minimal. Moreover, in the organizations themselves evaluation was long regarded largely as a one-time exercise, to be conducted during the course of the project or upon its completion, or at both stages, but with no follow-up action thereafter. Only recently has a longer term and more realistic view begun to be taken, it being now increasingly realized that evaluation should ideally be built into a project from start to finish and that it must necessarily comprise the monitoring of the intermediate processes, inputs and results, as well as of the follow-up measures taken once it is completed.

144. In other words, evaluation should cover the entire span of a fellowship programme, beginning with the announcement of a fellowship or its inclusion in a project and continuing until some time after the fellow's return. The sources of such evaluation should be reports from or interviews with the fellow himself, his Government, his immediate work supervisor, the project head (if any), his academic supervisors, the Administering Agency and its advisers (if any) and the organizations' own administrators and experts. Moreover, it should obviously relate closely to the programming objectives, since it is of no importance whether the machinery works smoothly and efficiently, the fellows are satisfied or not, or that x numbers of fellow from y different countries are trained if the programme itself was poorly conceived.

145. Such built in evaluation of a fellowship programme should take place at the following four stages:

- (a) Evaluation of the original concept of the training component of the project as related to the latter;

- (b) Evaluation of the procedures preceding the start of the fellow's training^{26/}:
- objectives of the award
 - requirements and standards
 - selection criteria including (i) technical background experience and post held; (ii) language of instruction; (iii) health; (iv) personality.
- (c) Evaluation of the fellow's progress during his training:
- place of study (in home country, within region or elsewhere);
 - the study programme, its timing, duration, appropriateness and completion;
 - the adequacy of arrangements for travel, type of accommodation and stipends.
- (d) Evaluation of the end results of such training and follow-up.^{27/}

The totality of the information thus obtained will not only permit the assessment of the end result of the programme, but also enable the various partners to apply, if necessary, correctives in mid-stream and, perhaps, improve planning and programming of fellowships in the future, generally.

146. The first two stages should include also an element of follow-up work, since the future utilization of the experience gained by a fellow about to start training is not something to be merely hoped for, but is an integral aspect - and the principal purpose - of such training and has to be carefully planned for in advance.

147. In-course evaluation of a fellowship programme should be continuous, permitting the programme to respond to the dynamics of the situation. For this purpose it is necessary to send a fellow a "progress" questionnaire covering every six-months period of his training, as well as an "exit" questionnaire, on the basis of which he will draw up his final report. Such an "exit" questionnaire suffices if the training course is short.

148. Primary responsibility for evaluation at this stage rests with the donor organization, in co-operation with the Administering Agency, (if any) the study supervisor or director of the fellow and the host institution. Some host Governments take a great deal of interest in the purpose of their foreign students and have set up their own monitoring or evaluation systems. In such cases, close co-operation of the donor organization with the host Government is, of course, essential.

149. One of the main reasons why follow-up evaluation is supposed to be often disappointing, is the sometimes indifferent response of the fellows themselves and, of beneficiary Governments to the organizations' enquiries. While responsibility for follow-up rests primarily, of course, with Governments, donor organizations should intensify their efforts to this end and UNDP resident

^{26/} According to the criteria described in paragraph 41.

^{27/} According to the criteria described in paragraph 118.

representatives should be utilized more effectively in the systematic collection of information on and assessment of fellowship results. To this end, two follow-up questionnaires should be sent to all returned fellows, the first one year after their return, the second during the four years that follow and the results should be evaluated and, whenever possible, computerized (for an example of such a system in UNIDO see paragraph 169, footnote 30).

150. At present, except in WHO, follow-up questionnaires are sent as a rule to returned fellows only. The Inspector has examined a large number of their answers. Usually these are couched in very general terms (e.g. "I find my training useful in my job", "I have been able to effect improvements", etc.) and do not spell out in detail the way in which the fellow is applying his newly acquired knowledge to his work, the difficulties encountered, how they were resolved, etc. Moreover, the answers contain the fellows' own estimate of what they are doing and how useful their work is, which, in the very nature of things, cannot be altogether objective. It seems necessary to send a copy of the follow-up questionnaire, also to the appropriate Government office, project management or work supervision for a "second opinion".

151. It seems to the Inspector, however, that follow-up evaluation based on questionnaires should be supplemented in groups of countries as and when appropriate and, cost allowing, by personal interviews with returned fellows and their work supervisors or project managers by small evaluation teams that would include representatives of the donor organizations, of the beneficiary Government and of outside experts within and/or outside the country. The UNDP resident representatives should be associated with this exercise.

152. While a certain necessary degree of flexibility must be maintained in this as elsewhere, the whole question of evaluation needs to be treated not piecemeal by different organizations but on a system-wide basis, with a greater measure of standardization, both with regard to the objectives and nature of the enquiries, the manner of conducting them, the type of information sought and the format of the questionnaires used. To this end, carefully prepared standard evaluation and follow-up questionnaires should be devised for all organizations of the United Nations system. These questionnaires should relate in particular to the questions indicated in paragraphs 118 and 145 above. To the standard form each organization would, of course, be free to add specific questions relevant to its sector and to the type of training received by the fellow. Perhaps the ACC Sub-Committee on Education and Training could take the initiative in this regard.

153. There is serious danger of a returned fellow sinking into the daily routine of his job and losing touch with advances in his particular field of knowledge and expertise. To remedy this, it is suggested that provision of funds should be made to:

- supply selected fellows for a period of up to three years with scientific and technical publications which would enable them to keep in touch with the most recent developments in their field; and
- organize refresher courses at a single location for returned fellows from a group of countries. Such courses could be given by a mobile team of experts in a given sector, which would be less expensive than the award of individual refresher course fellowships.

154. In addition where a fellow has been trained in the use of highly sophisticated or special equipment which will also need to be used in the project to which he is returning but is not available in his home country, provision should be made in the project budget for the supply of such equipment.

155. The above pre-supposes the existence of repertories or directories of fellows with annually updated information. Such repertories or directories are at present not maintained in the offices of the UNDP Resident Representatives or in the country/area/regional offices of donor organizations. Indeed, only two headquarters offices (i.e. UNESCO and UNIDO) appear to have compiled a Directory of Fellows or the like.^{28/} Admittedly, the maintenance of such updated reference lists is no easy task, but it is suggested that the above-mentioned offices should make an effort to this end.

156. As the Inspector has shown, most donor organizations are engaged in in-project or post-project fellowship evaluation (or both) of some form or another. But it is not clear whether and to what extent the lessons and conclusions derived therefrom have been used by organizations or Governments to take remedial action. This is especially true of individual fellowships which, in most organizations, are more loosely monitored than study groups (if they are monitored at all). The Inspector believes that aside from systematic, built in evaluation along the lines suggested above, it is most important that there be adequate, timely and effective feedback of the results of such evaluation into on-going or planned programmes, so as to ensure, whenever necessary, appropriate remedial action (for two examples of a computerized information retrieval system - in UNESCO and UNIDO - see paragraphs 129, 169 and footnote 30).

157. Many of the suggestions made above are by no means novel. Nor should they be costly, since in most cases they involve merely the improvement of existing management procedures rather than the introduction of new ones. The Inspector hopes, however, that his suggestions may encourage the organizations of the system to engage, systematically, in closer consultations so as to take greater advantage of each other's experience.

^{28/} See paragraph 133 for UNESCO's regional Directories. UNIDO has the following individual fellow registers in operation: (a) A computer listing of all UNIDO individual fellows since 1973; and (b) A manual record of all individual fellows who have completed their training programme, which in turn is computerized for the purpose of sending UNIDO information to the ex-fellows, locating these for evaluation surveys or missions and other follow-up activities. The Inspector was informed that a monthly list of all fellows handled by the United Nations Office at Geneva, who are completing their studies in Europe, is available and circulated to United Nations Headquarters as well as the agencies serviced by the Geneva Fellowship Section; it could apparently be compiled into a directory with little additional work.

(8) Organizational structures at offices responsible for fellowships

158. In view of what has been said earlier about the importance of good planning and efficient and expeditious administration of fellowships, it is necessary that headquarters offices of donor organizations (or their regional offices, where fellowships are decentralized), as well as the host countries, should have adequate and efficient organizational structures and arrangements.

159. At present the organizational structures and arrangements at the headquarters or regional offices responsible for fellowships differ, depending on the donor organization's size, the number of fellowships it handles and its internal administrative structures, generally.

160. Although in all donor organizations the substantive content of fellowships programmes is invariably the responsibility of the competent technical units, only a few organizations have a special unit that deals with or co-ordinates all or virtually all aspects of a fellowship programme (i.e. planning, contacts with Governments, selection, appointment, placement, substantive supervision, evaluation, follow-up and administration proper).^{29/} This is the case, for example, with IAEA's Training Section, which operates under the Deputy Director-General for Technical Assistance; of IMCO's Fellowship Office in the Technical Co-operation Division and of UNESCO's Fellowship Division.

161. In other organizations, the various operations are split up between two or more offices. For example, at ICAO policy matters are dealt with by the Personnel Licensing and Training Practices Section of the Air Navigation Bureau; but execution of training is handled by the Field Training Section of the Technical Assistance Bureau. Apart from its own fellowships and the Educational and Training programme for Southern Africa (UNETPSA), the United Nations Office of Technical Co-operation (OTC) in New York also handles UNCTAD and UNIDO fellowships in the United States of America and Canada (placement in Europe - except for IMCO - being handled by the United Nations Office at Geneva). For projects executed by UNDP, approval of candidates and their evaluation is done by the Office for Projects Execution; but execution is entrusted to outside specialized firms, institutions or organizations. In UNIDO, overall training concepts, evaluation and country training projects are the responsibility of the Industrial Training Section in the Industrial Services and Institutions Division; placement is done (depending on the region) by United Nations/OTC in New York, the United Nations Office at Geneva or by UNIDO itself via UNDP or other regional or country offices of the system; while the administrative work is handled by the Section for Inter-regional Projects and Fellowships in the Technical Co-operation Division. In WMO, the Fellowship Branch in the Planning and Co-ordination Division of the

^{29/} Depending on the organization, the word "administration" is used either in the generic sense, i.e. to describe a given secretariat; or in the narrower sense, i.e. of "administrative management", as opposed to "substantive" work. For the purpose of this study, the Inspector uses it in the latter sense, i.e. as meaning the various administrative and financial operations involved in handling a given fellowship, as opposed to substantive planning, programming and evaluation.

Technical Co-operation Department normally handles all administrative matters, from placement to completion of fellowships, through the offices of the Permanent Representatives with WMO of the host countries concerned (who are usually the Directors of the National Service responsible for meteorological matters), while the Education and Training Co-ordination Division in the Education, Training and Research Department evaluates programmes and advises the Fellowships Branch. In ILO, the various functions are still more widely scattered, fellowships being administered by and large by the various units responsible for individual technical assistance projects, while the Bureau for Co-ordination of Operational Activities deals with the general administration and co-ordination of individual fellowships included in such projects. Lastly, the International Centre for Advanced Technical and Vocational Training in Turin manages all aspects of the programmes it hosts. FAO's likewise scattered arrangements will be described in detail later.

162. In the smaller organizations, which deal with specialized technical disciplines, the organizational problems are not great. In the larger organizations, however, where training involves various disciplines and sub-disciplines and the number of fellowships is very large, the internal arrangements for their handling pose many problems.

163. Where the administration of fellowships is not decentralized, the structures and arrangements at headquarters offices should be such as to enable them to give policy guidance, lay down norms and standards, place the fellow, monitor the various stages of the implementation of a fellowship, undertake follow-up action and play a co-ordinating role, both within the donor organization itself and between it and other organizations of the system.

164. In the field, in the event of the decentralization of fellowships (as suggested in section 10 below), the roles of the regional and field offices and/of the project management (where applicable) become crucial. In such cases, those to whom authority has been decentralized should be so equipped as to be able to undertake both substantive and administrative responsibilities, in close consultation and co-operation with the Governments concerned.

165. Lastly arrangements in the host country should be such as to enable the donor organization to monitor the fellow's progress, ensure that he receives in good time the necessary financial support, guide and advise him from time to time in the solution of possible problems, etc.

166. Effective organizational arrangements at offices responsible for fellowships (be these centralized or decentralized) must, generally speaking, be predicated on the following:

- (a) Substantive planning, programming, evaluation and follow-up cannot, and should not, be dissociated from the administration of fellowships. They are complementary and a feedback from one to the other is necessary. Indeed, the better the liaison between the substantive and administering units, the more satisfactory will be the implementation of the fellowship;

- (b) Administrative arrangements should be handled by a single consolidated unit;
- (c) Effective arrangements should exist for intra-secretariat co-operation between the various units and services concerned;
- (d) Effective arrangements should also exist for co-operation between the secretariats of the various organizations of the system.

167. As has been shown, not all donor organizations seem to have recognized the validity of the above propositions; the various processes involved are often still dispersed between two or several units; and internal co-ordination is still weak in most organizations. This necessarily delays or impedes, in all too many cases, the implementation of fellowship programmes.

168. A noteworthy example of well co-ordinated administration is UNESCO's Fellowship Division, which administers all UNESCO fellowships in the different disciplines, irrespective of their source of funding. This is done through two operational units of the Division (for Asia/Arab States/Europe and for Latin America/Africa), helped by the Central Administration Unit's computer. The Division's Finance Unit takes care of travel, stipends, other allowances, etc. On receipt of a candidate's dossier from a Member State, the competent operational unit of the Division sends it to programme specialists (of the discipline in question) to assess the nominee and the potential host institutions. In collaboration with the operational unit, the programme specialists also evaluate the final report of the fellow, such evaluation being then submitted to both the fellow and the beneficiary Government.

169. An interesting feature of UNESCO's management of fellowships is that some operations are already treated with the help of a computer, while others are intended to be so treated. The computer is to be programmed to include data on fellowship from its announcement (or inclusion in a project) to the evaluation of its results.^{30/}

170. To co-ordinate the work of the Fellowship Division with that of the substantive units in charge of the various projects, UNESCO had since 1972 an Intra-sectoral Co-ordinating Committee on Training Abroad. The latter consisted of representatives of the various programme sectors and of all other interested services and was authorized to set up ad hoc committees on specific subjects. The minutes of the meetings show that this Committee had an important role. Apart from serving as a forum for an exchange of views on various aspects of training, including types and content of programmes, and identifying and tackling concrete problems arising in the implementation of fellowships, particularly their low rate of implementation, it was intended to be an instrument for bringing about internal

^{30/} In 1973 UNIDO launched a computerized individual fellowships operation and information retrieval system which became fully operational in 1974. This includes a system of specially designed forms for day-to-day administration which at the same time provides in put data for the computer. From this information base, UNIDO can obtain not only information on the current status of fellowships operation, but also information for statistical and follow-up purposes.

co-ordination between the different bodies of the secretariat, as well as external co-ordination with the other organizations of the system. The Inspector understands that as a consequence of changes in the structure of UNESCO's secretariat, which came into force on 1 July 1975, a new Sector for Co-operation for Development and External Relations is now responsible for this co-ordination. A Co-ordination Committee for Operational Activities will continue to perform the tasks previously performed by the inter-sectoral Co-ordinating Committee.

171. In FAO, most functions concerning individual fellowships are exercised by the Fellowships Group in the Agricultural Operations Division, but the co-ordination and evaluation of the entire Group Training Programme (of which 90 per cent are financed by Government Co-operative Programmes and other trust funds) are done by the External Training Co-ordination Unit (EXTRACO) with the substantive co-operation of the Technical Units concerned.

172. An Inter-Divisional Working Group on Agricultural Education and Training (IDWG) was set up a few years ago to formulate policies and actions of mutual interest to the various departments in the broad area of agricultural education, extension and training. It meets several times a year. The Inspector has seen some of its minutes and he has the impression that its responsibilities are fewer and its effectiveness less than is the case with its UNESCO counterpart. In principle, the technical divisions decide the content of the training programmes, while the above Group (if asked) may suggest the type of training. But the Inspector was told that due to the pressure of time, often not even the technical divisions were consulted, let alone the Group, especially if the training project was well presented.

173. Generally speaking and taking all the above factors into consideration, the most suitable arrangement would appear to be that the administration of fellowships at headquarters or regional offices (as the case may be) should be entrusted to a single consolidated unit, with overall responsibility for: placement of fellows, the supervision of their training, evaluation, follow-up, administration proper, etc. This unit, needless to say, should act in close consultation and co-operation with the substantive services responsible for the content of a given fellowship programme, which should keep it fully informed of the progress of the project of which the fellowship is a component (if any). For its part, the administering unit should keep the substantive services concerned fully informed of the fellowship implementation. Appropriate instructions to this effect should be incorporated in the organization's manual on fellowships. The head of this unit should be preferably someone who has had field experience in technical assistance, as well as experience in the substantive planning of fellowships.

174. Moreover, since in practice, co-ordination and consultation between the various services concerned with fellowships are not equally effective in all organizations, the Inspector believes that co-ordination committees similar to that of UNESCO should be set up in the larger organizations of the United Nations system.

(9) Administering Agencies

175. In a number of countries, some of the larger donor organizations have appointed an "Administering Agency" designated by the host Government, whose main task it is to service fellows and assist them during their stay. Among their functions: they place fellows in appropriate institutions or organize observation visits for them; receive them on arrival; follow the progress of their studies after providing them, when necessary, with the assistance of a study director; make payments to them on behalf of the donor organization; help them overcome any problems that may arise from their having to reside in a foreign country and adapt to the local way of life, and organize cultural and social activities for their benefit. Finally, the Administering Agency, in consultation with the fellows, sends the donor organization the required progress reports on their studies and on how they are adapting to their living and working conditions. They also send a short report once the fellows have completed their studies. Payment is made to some Administering Agencies, usually at a fixed rate per fellow.^{31/}

176. In other countries, these tasks are performed either by local offices of the donor organization (e.g. FAO's Liaison Office in Washington): or by UNDP's resident representatives; or by a governmental department (e.g. Department of Agriculture, Washington, D.C., United States of America, for FAO; the Netherlands Bureau for International Technical Assistance, Ministry of Foreign Affairs, The Hague, Netherlands) or by a governmental or even non-governmental but government-supported institution (e.g. International Training, Foreign Development Division, ERS, Washington, United States of America; British Council, London, United Kingdom; Agence pour la Coopération Technique, Industrielle et Economique (ACTIM), Paris, France; Deutscher Akademischer Austauschdienst (DAAD), Bonn-Bad/Godesberg, and Carl Duisberg Gesellschaft (CDG), Cologne, FRG; Canadian International Development Agency (CIDA), Ottawa, Canada; Swedish Institute, Stockholm, Sweden, etc.): or by national commissions (in the case of UNESCO).

177. The Inspector has been told that Administering Agencies provide valuable services, although it appears that a lot depends also on the initiative and interest shown by the host institutions. Nevertheless, he considers that much can be done to reduce the cost of such services, all the more so since the organizations employing such agencies spend additional large sums on fellowship administration staff at their headquarters or regional offices.

^{31/} For example, UNESCO pays to the six Administering Agencies, with which it has concluded agreements, a fee from \$50 to \$975 per fellow annually. True, steps have been taken to reduce progressively such expenses, with a view to their complete elimination in the coming years. The General Conference at its eighteenth session voted for this purpose a budget of \$294,000 which is equivalent to about half the total fees which would have been paid if the rates of the previous years had been maintained. The General Conference also clearly indicated its wish that UNESCO fellows should be administered in host countries without adding to the overhead expenses of national agencies.

178. Among the alternatives that might be explored:

- Host Governments might agree (as they have in many countries) to provide such services free of charge, through a body set up or subsidized by them;
- The donor organization itself, through its local offices or through those of a sister organization (including UNDP's resident representatives) might assume these functions (although this would only be feasible if the number of fellows was not too large);
- Other bodies (e.g. the UNESCO national commissions, the national United Nations associations) might do this.

179. It might also be possible to have, in some host countries, an Administering Agency which would serve all organizations of the system (as is the case with the British Council in the United Kingdom). The common use in a given country of a single Administering Agency by all the organizations of the system would reduce headquarters' costs in what the Inspector considers to be a greater amount than the operating cost of the Agency itself.

180. If the proposals on decentralization in Section 10 below were accepted, the role of Administering Agencies (or their equivalents) would become more important, but perhaps also more complex since they would be in contact not with one headquarters, but with many field offices or project managements. At least at the start of decentralization, therefore, there are bound to be errors and difficulties which the Agencies will have to resolve.

(10) Decentralization of Responsibility for Fellowships

181. While in a matter as important as training the headquarters offices of the various donor organizations must establish and enforce policies, standards and procedures and maintain overall control, the Inspector believes that there is considerable room for further decentralization of fellowships in most organizations, headquarters offices assuming increasingly the role of adviser rather than direct supervisor. Indeed, experience has shown that while it does expose the organization to certain risks inherent in all decentralized operations, it is both more economical and more efficient. Moreover, even these risks can be minimized through an effective system of built in evaluation and feedback and provided that the policies, standards and procedures are well understood by those to whom authority is delegated.

182. As already mentioned, WHO has delegated practically the entire administration of fellowships to its regional offices (even each country office has now a Fellowship Officer) with what the Inspector understands to be a resulting increased efficiency, fewer delayed programmes and reduced costs. ILO has also successfully implemented a more limited decentralization of fellowships in the Asian Region to its Regional Office in Bangkok.

183. In organizations such as FAO and UNESCO, where there has not been much decentralization, the Inspector has come across instances of considerable delay. Regional offices have been brought into the initial processes in the beneficiary country in a peripheral way, without their responsibilities being sufficiently specified. Nor are UNDP's resident representatives called upon unless there is some major problem. In one case in Thailand that came to the attention of the Inspector, UNESCO headquarters sent letters to the UNDP Resident Representative in connexion with certain fellowships, forwarding a copy to the head of its Regional Office (who is also its country representative there); in connexion with the same fellowships it also sometimes wrote to its Regional Office directly, with a copy to the Resident Representative. As a result, a quadrilateral correspondence developed, with the Resident Representative and Regional Office each addressing a number of letters to the Government concerned on one and the same matter and keeping one another and headquarters informed, and it took nine or 10 months before nomination forms were received.

184. It seems to the Inspector that time would be saved if a headquarters (or regional) office used a single channel of communication with Governments on the subject of fellowships. Where an organization has no country, area or regional representative or has a regional or area office but no country office, UNDP resident representatives should normally be the channel of communication. Where an organization has a country representative, the latter should have such responsibility. In all cases, of course, the UNDP Resident Representative should be kept informed and consulted and his good offices sought in resolving any difficulties. It may be noted that in the case of FAO, which is among the largest donors of fellowships, the UNDP Resident Representative would, in effect, be responsible at the country level, since the FAO Country Representative is a part of the latter's office.

185. Where there is as yet no decentralization of fellowship programmes to the field, the Regional Office, or Regional Representative of a donor organization should be involved much more closely in the implementation of regional fellowship programmes. The latter are well placed to have a detailed knowledge of the training needs of the countries of the region and to play a co-ordinating role in training policies and programmes.

186. The Inspector notes that in April 1975 an ILO/UNDP Task Force on Procedures and Practices affecting Project Implementation came out strongly in favour of decentralizing "maximum authority" to the chief technical advisers (CTA's) or project managers, such "maximum delegation" being interpreted to mean: (a) the delegation would be of authority to take decisions; not merely to implement decisions already taken elsewhere; (b) there should be such delegation unless it was demonstrably impossible to do so without incurring grave risks; and (c) in case of doubt regarding (b), the benefit of that doubt should go to delegation. Specifically in the case of fellowships, the CTA (or PM) would have full authority to: (a) select fellows; (b) determine the timetable with Governments; (c) propose the programme of study and host institution; and (d) handle monitoring of fellows (progress reports and final report). These suggestions have been approved by the Director-General, and a general ILO circular containing instructions based on these suggestions has been issued and took effect on 1 January 1976.

187. As mentioned, fellowship programmes are of two types: those that are components of larger projects - the majority - and those that stand on their own, irrespective of their source of funding. As regards the latter type, which are usually planned and formulated and sometimes conceived at the headquarters of donor organizations, the working out of the details of the programmes and the necessary administrative arrangements must necessarily remain with headquarters offices who should negotiate with both beneficiary and host Governments either directly or through their country representatives or UNDP's resident representatives.^{32/}

188. As regards fellowships which are a component of larger projects, a substantial measure of responsibility should be delegated to the field. Such delegation of authority could assume one of the following patterns:

- (a) Complete decentralization from headquarters to regional offices (as in WHO); or
- (b) A large measure of decentralization (as in the case of the ILO's decentralized Regional Office for Asia in Bangkok); or
- (c) Decentralization of responsibility to the project management and to the organizations' area and country offices or to the resident representatives of UNDP.

In regard to (a) and (b) above, regional offices need to have an appropriate complement of technical services, including programme officers, who could undertake, *i.e.*, the substantive planning and programming of fellowships. Such delegation of responsibility for fellowships must go hand in hand with and indeed form a part of the decentralization of operational responsibilities, generally, from headquarters to Regional Offices.^{33/} For (c) above, the main requirement is to first establish simple and clear procedures and then to fully brief CTA's (or project managers) on these procedures and on their additional responsibilities.

189. As regards costs, the Inspector believes that the additional responsibilities delegated to the CTA's (or project managers) and the resident representatives can be absorbed by them with their existing staffs. In fact, because the project managements would make and implement most decisions on the spot without lengthy and time-consuming consultations with headquarters, the staff time required might be less in the field than under present arrangements. On the other hand, this should result in a reduction of headquarters costs.

190. The following chart suggests what might be the redistribution of functions and responsibilities in regard to decentralized fellowships which are components of UNDP projects and for projects funded by other programmes (e.g. Funds-in-trust; IBRD Go-operative Programme, etc.) Those marked with an asterisk are subject to final acceptance and approval by a headquarters or Regional Office as appropriate:

^{32/} WHO maintains that even this type of fellowship are also best handled regionally.

^{33/} The decentralization of a large measure of operational responsibilities has been recommended in JIU/REP/75/5 on "Decentralization of the Economic, Social and related Activities and the Strengthening of the Regional Economic Commissions" and in JIU/REP/75/2 on "Regional Structures of the United Nations System".

Functions		Responsibility of		
		Administrative	Government	Donor organization Headquarters Field
Substantive				Fellow
<p><u>A. Programme Preparation and Formulation</u></p>				
1. *Initial planning (preparation of training component of project document or equivalent).	Beneficiary Government	Headquarters Office	Resident Representative Project Management	
2. Selection of fellow, (including announcement of award, negotiations, interview of candidates, choice of successful candidate).	<u>idem.</u>		<u>idem.</u>	
3. Approval of the candidate on behalf of the donor organization.			<u>idem.</u>	
<p><u>B. Programme Implementation</u></p>				
4. Preparation of the detailed study programme (identifying the "gap" between selected fellow's knowledge and experience and those he should have to carry out his task; deciding the method and duration of training; selecting the host institution) in the light of previous evaluated programmes and including a projection of follow-up action.	Beneficiary Government, Administering Agency in host country (or equivalent), Host institution		<u>idem.</u>	Fellow participates
5. Pre-departure language training.	Beneficiary Government		<u>idem.</u>	

Functions		Responsibility of		
		Government	Donor organization	Fellow
Substantive	Administrative	Headquarters	Field	
6. Pre-departure briefing	7. Payment of language tuition fees	<u>idem.</u> (with host country embassy?)	<u>idem.</u>	Participates
	8. Pre-departure administrative arrangements (medical examination, visas, tickets, advance payments, payment of stipends for less than 3 months, etc.)	<u>idem.</u>	Resident Representative, Project Management	
9. Briefing on arrival in host country	10. Material arrangements (registration, housing, payment of stipends or per diem, etc.)	Administering Agency (or equivalent), Host institution	Country office of donor organization or other organization of system	<u>idem.</u>
	11. Solving of problems during training	<u>idem.</u>	<u>idem.</u>	<u>idem.</u>

(11) Other Issues

(a) Inter-secretariat co-ordination

191. Though fellowships as an important means of training have existed for over a quarter of a century, system-wide co-ordination on this subject is by and large still surprisingly poor. Each donor organization has tended to deal with fellowships in the context of its own concepts and of the requirements of its sector; there has been no serious effort to develop system-wide methodology and procedures; and there has not been much pooling of experience with a view to finding common solutions to common problems. Before 1960, when fellowships were financed mainly from the regular budgets of the organizations and only partly by the Expanded Programme of Technical Assistance (EPTA), this was to some extent understandable; but the situation seems to have largely persisted even after the creation of UNDP and the taking over of the financing of the bulk of United Nations fellowships by the latter.

192. In the 1950s there existed under the aegis of the ACC a Technical Working Group on Fellowships, made up of the fellowship officers of the various donor organizations, which met at least once a year to discuss the common problems encountered in the programming and administration of fellowships. In the 1960's the ACC Subcommittee on Education and Training was set up. This Subcommittee continued until 1966, when it was transformed into the Subcommittee on Human Resources. The latter's performance (it mainly concerned itself with the "Brain Drain") did not come up to expectations and in 1973 ACC re-established the Subcommittee on Education and Training. The latter held its second session in February 1974; on that occasion the above-mentioned Technical Working Group on Fellowships also reconvened. The Inspector understands that this exercise was disappointing, partly due to the fact that some of those present were reluctant or in no position to take even technical decisions.

193. A perusal of the report of this session shows that: (a) the Subcommittee covers a broad, perhaps too broad spectrum, ranging from "Co-ordination in the field of education and training, including policy formulation and questions related to the development of an educational strategy and the adoption of global conceptions of education and training" to "Educational Technology" and the "Brain Drain"; (b) arising perhaps from the very nature of the Subcommittee's terms of reference, it deals with larger questions of policy in the field of planning and programming and inter-agency co-ordination, rather than with matters of detail requiring administrative co-ordination; and (c) the conjunction of "education" with "training" perhaps inevitably leads to greater attention being paid to the former than to the latter.

194. As agricultural education and training covers an area of work that is of major interest to other organizations of the system and in order to minimize possible overlap and duplication, the Directors-General of UNESCO, FAO and ILO formally requested the formation of an Inter-Secretariat Working Group on Agricultural Education and Training (ISWG). This group is composed of representatives of: UNESCO's Division of Education for Rural Development, FAO's Agricultural Education, Extension and Rural Youth Service, and ILO's Vocational Training and Guidance

Branch. Regular meetings are held once each year at different headquarters. Representatives from other units of the host secretariat and from other donor organizations are invited to participate in discussions on matters of mutual interest. UNDP sends observers. Reports are circulated to all interested parties, including field offices. This Group, despite some teething troubles, has helped in mutual information and co-ordination of policies and programmes in its specific field. In particular, it has helped smooth over the difficulties arising from the overlapping jurisdiction of the three organizations in these areas. However, a perusal of the minutes of the meetings of the Group shows that the problems encountered in the administration of training and fellowship programmes are not normally dealt with by it.

195. The Inspector is of the view that, while some efforts have been made to bring about inter-agency co-ordination in this field, these have not been sustained, are not wholly adequate and could be improved. The changes in the title and of the terms of reference of the ACC Subcommittee on Education and Training have not been conducive to the development of such systematic inter-agency co-ordination. While there is no harm in having a single Subcommittee on Education and Training, the two expressions are not synonymous. There are overlapping, as well as distinct areas in "Education" and "Training".

196. In the view of the Inspector, the ACC Subcommittee on Education and Training should consider either (a) creating an Ad Hoc standing working group for finite periods especially charged with training and with the consideration of specific problems arising in connexion with the administration of fellowships; or (b) appointing an experienced rapporteur (or rapporteurs) to examine and report on such specific problems. The Inspector's preference goes to the later suggestion, which is likely to be more productive and also less costly.

197. As the main source of financing of fellowships, UNDP should be keenly interested in promoting such inter-agency co-ordination and should participate actively in the work of the ACC Subcommittee and of the proposed working group or rapporteur (or rapporteurs).

(b) Standardization

198. Among the subjects which should receive the attention of the ACC Subcommittee on Education and Training or of the proposed working group or rapporteur (or rapporteurs) is that of the standardization of terminology, procedures and forms relating to fellowships and the development of a common methodology for evaluation and follow-up.

199. The diversity of terms used to define various types of training in the system (as illustrated by paragraph 15 and f.n. 3) stems from factors that are often extraneous to the nature of these activities (tradition, semantics, etc.). There is no doubt that they are a source of unnecessary confusion.

200. Standardization of evaluation and follow-up questionnaires has already been suggested in paragraph 152. At present each organization has its own fellowships manual, its own procedures and its own nomination forms and evaluation

questionnaires. Some years ago a decision was taken in the ACC's Subcommittee to adopt standard forms; UNESCO did some work on this but nothing seems to have come of it and at least one organization, the Inspector was told, not wishing to wait any longer, is revising its forms on its own.

201. While the Inspector does not recommend absolute uniformity, he is of the view that there should be a certain measure of standardization in these matters, individual organizations being left free to add to these forms and questionnaires in the light of their particular requirements. Such standardization, combined with a measure of flexibility, should itself result from a more uniform approach to the whole institution of fellowships on the basis of a pooling of experience of the various organizations of the system and should be conducive to improved planning and implementation of fellowship programmes. The ACC Subcommittee should assume the initiative for such standardization.

(c) Monetary value of fellowship awards

202. The United Nations Office of Financial Services at New York Headquarters establishes stipend rates for application by the organizations in the common system. The rates thus established are communicated to UNDP for publication. For this purpose the Office of Financial Services relies not only on the advice and information of UNDP but also on the other organizations and on the Governments concerned. Inasmuch as the International Civil Service Commission (ICSC) has a reservoir of information on hotel room and restaurant meal costs, collected mainly for purposes of establishing travel subsistence allowance rates, the ICSC Secretariat has undertaken to provide advice to OFS on the appropriate level of stipend rates for the various countries.

203. Rates for fellowship grants vary, depending on whether the fellowship is short term (e.g. study tours, workshops, seminars, short training courses, etc.), medium or long-term; or for an academic or non-academic course. There are at present three stipend rates: travel, resident and academic.^{34/} The travel rate is higher than the resident rate. The academic rate is lower, in view of the fact that the trainee has the benefit of living on the campus or in accommodations provided free of charge or at low cost by the host institution.

204. For short-term fellowships, the normal rule is that a monthly travel stipend rate is payable to fellows during the first 30 days of their stay at a particular place. Should they travel to another place they begin a new period of entitlement to a travel rate. A monthly travel rate can apply for the first 31 days even though the fellowship is for a period of no more than 30 days. There are a number of programmes where a group of relatively senior Government officials, for example, are brought together for a seminar or similar training course for a short period. It has been agreed by the organizations that apply the common system that a per diem rather than a monthly stipend may be paid in such cases and that the per diem should normally be limited to the "after 60 days" travel subsistence allowance rate.

^{34/} The current ceilings applicable in USA at 1 September 1975 are: travel rate, \$900 per month; resident rate \$600 per month; academic rate, \$400-\$450 per month.

205. All these rates (including per diem) are maximum rates, it being left to the donor organization concerned to set them within the ceilings prescribed. In practice, as might be anticipated, the ceiling rates tend to become the actual rates.

206. In the course of his inquiries in the field, the Inspector heard conflicting views about the adequacy of stipend rates. The very fact that such conflicting views were expressed indicate that on the whole the stipends are reasonable. There was, however, general complaint about the insufficiency of book grants, which the Inspector understands have since been increased. On the other hand, there seems no reason to pay the "after sixty days" rate to those attending short-term (i.e. less than 30 days) seminars, workshops, training courses, study tours, etc., many of whom are high officials in their own countries. What appears to the Inspector as a valid grievance would be met if the normal monthly rate were applied in such cases.

207. Until recently the rates were revised (with the approval of the United Nations Office of Financial Services) at the initiative of the UNDP resident representatives in the light of price movements and other factors in a given country. However, with the galloping inflation in many countries the revision of rates usually lags behind the price increases.

208. The Inspector understands that UNDP Headquarters has asked to be relieved of any responsibility for the review and revision of stipend rates (although the UNDP resident representatives would presumably continue to provide cost data and comments on the adequacy of rates) and that the ICSC is playing an increasing role in these exercises. While welcoming the greater involvement of the ICSC, the Inspector believes that in order to exercise some control and apply uniform standards as far as possible and without prejudice to the initiative of the Resident Representative, who is in the best position to know about the circumstances in a particular country, UNDP itself should play an active co-ordinating role at fixed intervals. At least once a year, by a prescribed date, it should call for reports from resident representatives and review the latter's recommendations. After which it would in its turn make recommendations to the ICSC/UNOFS which would establish the revised ceilings.^{35/}

(d) Reorientation of fellowship programmes

209. Development in any particular sector must include also the establishment or improvement of institutions for imparting the knowledge and skills necessary for undertaking and further promoting such development. A developing country should not, for all time, have to depend on external training for its nationals. Hence,

^{35/} During the 1974 Meeting on Fellowships of the ACC Sub-Committee on Education and Training it was agreed that the Geneva Fellowships Section would undertake on behalf of all agencies of the United Nations system a yearly review of stipend rates in Europe with the assistance of its administering agencies. This was done in 1974 and again this year and the co-ordination achieved was considered highly satisfactory by UNDP and the agencies concerned. During the same 1974 Meeting on Fellowships, agreement was also reached on a common system of allowances for Fellows.

it is axiomatic that as countries in a given region advance along the road to economic and social progress, there should be an increase in national and regional training facilities, including those for the training of trainers, and a consequent tapering off of the need for foreign training through fellowships and the like. Donor organizations are expected to help promote such a situation. To say this is not to suggest that the latter element should in time be reduced to vanishing point: that would be counter to the very concept of and trends in international co-operation, since even highly developed countries can and do learn from each other in sectors in which one is more advanced than the other.

210. There would thus appear to be a need for a review and possibly a slight reorientation of the activities of donor organizations in the field of training. More attention could be given, for example, to the strengthening in various ways of existing national and regional training institutions and to supporting the creation of new ones, the training of trainers (or teachers) receiving particular attention. This is a policy which has already been accepted by at least one organization (WHO), although perhaps not yet adequately translated into practice.

211. Side by side with the above, it seems desirable to trim fellowship programmes to those of proven merit. Not only is this necessary for general considerations of efficiency, but because most donor organizations report appreciable (though in varying percentages) failures or partial failures of fellowship programmes.

212. The Inspector would envisage as a healthy development if there was a small reduction in expenditure on fellowships - of say 5 to 10 per cent accompanied by an increase in assistance to Governments for the above-mentioned strengthening of existing or creation of new training institutions of a national or regional character. One of the conditions of such assistance might be that these instructions would admit a given number of trainees from other countries in the same or other regions.

(e) Beneficiary Governments' interest in fellowships

213. Throughout this report the role of the beneficiary Government, as the principal partner in a fellowship programme, has been emphasized. It is clear that a large measure of the success of such a programme depends on the adequacy of the procedures and actions of the beneficiary Government in such matters as the selection of the most suitable candidates, the appropriate use of the returned fellow's services, the offer of suitable career prospects for him, etc. It has also been emphasized that close co-ordination between the various partners, particularly between the donor organization and the beneficiary Government, is essential for the success of a fellowship programme.

214. In the context of the periodic review of UNDP projects by UNDP, executing organizations and Government authorities, fellowship programmes should also come under review. However, in addition to this, it would be useful for those in charge of the administration of fellowships at headquarters or regional offices to meet those in the countries responsible for the selection of fellows and their utilization following the completion of their training. In this connexion, the Inspector understands that a seminar organized by UNESCO in Kuala Lumpur in

December 1973 between the officials of the Fellowship Division and the responsible Government officials in the different countries of the area, has led to a better rapport between UNESCO headquarters and the Governments concerned. WHO has arranged such regional meetings in the European and Eastern Mediterranean regions and which have been most useful. The revision of all WHO fellowship forms, for example, was finalized at a meeting of national fellowships officers in the latter region.

215. Such meetings should be organized by donor organizations in all regions, at regular intervals for the following reasons:

- (1) The importance of personal contact and mutual communication;
- (2) The opportunity for countries to compare their methods and to compete for quality;
- (3) To reach common conclusions and establish common guidelines for the management of fellowships.

IV. RECOMMENDATIONS

Planning and programming of fellowships

1. Training requirements involving fellowships should be planned preferably on the basis of medium- or long-term requirements, in the context of the assessed manpower needs of a country or region in a given sector or discipline (paragraphs 33-34).
2. UNDP should, on behalf and at the request of the governments concerned, give financial support and help organize manpower surveys in selected sectors (paragraphs 34-35).
3. Training and fellowships programmes should be planned to the extent practicable, in co-ordination with all other bodies (including those outside the United Nations system) providing development assistance in the field. Such co-ordination should be organized by and under the leadership of the UNDP Resident Representative, while the general policy aspects of such co-ordination (including guidelines therefore) should be agreed upon by UNDP and the organisations and institutions referred to above at headquarters level (paragraph 36).
4. The end objectives of the training component involving a fellowship should be spelt out in the final project document in sufficient detail. The project document at the time of approval should mention a lump sum provision for fellowships, the latter being spelt out in detail for each programme only sometime after the project becomes operational. The authority for revising this provision (if necessary) upwards or downwards, once a detailed fellowship programme is drawn up, should rest with the donor organization and UNDP, the latter through its Resident Representative (paragraphs 37-38).
5. Fellowship programmes should be drawn up systematically, be practical, and relate closely to the objectives of the training component on the one hand and to the actual qualifications, capacities and planned responsibilities of the individual who is to undergo training on the other (paragraphs 40-41).
6. A fellow should, as far as practicable, participate in the drawing-up of his training programme and be consulted with regard to possible mid-course changes or improvements (paragraph 42).

7. The various stages of a fellowship programme should be implemented in accordance with a timetable which takes into account such requirements as the need to get nominations in good time, the actual required (as opposed to theoretical) duration of selected types of training, and the relationship between the various project components. Every effort should be made by the beneficiary country, the donor organization, the host institution and the fellow to abide by this timetable (paragraphs 60, 63-70, 71-74, 75-78, 87).

Language problems

8. Language knowledge requirements should be adapted to the type of training to be undergone by a fellow and to his actual study programme (paragraph 60).

9. Language training (if any) should begin in the fellow's country prior to his departure and, if necessary, continue in the host country. This latter language instruction (which should be as short as possible) should be programmed as part of the training course and taken into account in scheduling the fellowship (paragraph 60).

10. In countries with a large number of fellowship awards but with inadequate language training facilities, UNDP should help set up language training institutes on modern lines, trainees and prospective trainees and fellows from neighbouring countries being admitted to these as one of the conditions for such UNDP assistance (paragraph 61).

11. UNDP and donor organizations should prepare and distribute a statement of their policies and practices on, and list available facilities for preliminary language training (paragraph 62).

Types and duration of fellowships

12. The specific and distinct rationale of various types of training should be analyzed and this rationale respected in selecting a given type of fellowship and made explicit in each fellowship programme proposal (paragraphs 10, 13, 15, 81, 88).

13. It is important that the duration of the award be appropriate and realistic so as to avoid unnecessary extensions (paragraph 86).

14. Before a short-term individual fellowship is granted, there should be a clear identification of its purposes and of the benefits expected therefrom, including the possibility, as well as the immediate applicability of the knowledge acquired by the fellow on his return to his own country (paragraphs 82-84, 97-98, 102).

15. The incidence of costly travel of individuals to distant countries for short study tours should be reduced in favour of group short-term training programmes and study tours. Short-term programmes involving visits to more than two or three countries should be confined to cases where a skilled specialist needs such an observation tour to provide him with the opportunity to discuss the latest research developments with opposite members in his own discipline (paragraphs 82-85, 88).

16. Group training programmes and study tours, irrespective of their duration, should be carefully prepared by the donor organization (paragraph 88).

17. Members of individual or group study tours should be carefully selected, preference being given to senior officials with experience (paragraphs 83, 88).

18. The convenience of the host institution or institutions to be visited during a study tour should be fully taken into account (paragraphs 84, 88).

19. The method of mobile training courses brought to the participants in a particular country, region or sub-region, as opposed to the normal practice of bringing participants to the place of training, should be explored more intensively (paragraphs 88, 101, 127, 128).

Placement

20. In investigating placement opportunities, the approach should be: firstly, to consider whether the necessary training can be suitably undertaken in the country itself; secondly, whether it can be undertaken in an institution in the same or another developing region; and lastly, whether it should be sought elsewhere and where (paragraphs 41, 92-99).

21. Donor organizations should ensure a wider geographical distribution in the selection of host institutions in developed countries (paragraphs 95-96).

22. More fellowships should be awarded for training in the home country of the fellow and that, irrespective of his place of residence there, the stipend being set in each case according to circumstances (paragraph 100).

23. More intra-regional training should be encouraged, whereby developing countries would locally organize training courses with study programmes tailored specially to meet their particular needs. Such courses could be stationary or mobile, being run for groups of fellows under the tutorship of consultants or professors from the region or from abroad (paragraphs 82-85, 88, 101).

24. Wherever feasible and not too expensive, fellows during their training in or returning from a developed country, should spend a short time in an institution or establishment having relevance to their training in a developing country in their own or in a neighbouring region (paragraph 102).

25. Organizations which are not already doing so should undertake through their regional and country offices and in co-operation with the governments concerned, a detailed survey of existing training facilities in the countries of the various regions and circulate the resulting compendiums also to Member States (paragraph 102).

Fellows' problems in the host country

26. Pre-departure orientation and briefing sessions should be organized regularly in collaboration with the embassies of the host countries. Departing fellows could also be put in contact with other fellows who were trained in and have recently returned from those countries to which they are about to proceed (paragraphs 107-108).

27. On arrival at a reception centre in the host country, fellows should be given a short orientation briefing directed primarily to practical matters affecting their everyday life. This could be organized by the local office of the donor organization or, if there is no such office, by that of another organization on behalf of the donor organization. In a developing country, the UNDP Resident Representative could do this. Where an organization has appointed an administering agency, the latter could perhaps set-up such an orientation exercise, as could also National Commissions or United Nations Associations (paragraphs 109-110).

28. Where a fellowship is for two years or more, consideration should be given in appropriate cases to:

(a) providing the fellow with one return journey ticket for his spouse or, reimbursing up to 50 per cent of the cost of such a ticket;

(b) home leave after two years of absence for holders of long-term fellowships of three years or longer (paragraph 112).

Evaluation and follow-up

29. The evaluation of a fellowship programme should cover its entire span beginning with the announcement of the fellowship or its inclusion in a project and continuing until sometime after the fellow's return. It should be built into the project (paragraphs 126, 135, 144-146).

30. A "progress" questionnaire should be sent to each fellow covering every six months period of his training, as well as an "exit" questionnaire on the basis of which he will draw up his final report. If the training course is short, a single exit questionnaire suffices. Two "follow-up" questionnaires should be sent to him, the first, one year after his return from training, the second during the four years that follow (paragraphs 147-149).

31. Copies of the follow-up questionnaires should be sent also to the appropriate Government office, project management or work supervisor in the beneficiary country for a "second opinion" (paragraph 150).

32. Follow-up evaluation based on questionnaires should be supplemented, as and when appropriate and feasible, and cost permitting, by personal interviews in groups of countries with the returned fellows and their project managers or work supervisors by small evaluation teams, including representatives of the donor organization, and of the beneficiary Government and of outside experts from within and/or outside the country. The UNDP Resident Representative should be associated with this exercise (paragraphs 136, 138, 151).

33. Carefully prepared standard evaluation and follow-up questionnaires should be devised for all organizations of the United Nations system. The ACC Sub-Committee on Education and Training could take the initiative in this regard.

These questionnaires should relate in particular to the questions indicated in paragraphs 118 and 145 above. To the standard forms, each organization would, of course, be free to add any specific questions relevant to its sector and to the type of training received by the fellow (paragraph 152).

34. Funds should be provided to:

(a) supply selected returned fellows, for a period of up to three years, with scientific and technical publications which would enable them to keep in touch with the most recent developments in their field;

(b) organize refresher courses, at a single location for returned fellows from a group of countries. Such courses could be given by a mobile team of experts in a given sector (paragraphs 128, 153).

35. When a fellow has been trained in the use of highly-sophisticated or special equipment, which will also need to be used in the project to which he is returning but is not available in his home country, provision should be made in the project budget for the supply of such equipment (paragraphs 128, 154).

36. Whenever feasible, the results of progress, final and follow-up evaluation should be computerized to facilitate prompt retrieval and feedback where necessary (paragraphs 30, 129, 169).

37. Donor organizations which have not yet done so should draw up repertories or directories of returned fellows within the various disciplines under their responsibility (paragraphs 133, 155).

Organizational structures of offices responsible for fellowships

38. Administration of fellowships at headquarters or regional offices (as the case may be) should be entrusted to a single unit with overall responsibility for placement of fellows, supervision of their training, evaluation, follow-up, administration proper, etc. This unit should act in close consultation and co-operation with the substantive services responsible for the content of a given fellowship programme, which should keep it fully informed of the progress of the project of which the fellowship is a component (if any). For its part, the administering unit should keep the substantive services concerned fully informed

of the fellowships' implementation. Appropriate instructions to this effect should be incorporated in the organization's manual on fellowships. The head of this unit should be preferably someone who has field experience in technical assistance, as well as experience in the substantive planning of fellowships (paragraphs 164, 166, 168, 173, section 10 of Chapter III).

39. Where these do not yet exist, intra-secretariat committees should be set up in the larger organisations of the system to co-ordinate the work of the various services or units concerned with the implementation and administration of fellowships (paragraphs 166, 170, 174).

Administering agencies

40. The possibility should be explored in more host countries of having a single Administering Agency to serve all organisations of the system (as is already the case in some countries) (paragraph 179). Alternatively:

(a) Host governments might agree (as they have in many countries) to provide such services free of charge through a body set up or subsidized by them;

(b) The donor organisation itself, through its local offices or through those of a sister organisation (including UNDP resident representatives) might assume these functions;

(c) Another body (e.g. UNESCO National Commissions, the national United Nations associations) might do this (paragraph 178).

Decentralization of responsibility for fellowships

41. Headquarters (or regional) office should use a single channel of communication with governments on the subject of fellowships. Where an organization has no country, area or regional representative or has a regional or area office but no country office, UNDP resident representatives should normally be the channel of communication. Where an organization has a country representative, the latter should have such responsibility. In all cases the UNDP Resident Representative should be consulted and kept informed and his good offices sought in resolving any difficulties (paragraphs 183-184).

42. Where there is no decentralization of fellowships to the field, the regional representatives of an organisation should be involved much more closely in the implementation of regional fellowship programmes (paragraph 185).

43. In the case of fellowships that are not components of larger projects, the working out of the details of the programmes and the necessary administrative arrangements must necessarily remain with headquarters offices, who should negotiate with both beneficiary and host governments either directly or through their country, area or regional representatives or the UNDP Resident Representative (paragraph 187).

44. In the case of fellowships which are a component of larger projects, a substantial measure of responsibility should be delegated to the field. Such delegation of authority could be along the lines of the pattern suggested in paragraph 190 (paragraphs 186, 188-190).

Inter-secretariat co-ordination

45. The ACC Sub-Committee on Education and Training should consider:

(a) Creating an Ad Hoc standing working group for finite periods, especially charged with the consideration of specific problems arising in connexion with the administration of fellowships, or, preferably, appointing an experienced rapporteur (or rapporteurs) to examine and report on such specific problems; (paragraphs 196-197) and

(b) Requesting the suggested Ad Hoc standing working group or, preferably, rapporteur (or rapporteurs) to consider, i.a. standardization in such matters as terminology, nomination forms and evaluation and follow-up procedures and questionnaires, etc. (paragraphs 10, 15, 81, 198-201).

Monetary value of fellowships' awards

46. The normal monthly travel stipend should be paid to fellows attending short-term seminars, work shops, training courses, study tours, etc. with a duration of less than 30 days (paragraphs 204, 206).

47. UNDP should continue to play an active co-ordinating role at fixed intervals in the revision of stipend and per diem rates. Without prejudice to the initiative of resident representatives, it should call at least once a year, by prescribed date, for reports from them and review recommendations, after which, in its turn, it would make recommendations to the International Civil Service Commission or the United Nations Office of Financial Services which would establish the revised ceilings (paragraphs 202, 207-208).

The re-orientation of fellowship programmes

48. The activities of donor organizations in the field of training should be somewhat re-oriented with more attention being given, for example, to the strengthening in various ways of existing national and regional training institutions and to supporting the creation of new ones, the training of trainees (or teachers) receiving particular attention (paragraphs 209-210, 212). Fellowship programmes should be trimmed to those of proven merit and the consequent reduction in expenditure could be used for the above purposes (paragraphs 211-212).

Beneficiary governments' interest in fellowships. Review of fellowship programmes and procedures

49. In the context of the periodic country-level review of UNDP projects by UNDP, executing organizations and government authorities, fellowship programmes should also come under review (paragraphs 213-214).

50. Those in charge of fellowships at headquarters or regional offices should meet periodically with those in the national administrations responsible for fellowships with a view to:

- (a) Improving personal contacts and mutual communication;
- (b) Enabling countries to compare methods and compete for quality;
- (c) Reaching common conclusions and establishing common guidelines for the management of fellowships (paragraphs 214-215).