



UNITED NATIONS
GENERAL
ASSEMBLY



Distr.
GENERAL

A/C.5/32/C
5 August 1977

ORIGINAL: ENGLISH

Thirty-second session
FIFTH COMMITTEE
Agenda item 104 (a) of the provisional agenda*

JOINT INSPECTION UNIT

Reports of the Joint Inspection Unit

Note by the Secretary-General

With the concurrence of the Advisory Committee on Administrative and Budgetary Questions, the Secretary-General transmits herewith, as an annex, the report of the Joint Inspection Unit on its activities during the period 1 July 1976-30 June 1977. Should the Secretary-General wish to comment on this report, his comments will be made available at a later date in an addendum to this note.

* A/32/150.

NINTH REPORT ON THE ACTIVITIES
OF THE
JOINT INSPECTION UNIT

JULY 1976 - JUNE 1977

Geneva
July 1977

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A. INTRODUCTION

1. This report, the ninth 1/ prepared by the Joint Inspection Unit (JIU) since its creation on 1 January 1968, gives an account of the Unit's activities and a summary of the reports it has issued during the period 1 July 1976 to 30 June 1977.
2. The composition of the Unit during this period was as follows:

Maurice Bertrand, (France), Chairman
Joseph A. Sawe, (Tanzania), Vice-Chairman
Alexander S. Bryntsev, (USSR)
Enrique Ferrer-Vieyra, (Argentina)
Sreten Ilić, (Yugoslavia)
Chandra S. Jha, (India)
Cecil E. King, (UK)
Earl D. Sohm, (USA) 2/
3. A secretariat composed of an Executive Secretary, four Professional assistants and seven General Service staff assisted the Inspectors.
4. Since this is the tenth year of the Joint Inspection Unit's existence, and at the same time its last year in its provisional form, the Inspectors wish to pay tribute to former members of the Unit, namely: Mr. Albert F. Bender, (USA), (1973 to 1976), and Mr. Ranjah S. Mani, (India), (1968), who died while in service; Mr. Igor V. Chechetkin, (USSR), (1974 to 1975); Mr. Lucio Garcia del Solar, (Argentina), (1968 to 1971); Mr. Robert M. Macy, (USA), (1968 to 1972); Sir Leonard Scopes, (UK), (1968 to 1971) and Mr. Alexei F. Sokirkin, (USSR), (1968 to 1974).

B. NEW STATUTE OF THE JOINT INSPECTION UNIT

5. The General Assembly, at its thirty-first session in 1976, adopted a resolution (A/31/192) establishing the Joint Inspection Unit as a subsidiary organ of the General Assembly and of the legislative bodies of the Specialized Agencies which accept the new Statute of the Unit. The General Assembly invited the organizations within the United Nations system "to notify the Secretary-General of the acceptance of the present Statute as soon as possible and to take appropriate action for the use of the services of the Joint Inspection Unit".

1/ The previous reports were distributed by the Secretary-General as documents: A/C.5/1241; A/C.5/1304; A/C.5/1368; A/C.5/1433; A/C.5/1515; A/C.5/1598; A/C.5/1676 and A/C.5/31/1.

2/ Joined on 15 July 1976 in the vacancy created by the death of Mr. Albert F. Bender on 16 February 1976.

The main new features of the Statute (contained in an annex to the resolution) which is to go into effect on 1 January 1978, are:

(a) The number of Inspectors is increased from eight to eleven (Article 2, para. 1);

(b) Inspectors will be appointed by the General Assembly instead of, as in the past, by the Secretary-General and in accordance with a new selection procedure (Article 3);

(c) The appointment of Inspectors shall be for a period of five years renewable for one further term (Article 4, para. 1);

(d) JIU is given a few function in evaluation. It may assist inter-governmental bodies in carrying out their responsibilities for external evaluation. On its own initiative or at the request of executive heads, it may advise organizations on their methods for internal evaluation, periodically assess these methods and make ad hoc evaluations of programmes and activities (Article 5, para. 4);

(e) The budget of JIU shall be established according to a new procedure (Article 20, para. 1).

Otherwise the new Statute retains most of the provisions first proposed in 1966 by the Ad Hoc Committee of Experts to examine the Finances of the United Nations and the Specialized Agencies, and which formed the basis for the Unit's mandate from 1968 to the end of 1977.

C. NOMINATION OF INSPECTORS

6. The new procedures for the appointment of Inspectors (Articles 3 and 4 of the Statute in Annex I) are somewhat complex. They were designed to ensure: the appointment of qualified Inspectors; equitable geographical distribution; and reasonable rotation and continuity. The Inspectors hope that these procedures can be applied in good time so as to provide a smooth transition from the old to the new Unit on 1 January 1978.

D. WORK PROGRAMME

7. As in the past, the Unit's work programme was drawn up after internal discussions in which all Inspectors participated. Details of the work programme were circulated by the Secretary-General of the United Nations in document W/C.5/32/L.1.

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8. In preparing the programme of work, the Inspectors took account, to the extent possible, of suggestions of participating organizations and of consultations with the International Civil Service Commission (ICSC), the Panel of External Auditors, and the United Nations Institute for Training and Research (UNITAR). Emphasis continued to be placed on problems of concern to all or several of the United Nations organizations.

9. After this work programme was adopted, the Joint Inspection Unit agreed to carry out a study, at the request of the Governing Council of the United Nations Development Programme (UNDP), on the role of experts in development assistance with particular emphasis on innovative and alternative approaches.

E. ACTIVITIES

10. Until the end of 1976, the Joint Inspection Unit participated actively in consultations and discussions concerning the future of the Unit.

11. From 1 July 1976 to 30 June 1977, the Unit issued eight inspection reports which are summarized in Section G below.

12. The distribution of the inspection reports 3/ was as follows:

(a) Office accommodation at IMCO Headquarters (JIU/REP/76/7). To the Secretary-General of IMCO, with a copy for information to other participating organizations;

(b) Implementation of personnel policy reforms (JIU/REP/76/8). To the Secretary-General of the United Nations;

(c) Asia and Pacific (Technical Co-operation) (JIU/REP/76/9). To executive heads of participating organizations and to UNDP;

(d) Country programming (JIU/REP/76/10). To executive heads of participating organizations;

(e) Evaluation in the United Nations system (JIU/REP/77/1), To executive heads of participating organizations;

(f) Africa and Western Asia (Technical Co-operation) (JIU/REP/77/2). To executive heads of participating organizations and to UNDP;

(g) First class travel (JIU/REP/77/3). To executive heads of participating organizations;

(h) General Service Staff (JIU/REP/77/4). To the United Nations and the Geneva-based organizations (ILO, ITU, WHO and WMO), ICSC and for information to other participating organizations.

3/ Abridged titles.

13. During the period under review, the JIU issued two notes. One concerned the recruitment of professional staff and was prepared at the request of the ICSC. The other dealt with the health insurance schemes in the United Nations system. Both notes were sent to the executive heads of participating organizations and to the ICSC.

14. In addition to the above, JIU began work on other reports and notes. A list of these reports and notes is given in annex I.

F. CONSULTATIONS

15. In addition to the consultations mentioned under Section D.8, the Unit, as in previous years, had consultations with the Advisory Committee on Administrative and Budgetary Questions (ACABQ). It had its annual meeting with the members of the Administrative Committee on Co-ordination (ACC) during the latter's spring session, and at the same time a brief meeting with IACB on the study the Unit is carrying out at the request of the Governing Council of UNDP.

16. The Unit also organized on 22-23 June 1977 an informal meeting on evaluation in which representatives of the following organizations participated: United Nations (New York and Geneva), FAO, IAEA, ILO, ITC, UNDP, UNESCO, UNIDO, UNITAR and WHO. The purpose of this meeting was to develop a common understanding and approach to internal evaluation in relation to JIU's new responsibilities in external evaluation which begin in 1978.

G. SUMMARY OF INSPECTION REPORTS ISSUED BETWEEN 1 JULY 1976 AND 30 JUNE 1977

- (a) Report on the Utilization of Office Accommodation at the Headquarters of the Inter-Governmental Maritime Consultative Organization (IMCO) (JIU/REP/76/7), dated August 1976

17. This is the last report 4/ of a series requested by the General Assembly at its twenty-eighth session, on the utilization of office accommodation within the United Nations system.

18. The IMCO Headquarters building in London (constructed over 80 years ago for quite different purposes) is unsatisfactory as an office building, and particularly inadequate from the point of view of its conference facilities. No formal occupancy standards are possible, in view of the irregular pattern of offices. The building has reached the limits of its capacity and offers no scope for further expansion. This was recognized by the IMCO Council and Assembly in 1975, when

4/ Previous reports:

JIU/REP/74/6 (A/9854) Utilization of office accommodation at United Nations
Headquarters.
JIU/REP/75/3 Utilization of office accommodation at WHO Headquarters.

on the basis of a report by a Working Group, they decided in favour of a new building, to be made available in about five years' time, and authorized the Secretary-General to rent additional accommodation pending completion of the project.

19. Additional premises, reasonably close to the main building, have been rented for a period of five years from September 1975 and at present accommodate 43 staff members, with room for a further 22, or perhaps more. Part of the additional space has been let on a short-term basis. The accommodation should provide for normal expansion until the new building is available, but the accommodation of additional language staff could give rise to difficulties.

20. Arrangements for space management are appropriate.

21. Existing plans for the future, which are the outcome of two years' discussion by the IMCO Council, should meet the Organization's foreseeable requirements over the next 20 years. They provide for a new building, to be constructed by a private developer who will also be the owner and will let the building to IMCO for an agreed period on agreed financial terms. The United Kingdom Government has expressed willingness to reimburse 80 per cent of the rent. Other decisions noted with favour by the Inspectors provide for:

- (a) Standard office modules;
- (b) The use of movable partitions;
- (c) Agreed occupancy standards;
- (d) High standards in regard to lighting, ventilation, sound-proofing, etc.;
- (e) Office facilities for delegates attending meetings;
- (f) Sub-letting of space earmarked for later expansion.

22. Finally, the Inspectors note that the question of accommodation in the proposed new building for other United Nations organizations with staff in London, although raised at an early date by three of the organizations concerned

JIU/REP/75/4	Utilization of office accommodation at WMO Headquarters.
JIU/REP/75/5	Utilization of office accommodation at ITU Headquarters.
JIU/REP/75/6	Office accommodation provided for extrabudgetary staff in the United Nations system.
JIU/REP/75/7	Utilization of office accommodation in the United Nations system.
JIU/REP/75/8	Utilization of office accommodation at ILO Headquarters.
JIU/REP/75/10	Utilization of office accommodation at UNESCO Headquarters.
JIU/REP/76/4	Utilization of office accommodation at FAO Headquarters.
JIU/REP/76/5	Utilization of office accommodation at ICAO Headquarters.

(the United Nations, UNHCR and UNICEF), and mentioned in the report of the Working Group referred to in paragraph 18 above, appears to have been by-passed.

23. The Inspectors' recommendations are the following:

- (i) Occupancy standards in the proposed new building should be flexible, and generally acceptable to the staff;
- (ii) Serious consideration should be given to the possibility of installing air-conditioning in the proposed new building;
- (iii) Space for expected future expansion should be made available within the space allocated to functional units. Any immediate use of such space by the units concerned must, however, be clearly understood to be on a provisional basis;
- (iv) Full consideration should be given to the possibility of providing space in the new building for other United Nations organizations with offices in London, including, in particular, the United Nations Information Centre; in the case of the latter organization, the hope is expressed that the United Kingdom Government will agree to pay any rental charges.

24. This report was sent on 1 September 1976 to the Secretary-General of IMCO and, for information, to the Secretary-General of the United Nations and to the executive heads of other specialized agencies and IAEA. At its thirty-seventh session, in October 1976, the Council of IMCO took note of this report and of the preliminary comments thereon of the Secretary-General.

- (b) Report on the Implementation of the Personnel Policy Reforms Approved by the General Assembly in 1974 (JIU/REP/76/8), dated September 1976

25. In accordance with the decision adopted by the General Assembly at its twenty-ninth session, the Secretary-General, in document A/C.5/31/9 dated 18 August 1976, reported to the General Assembly on the action he had taken to implement a number of recommendations in the report of the Joint Inspection Unit on personnel problems in the United Nations (documents A/8454 and A/8826). On the question of implementation of the approved reforms, the Inspector who was the author of the report felt that it would be useful at this time to convey to the Secretary-General and the General Assembly a few additional comments. These comments are arranged under the following three headings: I. General character of the reforms recommended by the General Assembly in 1974; II. Tentative evaluation of the present state of implementation; III. Methods recommended for the future.

26. From among the 20 recommendations contained in report A/8454, the Assembly made a selection which, in fact, defined the full extent of the reforms which it intended to institute with regard to personnel questions. They consisted

essentially of the following: (a) Defining a staff structure for the Secretariat; (b) Introducing a modern and efficient recruitment system; (c) Introducing a new promotion, career planning and training system; (d) Modernizing staff management. Thus, what the General Assembly really asked the Secretary-General to do was to develop a comprehensive personnel policy as a way of reducing the serious disadvantages caused by lack of method. The question then was whether a positive appraisal could be made of the action taken by the Secretariat.

27. In the Inspector's view, the main problem is the pace of implementation of the approved reforms, and consequently the question of the methods used to implement them. He points out that, five years after submission of the report and two years after approval by the General Assembly of the main lines of the reforms, the Secretariat is still, as regards the most important fields, in the preliminary study and experiment phase and that it will apparently take several years more to bring about the full range of the necessary improvements in personnel administration. The Inspector, therefore, while appreciating the effort which has been made so far, thinks it necessary to review the methods employed.

28. He considers that the apparently logical method, consisting in defining the various steps to be taken and in establishing a logical sequence for them, each of them depending on the completion of the previous one, is too slow. At that pace, implementation of the approved reforms might not be finished 10 or 15 years later. He suggests a speedier method which is simply to devise and adopt, in all sectors where it is possible to do so, provisional measures aiming in the desired direction, on the understanding that those measures will be adjusted and improved when, upon completion of a certain step in another sector, the final answers become clear.

29. There follows a review of implementation methods in relation to each of the major facets of the reform, namely, structure, recruitment, career planning and management, stating in detail what has been done and what remains to be done. This review shows that many kinds of action can be completed not later than 1977, and that one year more should suffice to complete nearly everything. Consequently, it seems possible for the General Assembly to adopt a plan of execution for the reform and to undertake to monitor its implementation annually.

30. The main features of this plan are the following. Action to be completed during 1977: draft comprehensive rules for "occupational groups" for both Professional and General Service staff; comprehensive job classification plan for Professional posts; simplified presentation of a medium-term recruitment plan whose implementation could be monitored annually by the General Assembly as far as some basic principles are concerned; establishment of a system for rapidly filling the candidates roster for the Professional category; organization in 1977 of several competitive selection drives for young candidates for Professional posts and experimentation with a method of testing candidates by written examination for a number of posts; organization of competitive recruitment of Professional staff from among General Service staff; setting of a compulsory limit on transfers to the Professional category of General Service staff near the end of their career, and adoption of a rule completely abolishing this practice by 1979; submission of

a preliminary project for pre-recruitment training for countries interested in a particular occupational group; establishment of an assignment and career plan for the administrative specialist and economist "occupational groups"; recruitment to the Office of Personnel Services, within the existing manning table, of several specialists in the field covered by the reform.

31. Action to be completed by the end of 1978: comprehensive job classification plan for the General Service category; any necessary corrections of detail to the rules for occupational groups for both Professional and General Service staff; further extension of the use of the candidates roster system; continued development of the system of competitive recruitment; as above, setting of a limit one third less than the 1975 figure) on transfers to the Professional category of General Service staff, and institution, on a regular basis, of competitive recruitment for young and qualified General Service staff members; extension of the first pre-recruitment training programme to other countries and other occupational groups; establishment of an assignment and career planning system for two more occupational groups; continued strengthening of the professional and technical qualifications of the staff of the Office of Personnel Services.

32. This report was sent to the Secretary-General of the United Nations on 29 September 1976. On 13 October 1976, it was transmitted to the thirty-first session of the General Assembly in October 1976 (document A/31/264) which, by resolution 31/27 of 29 November 1976, requested the Secretary-General to take all necessary steps to accelerate the implementation of the reforms approved by the General Assembly in 1974, and to report to the thirty-third session of the General Assembly.

(c) Asia and the Pacific: A Report on the Technical Co-operation provided by the United Nations System to the Regional and Subregional Integration and Co-operation Movements (JIU/REP/76/9), dated October 1976

33. This is the second report of a series of three prepared by the Joint Inspection Unit on the technical assistance provided by the United Nations family of organizations to regional and subregional integration movements. The Latin American integration processes were covered by the report JIU/REP/76/6 and the African and Western Asian processes by the report JIU/REP/77/2 (see paragraph 58).

34. The purpose of this report is two-fold: (a) to evaluate the assistance rendered by the United Nations system to the regional and subregional inter-governmental organizations in pursuance of pertinent resolutions adopted by the General Assembly, the Economic and Social Council (ECOSOC) and the legislative bodies of some specialized agencies; (b) to study ways and means of forging a much closer relationship between those organizations and the United Nations system, including co-operation in operational activities, whatever be their funding.

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35. The basic purpose of technical co-operation, as defined by the Governing Council of UNDP "should be the promotion of self-reliance in developing countries", whether it be at the country level or at the regional level; in the latter case, it applies specifically to the planning and implementation of regional projects. To enable the intergovernmental movements of integration and co-operation to assume these responsibilities, the contribution of the United Nations family of organizations should give primary emphasis to the strengthening of the institutional structure of those movements.

36. The Inspector notes that in Asia and the South Pacific the integration movements have been receiving very little "institutional support". Concerning their working relationship with the United Nations system, he has found very few projects in which: (a) a project document has been drafted in collaboration with an integration movement; or (b) an integration movement has been a co-operating agency.

37. After having listed the UNDP-funded regional projects in Asia and the Pacific, the Inspector describes each integration movement, together with details of its activities in the economic, social and cultural fields, and the contribution of the United Nations system to those activities; the discussions between the Inspector and the senior officers of each movement are also summarized.

38. The Inspector further says that the state of relationship between the Economic and Social Commission for Asia and the Pacific (ESCAP) and the Asian and Pacific intergovernmental organizations is not very encouraging. He notes that only five, out of the 381 "specific activities" of the programme of work of ESCAP in priority areas, involve participation by the regional or sub-regional movements.

39. The Inspector considers that the co-operation provided by the United Nations system to regional and subregional movements of economic integration and co-operation in Asia and the Pacific should be increased substantially. Both quantitatively and qualitatively, it is far behind the co-operation furnished to Latin American movements of integration. Moreover, it is mostly oriented towards the economic sector of development. The first step for improving the situation should consist in co-operation agreements between the integration movements and such agencies of the United Nations system which do not have, as yet, official relations with them. Those agreements should cover: (a) institutional assistance; and (b) assistance and co-operation in operational activities.

40. Concerning the first point, the Inspector suggests that officials from organizations of the United Nations system be detached on a continuous basis to the secretariats of some movements which need immediate strengthening. This would not entail the creation of new posts, but rather compliance with the principle of decentralization which has been approved on various occasions by the respective legislative organs of the specialized agencies.

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41. Regarding the second point, it is of vital importance that the intergovernmental movements concerned participate actively in the formulation or programming of regional projects and, wherever possible, play a part in project implementation, as either executing or co-operating agencies. Most of the movements studied by the Inspector are in a position to assume these responsibilities, and also to absorb sizeable operating costs, including overhead costs.

42. Such a participation should be effected gradually and on a selective basis. The present programming system should be improved; in particular a "consensus", establishing policies and procedures, should be reached by all concerned in the United Nations system. In addition, the legislative organs of the organizations within the United Nations system should be kept fully informed of the progress of co-operation with the regional movements.

43. Based on the above observations, the Inspector makes two types of recommendations:

(a) General recommendations for the United Nations family of organizations and UNDP, in order to strengthen the collaboration with regional and subregional integration and co-operation movements. In particular: help to strengthen their secretariats; elaboration of regional projects with the assistance of the movements which, as far as possible, should also act as executing or co-ordinating agencies; need of a "consensus" on the programming and execution of regional projects; consideration by UNDP of the possibility of allocating to the movements their own Indicative Planning Figure, and also of formulating guidelines for active collaboration with the movements in support of Technical Co-operation among Developing Countries (TCDC);

(b) Specific recommendations concerning the collaboration with each of the movements.

44. The Inspector also recommends that co-operation between ESCAP and the regional and subregional agencies be greatly improved and expanded, in particular through the participation of ESCAP in the programming of regional projects. ESCAP should be given financial means to this end, and should include in its annual report to ECOSOC a detailed description of its activities in this field.

45. This report was sent on 5 November 1976 to the Secretary-General of the United Nations, to the executive heads of participating organizations and to the Administrator of UNDP.

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(d) Report on Country Programming as an Instrument for Co-ordination and Co-operation at the Country Level (JIU/REP/76/10), dated October 1976

46. This report follows upon earlier studies made by the Joint Inspection Unit on co-ordination and co-operation at the country level. ^{5/} It is submitted after considerable experience has been gained with the country programming process and after numerous efforts have been made to ensure better co-ordination and co-operation at the country level among organizations of the United Nations system.

47. In this report, country programming is considered essentially from the point of view of the contribution it could and should make to co-ordination and co-operation at the country level, particularly to reinforce a unified approach to development. Reforms that could make the country programming process more useful are proposed.

48. A critical examination is made of those aspects of the first cycle of country programming related to co-ordination and co-operation at the country level. The fundamental shortcomings of this first cycle concern; the absence of intellectual preparation for the exercise; the insufficient analysis of the place of technical co-operation provided by the United Nations system in the total requirements of external aid of each country; the absence of a unified approach to development; the absence of an adequate mechanism at the central or local levels responsible for ensuring the required intellectual preparatory work; the content of the country programmes which left much to be desired.

49. The report then examines the extent to which defects of the first cycle are being remedied in the second. Certain beneficial changes were made, but many problems remain unsolved, such as, inter alia: the lack of application of the unified approach; the intellectual preparation still being inadequate; the agencies of the United Nations system are, for the most part, kept out of the preparation for the country programme exercise; the resident representatives, while given heavy responsibilities for this preparation, have not been granted all the necessary legal and organizational authority to this end; the regulations, made more flexible, have become vague.

50. The Inspectors, after explaining the general significance and usefulness of the country programming exercise, propose a series of reforms which they consider essential to make the country programming process more useful. The main recommendations, which deserve priority attention, are the following:

(a) Preparation of regulations concerning "sectoral studies" and the extraction of general lessons from them: this concerns the unified approach, and detailed regulations should be prepared and submitted to the UNDP Governing Council and the governing bodies of all the agencies of the United Nations system for approval;

^{5/} JIU/REP/68/4; JIU/REP/71/12; JIU/REP/74/1 (Chapter V).

(b) Use of the country programme for economic and technical co-operation among developing countries: existing guidelines concerning this co-operation should be taken into account in the preparation of the country programme, especially as regards "sectoral studies"; special attention should also be paid to regional integration movements;

(c) Collaboration between the secretariat of UNDP and the secretariats of the agencies: in order to re-establish a climate of trust between those secretariats, the Administrator of UNDP should make specific proposals for the settlement of conflicts of jurisdiction between agencies and for the regulation of relations between them and UNDP;

(d) Decentralization: revision of the existing regulations of UNDP and the agencies with a view to a greater decentralization of responsibilities modelled on the decentralization effected by the ILO;

(e) Method of appointing, responsibilities of and statute for resident representatives: a draft statute for resident representatives, who should represent the United Nations system as a whole, should be submitted to the governing bodies of UNDP, the United Nations and the agencies for approval;

(f) Representatives of the United Nations and the agencies at country level: each agency should officially designate a senior representative in each country, from among personnel already stationed in the country, and lay down the conditions of his co-operation with the resident representative; in addition, the Secretary-General should explore the feasibility of appointing a representative of the United Nations (ESA) to each country and should propose appropriate measures to that end;

(g) Establishment of a Standing Committee and an Economic and Social Committee at country level: a formal mechanism for co-ordination and co-operation by the resident representatives among United Nations organizations at the country level should be established. These two committees, which would be composed respectively of a senior representative and of selected experts of United Nations organizations stationed in the country, would act as advisory bodies for the resident representative;

(h) Common premises and services and role of Information Centres: ACC and the Administrator of UNDP should examine the possibility of locating all representatives of United Nations organizations in the same building; resident representatives, under certain conditions, should be fully responsible for the United Nations Information Centre located in their country of assignment;

(i) Possibility of revising the Consensus: consideration should be given to revising the 1970 Consensus, to take into account the new developments in many fields and the proposals for reforms made in this report.

51. This report was sent on 1 November 1976 to the Secretary-General of the United Nations, to the executive heads of participating organizations and to the Administrator of UNDP. It was submitted in June 1977 to the twenty-fourth session of the Governing Council of UNDP, together with the joint comments of the participating agencies (documents DP/254 and DP/268).

(e) Report on Evaluation in the United Nations System
(JIU/REP/77/1), dated March 1977

52. In its Statute, approved by the General Assembly at its thirty-first session, the Joint Inspection Unit was given some responsibilities for evaluation, effective January 1978. The main purpose of this report is to outline the current status of evaluation in the United Nations system, and to attempt to determine what should be done in the future.

53. This report gives a brief history of evaluation in the United Nations system and attempts to describe in a summary form the current status of evaluation in the principal United Nations agencies. It also attempts to describe some of the outstanding problems in the field of evaluation and tries to put in proper perspective the very high expectations anticipated from evaluation. Some conclusions are drawn and actions recommended. In addition, some preliminary suggestions have been included on evaluation guidelines, common principles, etc. which the JIU hopes will form the basis for discussion, among the agencies, so that accepted evaluation patterns and systems may be established by United Nations organizations.

54. While observing that evaluation is not a new concept or activity in national or international organizations, the Inspector notes that, despite the impressive number of reports, resolutions and discussions devoted to evaluation since at least the late 1940s, no significant progress has been made towards systematic evaluation and what progress there has been has evolved slowly. With a few exceptions, there is very little evaluation being done by United Nations organizations that would meet any acceptable definition or agreed common principles or guidelines, despite the fact that interest in evaluation is presently at one of its high points, when most organizations express the need for more and better evaluation.

55. The Inspector recommends that, following a gradual approach, the United Nations organizations and the JIU should attempt to do the following:

(a) Exchange information and techniques in the field of evaluation, so that each agency can learn what others are doing and can profit by their experiences;

(b) Develop a glossary of terms, including an agreed definition of evaluation which could be used throughout the United Nations system and establish principles for evaluation;

(c) Develop categories of evaluation, with illustrations for each. For example, Category I would include all types of evaluation which would meet the strictest definition and criteria for evaluation. Category II would comprise those with less refined techniques. Category III, must less refined, etc.;

(d) Establish effective internal evaluation systems within each organization;

(e) Establish a training programme to provide staff concerned with programme planning and execution in the United Nations organizations with the skills needed for evaluation;

(f) Develop broad guidelines for internal evaluation systems which can be used by each United Nations agency.

56. The JIU should:

(a) Conduct periodic reviews of evaluation systems' effectiveness and of the results of selective individual evaluations and make recommendations as to what corrections or modifications are required;

(b) Prepare, on the basis of a continuous flow of information from all agencies, a biennial report on the status of evaluation systems in each United Nations agency;

(c) Develop a guide for the creation and operation of an internal evaluation system for use by organizations which are introducing or revising their evaluation practices;

(d) Undertake ad hoc evaluation, concentrating especially on system-wide problems or issues.

57. All United Nations organizations should:

(a) Give priority to the development of their evaluation systems;

(b) Keep the JIU informed on a continuing basis regarding the development of effective internal evaluation systems and on any plans for future changes of their systems;

(c) Seek the advice of the JIU in the development of their systems.

58. This report was sent on 1 April 1977 to the Secretary-General of the United Nations and to the executive heads of participating organizations. CPG gave it primary consideration at its seventeenth session.

(f) Africa and Western Asia - Report on the Technical Co-operation provided by the United Nations System to Regional and Subregional Integration and Co-operation Movements (JIU/REP/77/2), dated June 1977

59. This is the third and last report by the Joint Inspection Unit on the technical co-operation provided by the United Nations system to regional and subregional integration and co-operation movements (see paragraph 33).

60. The purpose of this report is similar to that of the previous reports. The Inspector, in reiterating that economic development should be matched by social development, places emphasis not only on United Nations co-operation in the economic field, but on the non-economic aspects of integration, such as education, labour, public health, etc. He reviews successively certain integration movements in Africa, North Africa and Western Asia; enumerates the main projects which have a direct relationship with African integration bodies, or which are related to subregional development processes; and evaluates the co-operation with the organizations of the United Nations system.

61. Although the main objective of the integration processes is the same all over the world, i.e., to strengthen national development, it is more difficult to attain in Africa than, for instance, in Latin America, because of the greater diversity in that continent. Also, in some African subregions, the limited size of national markets and of national resources constitutes a serious handicap for the development of industries and the achievement of economies of scale.

62. The Inspector thinks that, at the moment, the most essential aspect of regional development is physical integration (roads, transport, communications, etc.), as it is a pre-requisite to economic and social integration. It should be taken into account by financial institutions and bilateral aid.

63. While noting that there is strong collaboration between the United Nations system and Africa's principal integration movement (OAU), the Inspector believes that the experience of UNDP, of the regional commissions and of the specialized agencies in intercountry projects should, as a matter of priority, be made fully available to the many intergovernmental organizations of Western Asia and Africa. A greater allocation of UNDP funds to the African integration movements could be provided by considering some regional programmes as "integration and co-operation oriented programmes".

64. The Inspector further says that the lines of communication between the United Nations family and the African and Western Asian organizations could be greatly improved by the participation of all concerned at regional meetings; the technical co-operation provided by the United Nations system in the region should be streamlined and co-ordinated in order to avoid duplication of effort; the intergovernmental organizations should be assisted in drafting their requests for technical co-operation in accordance with the requirements of the United Nations system. Also, the difficulties which are faced today by some African organizations should not result in a lack of interest on the part of the United Nations system; on the contrary, assistance to, and co-operation with these organizations might be more necessary now than ever before.

65. The Inspector considers that many of the conclusions reached in his two other reports on, respectively, Latin America (JIU/REP/76/6) and Asia and the Pacific (JIU/REP/76/9), are equally relevant to Africa, in particular those concerning agreements between the specialized agencies of the United Nations system and the regional organizations; the strengthening of the secretariats of

the regional organizations through, mainly, the outposting of headquarters officials and the participation of the regional intergovernmental organizations in the programming and implementation of subregional projects.

66. The Inspector further reiterates the need to reach a "consensus" on intercountry programming which will include regional organizations. He also recommends that the Governing Council of UNDP should not delay a decision on the question of assigning the main integration movements their own IPFs. Lastly, he places emphasis on the following actions which he considers to be of great importance: (a) strengthening of the collaboration with the Organization of African Unity and the League of Arab States; (b) help in the co-ordination of the activities of the various subregional organizations; (c) support to recently-established integration movements; (d) continued help to organizations even when, for various reasons, they are facing institutional difficulties; and (e) the share of the regional and subregional projects should be increased substantially.

67. This report was sent to the Secretary-General of the United Nations, to the executive heads of participating organizations and to the Administrator of UNDP.

(g) Report on First Class Travel paid by United Nations Organizations (JIU/REP/77/3), dated June 1977

68. In its previous reports 6/ on the use of travel funds by the United Nations organizations, the Joint Inspection Unit has drawn the attention of the legislative bodies and executive heads of these organizations to the possibility of achieving considerable savings by drastically reducing first class travel by air.

69. Despite the fact that initial reactions were unfavourable to this initiative, two recent very encouraging steps have been taken in the direction proposed by JIU, i.e., the introduction of travel by economy class - by: the General Assembly, at its thirty-first session, concerning the members of two subsidiary organs (CPC and JIU), and by the Executive Board of WHO, whose recommendations were approved by the World Health Assembly in May 1977, concerning its members or members of its committees, and delegates to the Assembly. In the case of WHO, it was also decided that only one economy class ticket would be reimbursed per member of the Executive Board and of its committees, and per member or associate member state for delegates attending the World Health Assembly.

70. These two important decisions encouraged the JIU to make another effort along the line of its previous recommendations aimed at the virtual discontinuation of first class travel by air. The present report describes the use of first class travel by United Nations organizations and concludes that there is no uniform approach, as regards travel of members of governmental bodies or expert committees, although the trend is to abolish first class travel. It also shows

6/ Reports on use of travel funds in the United Nations (JIU/REP/72/4); WHO (JIU/REP/74/3); FAO (JIU/REP/75/1); UNESCO (JIU/REP/76/2).

the differences in cost between first and economy class air travel in 1976 for some typical examples of round-trips. In the opinion of JIU, the difference in service and comfort between the two classes is not commensurate with the difference in cost. This element must be seriously taken into account at a time when almost all the United Nations organizations are facing serious financial difficulties.

71. It is therefore recommended that:

(a) The United Nations organizations should pay the cost of first class travel on official mission or in application of the Staff Rules and Regulations only as follows:

- (i) Presidents or chairmen of legislative and governing bodies;
- (ii) Executive heads of organizations;
- (iii) When in exceptional cases an executive head decides that officials accompanying him should travel first class for reasons of service;
- (iv) For medical reasons when an organization's doctor certifies the need for first class travel;
- (v) In other exceptional cases when the executive head so decides, e.g., when the age and/or position of a non-staff member justifies first class travel.

If this recommendation is adopted, the annual saving to the eleven United Nations organizations would be of the order of \$US 777 thousand;

(b) Greater use should be made of excursion fares and other reduced rate travel.

72. This report was sent to the Secretary-General of the United Nations and to the executive heads of participating organizations.

- (h) Report on General Service Staff of the United Nations and Geneva-based Specialized Agencies (JIU/REP/77/4), dated June 1977

73. The main purpose of this report is to investigate the present situation concerning the use of General Service staff by the United Nations and the Geneva-based specialized agencies, in order to identify any shortcomings and to try to make proposals for a more rational use of this category of staff.

74. In order to avoid duplication with the ICSC, which at present is examining the question of salary scale for General Service staff at Geneva, the Inspectors do not consider this problem in their report.

/...

75. In their review of the present situation concerning the use of General Service staff, the Inspectors have analyzed such questions as: (a) composition of G.S. staff and its structure; (b) policy and practices pursued in recruitment of G.S. staff; (c) career development system and promotion procedures; (d) in-service training; (e) working hours; and (f) methods and quality of work of G.S. staff, etc.

76. The study made by the Inspectors led to a number of findings, which may be summarized as follows:

(a) In most of the organizations, there is no adequate job classification system by occupational groups for G.S. staff;

(b) Recruitment policies and practices vary widely; this creates some problems in finding qualified candidates;

(c) The majority of the organizations have no career development system for G.S. staff;

(d) Existing procedures for promotion of G.S. staff create serious problems in many organizations;

(e) In most organizations, a majority of the G.S. staff have a permanent appointment;

(f) The problem of promotion of staff from G.S. category to Professional category has not yet been solved;

(g) Programmes of in-service training and existing conditions of training in some organizations need improvement;

(h) Methods of work and productivity standards used by some organizations need to be revised to increase efficiency and productivity.

77. On the basis of their investigations, the Inspectors made a number of recommendations; their main recommendations may be summarized as follows:

(a) In revising the job classification system for the G.S. category, the organizations and the IGSC might consider the possibility of establishing common occupational groups for all organizations and especially for those located in one duty station, particularly at Geneva;

(b) Consideration should be given to introducing a new rule which would provide that non-local status for a G.S. staff member is granted only to staff members actually recruited outside the area of the duty station;

(c) A general examination (called "clerical test") should be introduced for all candidates being seriously considered for appointment to G.S. posts;

(d) A roster of candidates for G.S. posts should be established in all organizations and the Geneva-based organizations should consider the possibility of creating a common recruitment service for G.S. posts;

(e) In order to avoid the concentration of G.S. staff members at higher grades in the middle of their career, they should work not less than two-three years in each grade before promotion to the next grade;

(f) The majority of the G.S. posts should be filled by staff members with fixed-term appointment, and only after four years of satisfactory performance, a staff member could be proposed for a one-year probationary appointment, and then for a permanent appointment;

(g) General Service staff members should be given an opportunity to be promoted to the Professional category by means of competitive examinations, on the basis of established criteria, and taking into account the necessity for equitable geographical distribution;

(h) The ratio of G.S. staff to Professional staff should be reduced, and particularly by introducing new methods of work for secretaries and stenographers/typists, i.e., a unit pool;

(i) The organizations which have no productivity standards for typists in the pools should introduce them. Some organizations which have such productivity standards might consider the possibility of increasing them to the level established, for example, by ILO and ITU;

(j) The organizations should examine the relative cost-effectiveness of having some types of work carried out by their own G.S. staff or by outside contracts, in order to select the most effective and economical method.

78. This report was sent to the Secretary-General of the United Nations and to the executive heads of Geneva-based organizations (ILO, ITU, WHO and WMO), to the ICSC and for information to other participating organizations.

ANNEX I

List of JIU Reports and Notes under Preparation

1. Some Aspects of Backstopping of Technical Co-operation Activities in the United Nations System.
2. Training in Wildlife Management in Africa.
3. Role of Experts in Development Co-operation.
4. Technical Co-operation among Developing Countries.
5. Note on Concept of Objectives for Programme Budgeting and Medium-term Planning.
6. Note on Programme Planning at UPU.
7. The Implications of Additional Languages in the United Nations System.
8. Evaluation of the Work of the United Nations Division of Public Administration and Finance.
9. Integration of Women in the Work of the United Nations Organizations.
