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In its resolution 2924 B (XXVII) of 24 November 1972, the General Assembly requested the Secretary-General to submit annually to the Assembly a succinct report on those major recommendations of the Joint Inspection Unit affecting the United Nations which had not been implemented, together with the reasons therefor. At its thirty-second session, the Assembly adopted resolution 32/199 of 21 December 1977, by which it decided that future reports of the Secretary-General in implementation of the recommendations of the Unit should provide concise information only with regard to those reports which have been indicated by it to be of interest to the Assembly, one of its Main Committees or its other subsidiary organs. Further, in its resolution 42/218 of 21 December 1987, the Assembly requested all bodies of the United Nations system to examine closely those reports of the Joint Inspection Unit which are within their respective areas of competence and to comment, as appropriate, on the recommendations contained therein. The General Assembly has also, in its resolution 44/184 of 19 December 1989, requested the Secretary-General to standardise the format of his reports relating to the work and recommendations of the Joint Inspection Unit in order to include therein the recommendations of the Unit and any decisions of the Assembly and other governing bodies, before making his comments. In addition, the Assembly urged the Secretary-General, in preparing his report, and the Unit, in preparing its annual report, to co-ordinate their efforts in order to present to the Assembly the maximum possible information on implementation of the recommendations of the Unit. The present report is submitted in accordance with those decisions, and includes detailed information on the status of implementation of the recommendations contained in five reports of the Joint Inspection Unit.

* A/45/150 and Corr. 1.

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I. TECHNICAL CO-OPERATION BETWEEN THE UNITED NATIONS
DEVELOPMENT PROGRAMME AND THE REGIONAL ECONOMIC
COMMISSIONS: ECONOMIC COMMISSION FOR AFRICA

1. A report on this subject was submitted to the General Assembly at its forty-second session (A/42/110). The report contained 11 recommendations, the first 4 of which were addressed to the Economic Commission for Africa (ECA) and the others to the United Nations Development Programme (UNDP). The related comments of the Secretary-General are contained in document A/42/110/Add.1. By its decision 1987/184, the Economic and Social Council took note of the report of the Joint Inspection Unit (JIU) and the comments of the Secretary-General thereon. By its decision 42/446 of 11 December 1987, the General Assembly, on the recommendation of the Second Committee, took note of both the JIU report and the comments of the Secretary-General.

2. The JIU report and the related comments of the Secretary-General were reviewed by the Committee for Programme and Co-ordination at its twenty-seventh session (27 April-29 May 1987). The Committee noted that a number of the conclusions and recommendations of the report did not appear to be factually substantiated or based on coherent arguments. It also expressed the view that most of the report's conclusions and recommendations were not commensurate with the arguments in the body of the report regarding the strengthening of the role of the ECA in its relationship with UNDP.

3. In the light of the views expressed by Member States in the Committee for Programme and Co-ordination, it was deemed advisable not to proceed with the implementation of the recommendations of the report, which in any event had not been favourably received by the organizations concerned.

II. REVIEW OF UNITED NATIONS CHILDREN'S FUND
ACTIVITIES AND STRUCTURES

4. A report on this subject was submitted to the General Assembly at its forty-second session (A/42/136). The report contained 13 recommendations addressed to the UNICEF secretariat and its Executive Board. The report was considered by the Executive Board at its 1987 regular session (E/ICEF/1987/II, paras. 64-69), and served as a background to the consideration of the biennium budget by the Board at its regular session in 1988.

Restructuring

Recommendation I: The Secretariat should:

- (a) Space out the more or less institutionalized directors' meetings and simplify the existing collegial system:
- (b) Establish an all-purpose inspection unit reporting directly to the Front Office;

- (c) Set up a permanent forecasting and analysis unit with a small staff to focus on planning and long-term studies. The journal Assignment Children would be the responsibility of this unit.

5. The current structure of institutionalized meetings was streamlined subsequent to the JIU report. UNICEF feels that the strong spirit of collegiality and participation in decision-making processes is one of its strengths, particularly since UNICEF is highly decentralized in order to better respond to developing countries' needs through the network of country offices. The Executive Director is none the less mindful of the need to maintain rapid and decisive decision-making processes.

6. An "inspection unit" dealing with operational/management issues and attached to the Executive Office would certainly be able to make a number of contributions (although there would be considerable overlap with the regional directors who are now posted in the field to serve many of these functions as well as the planning and internal audit offices - which currently do report directly to the Executive Office). In order to respond to this need and to avoid creating additional headquarters posts, the inspection functions are being carried out through an enhancement of the planning and internal audit offices .

7. The proposal to create a permanent analysis and forecasting group is an excellent one and indeed the Executive Director announced the creation of such a planning unit in the spring of 1966.

Recommendation II: The reorganization of the Programme Division should focus on the geographical sections; the technical sections should be abolished and their staff redeployed and cut back.

8. The programme group at Headquarters has reduced its core staff for technical support to the point where in some cases there is only one technical adviser in a core post for major areas of UNICEF involvement. This single adviser is responsible for providing global policy development, maintaining the technical co-ordination and collaboration with the United Nations agencies, bilateral aid agencies and non-governmental organizations as well as providing key, country-level, technical support. As delegations to the Executive Board noted when reviewing the JIJI report, a reduction beyond existing levels would adversely affect programme delivery, and it may occur that the present reductions initiated by the secretariat have already gone too far.

Recommendation III: The role and functions of IRM should be clarified in respect of the Programme Division, with priority given also to the selection and reduction of information flows.

9. The Information Resources Management Division was established shortly before the Inspector's principal visits. In the years since its establishment, its role and function has been well defined and it is functioning smoothly. Its primary function is to streamline and improve the structure of information flows and their processing, which is in accordance with the JIU recommendation.

Recommendation IV: The regional-office tier should be maintained and consolidated within the framework outlined by the principles of seniority and the two-tier structure. The system of regional meetings should be revised and the reassignment of the advisory capacity to the regional offices should entail a redefinition of its functions in the UNICEF programme manual.

10. Making effective use of the regional offices is a desirable goal. However, with the large reductions that have already taken place at Headquarters⁶ locations, the primary sources of such strengthening would necessarily come either from country-level staff or an increase in overall staffing levels. There are, however, methods of strengthening the regional offices other than staff increases, such as enhancing staff quality, training and management procedures, and the Executive Director has actively pursued them. Since the report, the role of the regional offices has been focused on during the last two budget exercises. This is now an ongoing process to ensure that all resources are used effectively and efficiently.

Recommendation V: The methods and procedures used in certain forms of recruitment at the regional level should be reviewed.

11. Certain types of recruitment (including those recommended by JIU) continue to be carried out at the regional level, as has been the practice for some time. The methods and procedures for recruitment will continue to be kept under review as part of the development of UNICEF's human resource planning.

Recommendation VI: The reapportionment of the area⁶ of authority of certain regional offices should be accompanied by the establishment of a new regional office for southern Africa.

12. This recommendation has considerable merit, although the additional staff and other costs of creating a new regional office proved prohibitive. In the meantime, as a result, UNICEF has shifted the country office in Angola to the East Africa Region so as to consolidate all of southern Africa under one umbrella. The new regional office is now called the East and Southern Africa Regional Office.

Recommendation VII: The Under-Secretary-General-level post for external relations should be eliminated through attrition.

13. Members of the Executive Board have noted that the post of Deputy Executive Director for External Relations has the responsibility for overseeing and integrating some of UNICEF's most sensitive and valuable functions - Programme funding, public information, National Committees, the Geneva Office, the greeting card operations and non-governmental organizations. As a voluntary-funded organization with a strong emphasis on external public participation and social mobilization, these activities are at the core of UNICEF programme activities and its unique character. Achieving these goals and integrating these disparate but quite mutually reinforcing activities requires close internal co-ordination for which top echelon direction and supervision is crucial. Indeed the previous absence of such a post was one of the major lacunae identified by the management study issued on 25 February 1975 by the Scandinavian Institutes for Administrative Research under the title "The strengthening of the best tradition⁶ in UNICEF".

14. It should also be pointed out that, because of years of restraint, UNICEF has not experienced the increase in top-level posts that had taken place elsewhere at the time the JIU report was written. In fact, in the 10 years prior to the JIU report, UNICEF's proportion of top-level posts to its overall staff has actually declined 37 per cent and at the time of the JIU report the average ratio of top-echelon staff to total staff for the rest of the United Nations system was about three times higher than that of UNICEF. This ratio has continued to decline and is now at its lowest level in recent history, far below the average for the United Nations system.

Monitoring and follow-up of programme implementation

Recommendation VIII: Evaluations should be carried out selectively and only by the regional office. Priority shall also be given to strengthening the evaluation capabilities of recipient countries. Additional measures should be taken in the following areas:

- (a) Internal auditing, institutionalized at the regional level would provide a regular check on programmes and accounts;
- (b) Technical monitoring of equipment delivered would be instituted to give UNICEF inspection rights in connection with its use and maintenance;
- (c) Basic inspection and monitoring would be expanded through systematically increased use of junior officers and various categories of volunteer workers.

15. Just prior to the report, the UNICEF Executive Board undertook a very thorough review of its evaluation activities and the Board had a very strong consensus in favour of stepping up evaluation activities. The secretariat also finds that evaluation activities have been a highly cost-effective means of improving programme efficiency and effectiveness. The secretariat would therefore be reluctant to reduce the number of evaluations. However, measures have been taken to continue to refine their focus - in particular by concentrating on high-priority programme areas and strengthening rapid feedback concerning the programming process. Further concentration has been placed on evaluating a programme's contribution to the overall development process, as distinct from evaluating a one dimensional "impact".

16. Strengthening the recipient countries' own evaluation capacities has become an increasingly important part of UNICEF efforts. Similarly, regionally based evaluations are useful, but cannot substitute for work done in-country and by headquarters.

17. For the last several years internal audits have been institutionalized at the regional level (as well as at headquarters).

18. Monitoring and on-site inspection are an integral part of UNICEF's field-based approach and one of the major responsibilities of country offices. In UNICEF's case, this task is especially facilitated by its special structure. Some

85 per cent of its staff are located in field offices, many of these are local staff (including national professionals), and in some cases there are offices at the provincial level.

19. Junior Professional Officers are often used for the purposes of monitoring and on-site inspection, but their availability is of course limited to the numbers that donors provide. Since the JIU report, UNICEF sought to increase their numbers. UNICEF's collaborative programmes with non-governmental organizations, especially local ones, are another, especially rich source of field monitoring, particularly given their knowledge and familiarity with village-level conditions.

Recommendation IX: Annual reports should be standardized as to content and format, with special reports submitted on a confidential basis attached as appendices.

20. Annual reports are currently standardized with one revolving component often relating to newly emerging priority issues or seeking information for upcoming thematic reports to the Executive Board. Confidential annexes are the current practice.

Recommendation X: The provision of individual reports to donors should follow a uniform and simplified procedure; the reports should not be prepared until a project is completed.

21. The implementation of this recommendation helps to facilitate the work of the Secretariat. Since the report, some measures to space out and standardize donor reporting were agreed upon by the Executive Board. However, this streamlining has to be continually balanced against donor requirements for accountability, in part, so as to ensure no diminution of financial resources.

The role and work of the Executive Board

Recommendation XI: Like the budget cycle, the cycle of Executive Board and committee sessions should be biennialized; several related measures should be taken as part of this reform.

22. The Executive Board has for a number of years discussed the possibility of having a biennial concentration of its work, and has already biennialized some aspects of financial reporting. However, the Executive Board did not agree that the overall work of the Board and its two committees should be biennial. From 1991 additional biennial concentration of reports will take place.

Recommendation XII: Economic and budgetary documents prepared by the secretariat for the Executive Board and the committees should be improved as to volume, accuracy, readability, openness and, in particular, the method of calculating indirect costs.

23. Finding the best format for budgetary presentations can be a difficult task for which there may not be one best answer for all concerned. As the JIU report points out, the current format adopted by the Executive Board in 1904 differed

considerably from the **proposal** made in 1980 by Inspector Bertrand who studied the **matter** at the request of the UNICEF secretariat (which was in turn somewhat different than the recommendations of the UNICEF secretariat). The JIU analysis underlines how difficult and even sometimes arbitrary it is to distinguish between programme support and **programme** delivery. Upon the request of the Executive Board and the **Advisory** Committee on Administrative and Budgetary Questions in 1989, the Executive Board approved, in 1990, some changes in the budgetary presentation **effective** from 1991.

24. However arbitrary and conceptual distinctions might be, and **even** considering the Unit's point that development **assistance** might inevitably be costly, UNICEF believes firmly in the need to keep its administrative costs low, in order both to **maximize** the delivery at the field level and to maintain public confidence and support. For this reason the secretariat has lowered (and maintains at a low level) its overhead ratio. **Inter-agency** comparisons in this field are of course often misleading - for example, large capital **proj**ects usually have lower overhead costs than social development activities. Different **organizations** also have different structures - some do not execute **proj**ects, while others only **execute** but do not **raise** programme funds. Still it is worth while to note that previous Director-General's reports to the Economic and Social Council and the General Assembly on this subject, while stressing the limitations of such comparisons, have shown that UNICEF had relatively favourable ratios.

Recommendation XIII: Care should be taken to ensure that the statutory provisions or guidelines governing the Standing Group of National Committees in no way limit the powers of the Executive Board.

25. The statutory **powers** of the Executive Board as decided upon by the General Assembly *make* clear that the Board's authority is that of an intergovernmental body and remains quite distinct from the role of the **National** Committees.

III. TECHNICAL CO-OPERATION BETWEEN ORGANIZATIONS OF THE UNITED NATIONS SYSTEM AND THE LEAST DEVELOPED COUNTRIES

26. A report on this subject was submitted to the General Assembly at its forty-third session (A/43/228). The report contained four recommendations addressed to **organizations** of the United Nations system involved in technical **assistance** to the least developed countries (LDCs). The related comments of the Administrative Committee on Co-ordination are contained in document A/43/228/Add.1.

The financing of technical co-operation

Recommendation 1 (a): UNCTAD and the Director-General for Development and International Economic Co-operation should make an exhaustive inventory of all the sources for financing the United Nations system's technical co-operation with the LDCs, keep watch on their evolution and proceed to update them so as to provide the various bodies within the United Nations system with tools whereby they can make a concrete quantified analysis of the development of such co-operation. This exercise should be undertaken by UNCTAD and the Director-General without allocation of special funds to that end, in the framework of their periodic reports on the implementation of the Substantial New Programme of Action (SNPA).

27. Both the Director-General and the United Nations Conference on Trade and Development (UNCTAD) indicated in the comments of the Administrative Committee on Co-ordination their intention to implement the recommendation of JIU. Since then, information has been provided on a regular basis by the organisations concerned and compiled and disseminated in the framework of the periodic reports on this implementation of the Substantial New Programme of Action. The compiling, analysis and dissemination of information has been intensified in the context of the preparation of the Second United Nations Conference on the Least Developed Countries.

Recommendation 1 (b): The various funding and executing agencies of the United Nations system should make additional efforts and devise supplementary ways and means to enhance the absorptive capacity of the LDCs.

20. The organisations concerned indicated their full agreement with this recommendation, which is very much in keeping with the provisions of General Assembly resolution 44/211 of 22 December 1989 on operational activities of the United Nations system, and have implemented it within their respective areas of competence.

The programming of technical co-operation activities

Recommendation 2: Taking into account the modalities and mechanisms suggested in this chapter and, in particular, in the conclusions, the organizations of the United Nations system should, so as to make the programming of technical co-operation with the LDCs more consistent and effective:

- (a) Gradually harmonize the programming time frame, on the basis of foreseeable financing;
- (b) Bring programming into line with the objectives and strategy of each LDC's development plan;
- (c) Ensure that programming is an effective aid to the LDCs in moving ahead, cycle by cycle, along the path of rehabilitation and development.

29. This recommendation was generally well received by the organisations concerned. It is very much in line with the provisions of General Assembly resolution 44/211, in particular paragraph 17, which calls for more integrated and co-ordinated programming of United Nations system co-operation. The organizations concerned are proceeding with its implementation. In this connection, it is noted that the Director-General is to submit to the forty-fifth session of the General Assembly a report on the simplification, harmonization and adaptation of rules and procedures.

Implementation of technical co-operation projects

Recommendation 3: In the light of the comments and suggestions made in this chapter, the organizations of the United Nations system should:

- (a) Help LDCs directly to execute more technical co operation projects , either individually, thereby promoting self- r & t development, or in co-operation with other countries, thereby strengthening ties of economic co-operation;
- (b) Find appropriate solutions for implementation delays and, in particular, for problems relating to the purchase and maintenance of equipment;
- (c) Gradually attach greater importance to the training of national managers.

30. This recommendation was very well received by the organisations concerned and its provisions have been implemented.

Co-ordination of technical co-operation activities

Recommendation 4: The Director-General for Development and International Economic Co-operation should carry out a study of the number of meetings for the co-ordination of the activities of the organisations of the United Nations system in favour of the LDCs, of the cost of the documentation submitted to them and of representation costs and suggest ways and means of reducing the number of such meetings, avoiding duplication and making substantial savings in terms of human and financial resources so that they might be earmarked for the implementation of operational activities in the LDCs.

31. Although the specific study requested has not been carried out, the Director-General, in co-operation with the Secretary-General of UNCTAD, has undertaken to streamline the number of meetings, to reduce documentation and to improve the effectiveness of meetings along the lines suggested by the Inspector. It should be noted, however, that preparations for the Second United Nations Conference on the Least Developed Countries have required more intensive inter-agency consultations than might normally be the case.

IV. REPRESENTATION OF ORGANIZATIONS OF THE UNITED NATIONS SYSTEM
AT CONFERENCES AND MEETINGS: PART A. THE UNITED NATIONS

32. A report on this subject was submitted to the General Assembly at its forty-third session (A/43/586). The report contained seven recommendations concerning various aspects of the implementation of the Secretary-General's bulletin ST/SGB/207 of 5 December 1984 and ST/SGB/207/Rev.1 of 16 December 1987, in order to achieve proper representation of the United Nations at conferences and meetings. The related comments of the Secretary-General are contained in document A/44/221. This report provides information on implementation of the recommendations in the intervening period.

33. As will be seen from the reporting on the individual recommendations, implementation can be considered completed for recommendations 1 and 2, Recommendations 3-7 are still in the process of being implemented. The Secretary-General considers that by their nature the latter recommendations can never be considered fully implemented.

Recommendation 1: The Secretary-General should further request the United Nations departments and offices to strictly observe the provisions under ST/SGB/207/Rev.1, with particular emphasis on the time limits regarding the issuance of invitations and the submission of the requests for authorization, as well as on the substantive preparation for and proper participation of the United Nations representatives in conferences and meetings.

34. As envisaged in document A/44/221, paragraph 8, a note from the Executive Office of the Secretary-General on the results and findings of the two full years of experience implementing ST/SGB/207/Rev.1 was communicated to all United Nations departmental officers on 23 April 1990. This note includes recommendation 1.

Recommendation 2: The Representation Unit of the Executive Office of the Secretary-General should be administratively restructured so as to increase its working capacity in implementing the present co-ordinating and approval procedures under ST/SGB/207/Rev.1, thereby contributing further to the achievement of the objectives mentioned.

35. To implement this recommendation, a post at the P-4 level, on loan to the Representation Unit, Executive Office of the Secretary-General, since 1 January 1995, was transferred permanently to the Unit on 1 January 1990. In addition a clerical post at the G-5 level was re-deployed to the Representation unit.

Recommendation 3:

- (a) The practice of passive participation should be reconsidered and seriously reduced;
- (b) Attendance of the United Nations departments at conferences and meetings should be limited to one person;

- (c) Wherever liaison or field office exists in the venue of the meeting, travel from Headquarters for representational purposes should not be allowed, unless the meeting is of a highly specialized nature.

36. Concerning this recommendation, strict controls have been established and implemented, to assure that travel authorisations are only given according to the criteria discussed in paragraphs 10-12 of document A/44/221.

Recommendation 4: The length of attendance at meetings held outside Headquarters, which would incur high expenditures for travel and per diem, should be kept to the minimum.

37. The Representation Unit continues to maintain a close co-operation with the Programme Planning and Budget Division of the Department of Administration and Management to assist in holding down travel and per diem costs through taking early action to take advantage of discount fares, encouraging the holding of meetings at Headquarters, discouraging attendance at meetings in remote locations and promoting the "bunching" of meetings, to avoid repeated trips to the same location.

Recommendation 5:

- (a) Rules and practices in the financial area should be made uniform, and corrective measures should be taken to implement the related provisions for financial control;
- (b) Official travel to attend conferences and meetings should be correctly coded (as 222) without mixing with other codes;
- (c) The sub-code number for representation travels should be introduced in order to separate this type of expenditure from any others, thereby ensuring better financial control.

39. The implementation of recommendation 5 in its entirety is described in document A/44/221, paragraphs 14-16.

Recommendation 6: The United Nations departments and offices should constantly review and evaluate overall representational activity in a comprehensive and critical manner. Particularly, departments which have a large activity of representation should establish appropriate monitoring procedures in order to avoid superficiality in assessing their activity in representation.

39. The Representation Unit constantly reviews and evaluates its criteria for approving travel requests according to the actual needs of the Organization. Concerning other departments and offices, the Representation Unit maintains close co-operation with them to ascertain that monitoring procedures precisely examine the actual need for representation in each proposed case.

Recommendation 7: The United Nations services dealing with technical innovations should further follow the developments in the use of new technologies with a view to introducing advanced systems as teleconferencing in the field of representation.

40. As indicated in paragraph 18 of document A/44/221, teleconferencing for representation would be potentially useful for meetings that are largely for the exchange of information or expertise and that do not require informal personal discussions among the participants outside the formal sessions. The Secretary-General is continuing to explore the potential application of this technology in the field of representation.

V. EVALUATION OF UNITED NATIONS TECHNICAL CO-OPERATION PROJECT EVALUATION SYSTEMS (PARTS I AND II)

41. A report on this subject was submitted to the Economic and Social Council at its second regular session of 1989 (E/1989/41 and Add.1). The report contained four recommendations concerning the evaluation of United Nations technical co-operation project evaluation systems, addressed to executing agencies and to UNDP. The related comments of the Administrative Committee on Co-ordination are contained in document E/1989/41/Add.2.

Recommendation 1: It is recommended that executing agencies and UNDP:

1. **Ensure better co-ordination and improvement of evaluation methods of evaluation services within the United Nations system and the continuous exchange of information among them:**

by institutionalizing the Inter-Agency Working Group on Evaluation (IAWG);

by establishing a timetable for regular meetings of the Working Group;

by placing their secretariat at the disposal of UNDP evaluation services so as to limit the financial implications of such an initiative as far as possible.

2. **Include the following tasks for the Working Group in the programme of work, as a matter of priority:**

- (a) **Review of the role, types, methods and practice of evaluation by embarking on a comprehensive examination of the questions of overall impact and the country-specific approach compared to the project-specific approach and the mechanical and sectoral logic which it presupposes;**

- (b) Study of ways and means of incorporating the questions of sustainability and viability in the project implementation process at the preparation, tripartite review and PPER stages or in the course of ex post terminal or impact evaluations;
- (c) Study of the possible reorganization of project monitoring and supervision and the consequent readjustment of the complementary roles of monitoring and self-evaluation;
- (d) Study of types of evaluation on the basis of anticipated output and benefits in the form of project feedback and follow-up;
- (e) Exploring administrative and financial possibilities for incorporating into the budget envelope of certain projects the funds necessary to carry out impact evaluations of project cost-effectiveness and sustainability after the completion of operations.

42. The organizations concerned welcomed the recommendation of JIU and it has been implemented. The Inter-Agency Working Group on Evaluation has been meeting periodically; its last meeting took place in October 1989 and its next meeting is scheduled for the last quarter of 1990. The organizations have taken note of the topics proposed for study by JIU, which have been included in the programme of work of the Working Group. They were reviewed by the Group at its October 1989 meeting and the agencies are proceeding with their implementation,

Recommendation II: It is recommended that executing agencies and UNDP:

1. Review the general layout of the procedures manuals at present in use and in particular the most recent version of the chapter devoted by UNDP to monitoring and evaluation, supplement them by instructions indicating how they should be used and make them both more didactic and more practical, in particular by:
 - (a) The production of manuals which identify according to type, nature or scope, the major questions to be dealt with in evaluations;
 - (b) The addition of check-lists of the most striking and most frequent difficulties and mistakes, irregularities and constraints likely to be encountered in the course of a monitoring assignment that entails auditing or verification of project delivery;
 - (c) The preparation of tables of the climatic and seasonal factors that may, depending on the geographical area, affect programme and project delivery timetables;
 - (d) The formulation of a set of differentiated economic and social progress indicators reflecting areas of application, types of activity and the kind of operations of which executing agencies must take cognizance;

- (e) The adoption of an indicative list of the analytical criteria required, for evaluation purposes, with a view to the refinement of conclusions in the light of all foreseeable distinctions (ethnic, religious, regional, occupational, etc).
- 2. Examine how procedures and manuals dealing with the specific features of countries in which evaluation is carried out can be improved, adjust efficiency criteria accordingly.

43. The organizations concerned *endorsed* the need for continuing *review* of existing guidelines and implementing changes where necessary. However, they all viewed with concern the counterproductive nature of a review that proliferates guidelines, check-lists and manuals. Furthermore, they felt that the overall issue must be viewed in the context of the transition from a project to a programme approach and of the increasing involvement of governments in execution, monitoring and evaluation, as called for by the Member States in General Assembly resolution 44/211.

44. The in-depth reforms called for in resolution 44/211 will have a decisive, long-term impact on the procedures, guidelines and manuals utilized for project evaluation. Pending their full implementation according to the three-year schedule submitted to the Member States at the second regular session of 1990 of the Economic and Social Council, it would be premature to proceed with the implementation of the specific recommendations of JIU.

Recommendation III: It is recommended that executing agencies and UNDP:

- 1. Readjust priorities to emphasize monitoring and take account of the constraints and difficulties encountered in the project preparation process, the increased role played by the recipient States as United Nations executing agencies and the mediocre functioning of the existing system of monitoring and verification at grass-roots level.
- 2. Restructure and strengthen the monitoring and verification of projects by the introduction of a second echelon accompanied by the following:
 - (a) The adoption by the specialized agencies of a general purpose inspection system on the UNESCO model;
 - (b) The establishment, at the regional or subregional level and within the specialized agencies, of an office to verify and monitor the delivery of projects by adapting the system already tested by UNICEF to the specific machinery of the agency concerned;
 - (c) Adjustment of the second-echelon back-stopping and monitoring functions hitherto performed exclusively by technical administrators of sectoral divisions of specialized agencies, so that they may be carried out and monitored jointly by technical administrators in conjunction with programme administrators, having regard to the special features of each organizational structure.

3. Undertake any redeployment and transfer of staff from headquarters of specialized agencies to their regional offices as necessary for the implementation of the measures outlined above.

45. The organizations concerned welcomed efforts to strengthen monitoring, but emphasised that it should not be done at the expense of self-evaluation or any other form of evaluation. They believe monitoring and evaluation should be seen as a continuum.

46. Regarding recommendation 111.2, none of the agencies, not even the United Nations Educational, Scientific and Cultural Organization (UNESCO), which was presented as a *model*, supported the introduction of a second echelon in monitoring and it has not been implemented. Even if the agencies had been favourable to its implementation, cost consideration⁸ at a time of zero-growth budget in the agencies concerned would have been a *major* constraint,

47. The organizations also pointed out that their institutional arrangements for monitoring and evaluation reflected their unique and specific institutional structure and requirements and felt that the proposal to establish a single office at the regional or subregional level was unrealistic and unnecessarily cumbersome; therefore, it has not been implemented.

48. Finally, all organizations concerned pointed out that the redeployment of staff from headquarter⁶ to regional offices to strengthen monitoring was already part of their policies.

Recommendation IV: It is recommended that executing agencies and UNDP:

1. Adopt a formula making central evaluation offices directly responsible to the Director-General of the executing agency, in order to accord them their proper status.
2. Strengthen central evaluation offices of specialized agencies and provide extra staff within existing budgetary constraints by carrying out the necessary redeployments.
3. Restructure the organization and work plans of central evaluation offices to allow for the strengthening of second-echelon monitoring, the general adoption of the inspectorate-general approach and the establishment of regional offices for verification and monitoring of project implementation as described in recommendation III.