

**REVIEW OF THE ACCEPTANCE AND IMPLEMENTATION
OF JIU RECOMMENDATIONS BY THE UNITED NATIONS
ENVIRONMENTAL PROGRAMME (UNEP)**

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Geneva 2016



United Nations

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I. INTRODUCTION

1. The General Assembly of the United Nations has repeatedly noted the importance of enhancing the effectiveness of the Joint Inspection Unit (JIU) and its follow-up system and has reaffirmed that the effectiveness of the JIU is a shared responsibility of the Unit, member States, and the secretariats of the participating organizations.¹

2. In its resolution 54/16, the General Assembly endorsed the proposal of the Unit to establish a system for the handling of JIU reports and recommendations by its participating organizations. The proposal, entitled “Towards a more effective system of follow-up on reports of the Joint Inspection Unit”, was attached as an annex to the Unit’s annual report for 1997.² Subsequently, the Unit undertook negotiation on specific follow-up agreements with the secretariats of its participating organizations, which were ratified by their respective governing bodies between 2000 and 2005. As the United Nations Office Environmental Programme (UNEP) is part of the United Nations Secretariat, is bounded de jure by resolution 54/16 of the General Assembly, which endorsed the follow-up system.

3. In 1998, the Unit started tracking the action taken by legislative bodies on its recommendations. That tracking system evolved over the years into a web-based tracking system (WBTS), which was introduced in 2002. The WBTS serves as an online platform allowing participating organizations to access and update the status of consideration of JIU reports and the acceptance and implementation of recommendations. The General Assembly in its resolution 69/275 requests the heads of participating organizations to make full use of the web-based system and to provide an in-depth analysis of how the recommendations of the Unit are being implemented.³

4. The Unit is committed to further enhancing the effectiveness of its follow-up system and therefore decided to include in its programme of work for 2015 a review of the acceptance and implementation of JIU recommendations by its participating organizations for the period 2006-2012. The years 2013 onwards have been excluded from the analysis since it takes some time for reports to be considered by legislative bodies and for recommendations to be implemented by management. All recommendations prior to 2006 had been closed and their acceptance and implementation were no longer tracked.

5. The review is being conducted in two phases. The objectives of the present first phase are to review:

- The acceptance and implementation of recommendations by JIU participating organizations, based on the statistics provided in the WBTS, to prompt action to clear recommendations outstanding for five years or more; and
- The process of consideration of JIU reports by the legislative bodies of organizations in order to identify shortcomings and delays in the process.

6. A questionnaire on the process of handling JIU reports, notes and management letters was sent to the JIU focal points at each organization. No response was received from UNEP, despite several reminders.

7. The results of the first phase of the review are being presented in a series of management letters addressed to executive heads of participating organizations. The second phase will identify good follow-up practices at organizations and draw lessons to enhance the follow-up process.

¹ General Assembly resolutions 50/233, 54/16, 62/246, 63/272, 64/262, 65/270, 66/259, 68/266 and 69/275.

² A/52/34.

³ OP.15.

8. The present management letter, which is addressed for action to the Executive Director of UNEP includes:

- A comparison of the acceptance and implementation rates for the period 2006-2012 in order to position UNEP within the spectrum of JIU participating organizations;
- A trend analysis of the acceptance and implementation rates at UNEP for the period 2006-2012; and
- A review of recommendations formulated during the period 2006-2009 still outstanding, the acceptance of which is “not available” or “under consideration”, and/or the implementation of which is “in progress”, “not started” or “not available”.

9. The intended analysis of the process of handling JIU reports by UNEP could not be carried out since the Organization did not provide the required information.

10. Comments on the draft management letter were sought from UNEP management but not received. In accordance with article 11, paragraph 2, of the JIU statute, the present management letter was finalized after consultation among the Inspectors so as to test its conclusions and recommendations against the collective wisdom of the Unit.

II. ACCEPTANCE AND IMPLEMENTATION OF RECOMMENDATIONS

A. Above-average rates of acceptance and implementation of recommendations

11. As shown in the table below, when the present review was initiated in February 2015, UNEP ranked 13th in the acceptance and 10th in the implementation of JIU recommendations among all participating organizations and entities considered for the period 2006-2012. UNEP's acceptance and implementation rates were above the average of all organizations (see annex I for more details). **The Inspectors commends UNEP management on these results.**

Table 1
Rates of acceptance and implementation (2006-2012)*

	UNEP	All organizations
Number of recommendations	268	7692**
Number of accepted recommendations	211	5000**
Number of implemented recommendations	183	4020**
Rate of acceptance	78.7%	65%
Rate of implementation	86.7%	80.4%

*As of February 2015.

** Number of recommendations multiplied by the number of organizations concerned, to which recommendations are addressed for action.

B. Increasing trend of acceptance and implementation

12. It can be further noted that both the rates of acceptance and implementation of JIU recommendations have increased over the period from 2006 to 2012, as shown in the table below (see annex II for more details). **The Inspector commends UNEP management on these results.** It is noted however that the implementation for the year 2010 was particularly low (15.4 per cent). **The Inspector invites UNEP management to analyse the reasons and report to JIU by August 2016.**

Table 2
Trend of acceptance and implementation (2006-2012)*

	2006	2007	2008	2009	2010	2011	2012
Number of recommendations	27	16	51	36	46	57	35
Rate of acceptance	70.4%	93.6%	80.4%	55.6%	76.1%	89.5%	85.7%
Rate of implementation	66.2%	100%	100%	100%	15.4%	100%	100%

*As of February 2015.

C. Higher rates of acceptance of recommendations addressed to the executive head

13. Likewise in most participating organizations, UNEP's rate of acceptance of recommendations addressed for action to the executive head during the period 2006-2012 was higher than the rate of acceptance of recommendations addressed for action to the legislative body. Yet, the rate of implementation of recommendations addressed to the executive head was slightly lower than the rate of implementation of recommendations addressed to the legislative body. In principle, recommendations addressed to executive heads are more easily accepted and implemented since they

do not entail significant policy changes or costs requiring the approval of member States. **The Inspector encourages UNEP management to examine the reasons for this difference and take action, as appropriate.**

Table 3
Rates of acceptance and implementation by addressee (2006-2012)*

	UNEP executive head	UNEP legislative body
Rate of acceptance	81.5%	71.2%
Rate of implementation	86.1%	88.5 %

*As of August 2015.

D. High rate of “not-relevant” recommendations

14. As of February 2015, UNEP had a relatively high percentage of recommendations reported as “not relevant” (14.2 per cent), above the average of all organizations (12 per cent) for the period 2006-2012 (for more details see annex III). **The Inspector invites UNEP management to clearly indicate the non-relevance of recommendations at the time the draft report is received for comments, requesting that these recommendations are reflected as for information only in the annex table entitled “Overview of actions to be taken by participating organizations on the recommendations of the Joint Inspection Unit”.**

E. High number of long-outstanding recommendations for five years or more

15. A review of 130 recommendations in 19 JIU reports and notes addressed for action to UNEP during the period 2006-2009 showed that, as of April 2016, there were 12 outstanding recommendations for five years or more, for which action should have already been taken by UNEP to either accept and implement or to reject them (see table 4 below). The majority of the recommendations (83.3 per cent) were pending implementation. Five years or more after being sent for action, no recommendation should appear as implementation “in progress”. Action by UNEP is required to clear the remaining long-outstanding recommendations, as applicable.

Table 4
Long outstanding recommendations (2006-2009)*

Report number	Recommendation number	Current status
JIU/NOTE/2008/1	1	Implementation: In progress
	2	Implementation: In progress
	6	Implementation: In progress
JIU/REP/2008/3	2	Implementation: In progress
	3	Implementation: In progress
	5	Acceptance: Under consideration
	6	Implementation: In progress
	9	Acceptance: Under consideration
	11	Implementation: In progress
JIU/REP/2008/6	12	Implementation: In progress
	4	Implementation: In progress
	5	Implementation: In progress
Total outstanding recommendations		12

*As of April 2016.

Recommendation 1

The Executive Director of UNEP should ensure that action is taken to clear long-outstanding recommendations, as accounted in the WBTS, and report to JIU by 31 August 2016.

III. CONSIDERATION OF REPORTS BY UNEP LEGISLATIVE BODIES

16. The JIU could not review the process of handling its reports by UNEP since the Organization did not respond to the JIU questionnaire. The Inspector requests UNEP management to provide the required information.

Recommendation 2

The Executive Director of UNEP should ensure that information is provided to the JIU on the process of handling JIU reports in UNEP not later than 31 August 2016.

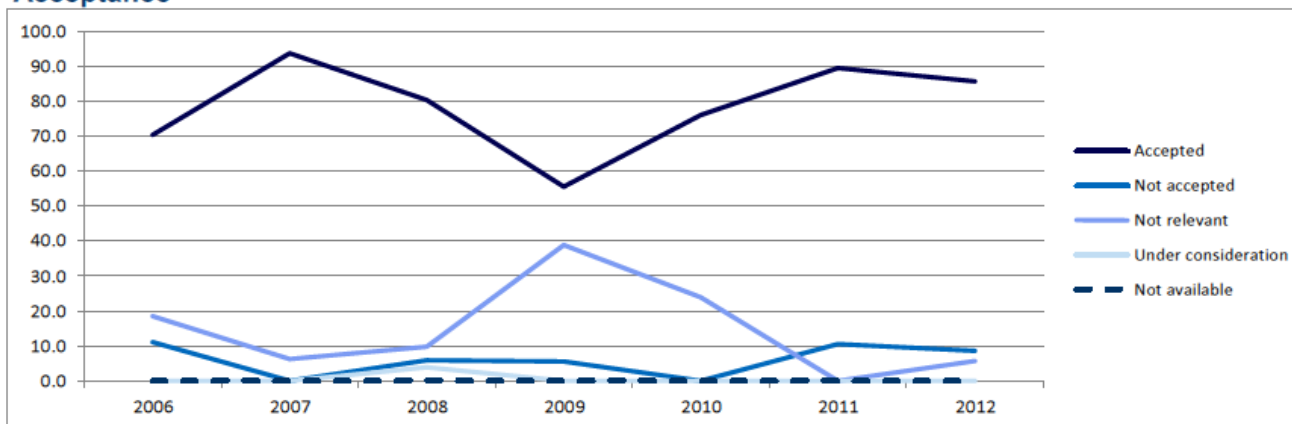
17. We would appreciate receiving a response to this management letter and recommendations by 31 August 2016.

**Annex I: Rates of acceptance and implementation by organization (2006-2012),
as of February 2015**

	<i>(percentage)</i>		<i>(percentage)</i>
	<i>Accepted</i>		<i>Implemented</i>
FAO	93.7	OHCHR	100.0
UNRWA	91.2	FAO	97.3
WFP	89.6	ICAO	94.1
UNHCR	86.2	WFP	93.4
UNFPA	85.7	WMO	92.8
WHO	83.6	UNIDO	92.6
UNIDO	82.9	UNESCO	90.4
UNDP	82.3	UNHCR	89.2
UNESCO	81.9	WHO	88.3
UNOPS	81.0	UNEP	86.7
ICAO	80.8	UNCTAD	86.6
UNICEF	80.4	UNRWA	82.4
UNEP	78.7	UNOPS	82.0
UNAIDS	77.8	ILO	80.5
IMO	72.8	All organizations	80.4
ILO	68.2	UNFPA	80.1
UN	67.0	WIPO	78.2
All organizations	65.0	UNWTO	73.7
WMO	63.9	UN	69.8
WIPO	56.3	UNDP	69.5
ITU	47.4	UNICEF	66.3
OHCHR	38.5	IAEA	61.3
IAEA	35.3	UN-Habitat	61.2
UNCTAD	32.8	UNODC	57.9
UPU	25.7	IMO	57.2
UNODC	22.4	UNAIDS	51.4
UN-Habitat	19.2	ITC	50.0
ITC	18.2	UPU	46.8
UNWTO	6.3	ITU	46.2
CEB	0.0	CEB	0.0
UN-WOMEN	0.0	UN-WOMEN	0.0

Annex II: UNEP trend of acceptance and implementation of JIU recommendations (2006-2012), as of February 2015

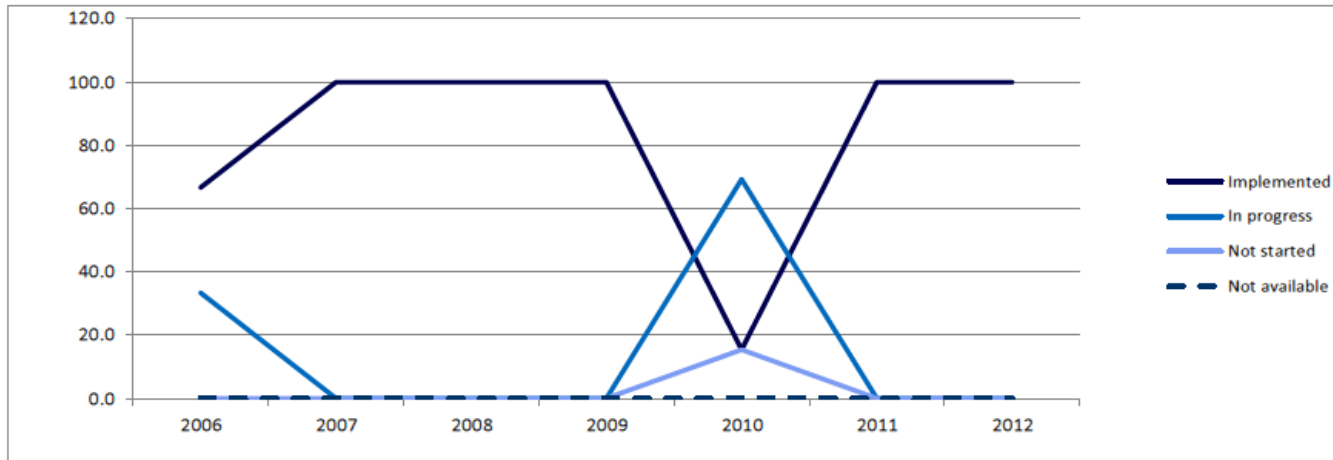
Acceptance



%	2006	2007	2008	2009	2010	2011	2012
Accepted	70.4	93.8	80.4	55.6	76.1	89.5	85.7
Not accepted	11.1	0.0	5.9	5.6	0.0	10.5	8.6
Not relevant	18.5	6.3	9.8	38.9	23.9	0.0	5.7
Under consideration	0.0	0.0	3.9	0.0	0.0	0.0	0.0
Not available	0.0	0.0	0.0	0.0	0.0	0.0	0.0

Values	2006	2007	2008	2009	2010	2011	2012
Accepted	19	15	41	20	35	51	30
Not accepted	3	0	3	2	0	6	3
Not relevant	5	1	5	14	11	0	2
Under consideration	0	0	2	0	0	0	0
Not available	0	0	0	0	0	0	0

Implementation



%	2006	2007	2008	2009	2010	2011	2012
Implemented	66.7	100.0	100.0	100.0	15.4	100.0	100.0
In progress	33.3	0.0	0.0	0.0	69.2	0.0	0.0
Not started	0.0	0.0	0.0	0.0	15.4	0.0	0.0
Not available	0.0	0.0	0.0	0.0	0.0	0.0	0.0

Values	2006	2007	2008	2009	2010	2011	2012
Implemented	6	15	13	9	2	6	2
In progress	3	0	0	0	9	0	0
Not started	0	0	0	0	2	0	0
Not available	0	0	0	0	0	0	0

Annex III

“Not relevant” recommendations (2006-2012), as of February 2015

	<i>(percentage)</i>
	<i>Not relevant</i>
UNCTAD	65.2
OHCHR	53.9
UNODC	39.4
WMO	26.4
UN-Habitat	20.8
ILO	15.4
WIPO	15.0
UNEP	14.2
IMO	12.7
All organizations	12.0
UNOPS	11.7
ICAO	11.0
UNFPA	10.6
ITU	10.1
UPU	9.3
UNESCO	8.8
IAEA	8.3
UNHCR	8.0
UNIDO	7.4
UNDP	7.1
UNAIDS	6.7
UN	6.1
WFP	5.4
UNICEF	5.0
UNRWA	5.0
WHO	4.6
FAO	1.9
CEB	0.0
ITC	0.0
UN-WOMEN	0.0
UNWTO	0