MANAGEMENT SERVICES IN THE UNITED NATIONS SYSTEM

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I. THE IMPORT OF MANAGEMENT SERVICES

1. The United Nations system is arguably the most complex organization in the world. To be effective, it must continuously give thought to what is being done, how it is being done and what could be done better.

2. The activities for which the UN system is responsible span the entire spectrum of human endeavour and achievement. To manage its varied activities well, the system needs a critical intelligence to help it to see things clearly and whole: it needs services which can disinterestedly examine what is going on and recommend better ways of delivering the goods: services which can give objective advice on questions of organization, management and control, work environment, methods and procedures. These management services can provide a sound base for improved management decisions in administration and in the technical and substantive fields.

3. All units of secretariats are engaged in management: each must seek and aim to achieve techniques - and procedures - which are cost-effective while providing necessary job satisfaction. The judicious use of resources, including personnel, to reach objectives economically is the business of management.

4. Each unit cannot however be a kingdom unto itself. As an integral part of an organization it applies the approved overall policy. It cannot therefore blindly invent rules and procedures defining its relationship with other parts of the secretariat. Such rules and procedures have to reflect the substantive and administrative policies of the organization and meet the requirements, sometimes conflicting, of all elements in the organization. To help ensure that structures, functions, rules and procedures reflect policy and are effective, some organizations have created management services units. By and large the United Nations organizations have, however, given low priority to management improvement services despite the obvious need for greater coherence and efficiency.

5. This report describes the functions of management services as now practiced and suggests some changes to increase their effectiveness at minimum cost. Emphasis is placed on the need to associate staff at all levels with these efforts. The report seeks to contribute to the more effective use of resources, and in particular personnel, by rationalizing efforts aimed at management improvement.

6. The report is concerned with the management function in the eleven participating organizations of the Joint Inspection Unit 1/. The Inspectors wish to express their appreciation to the many officials of these organizations who contributed information and gave their views on management and management services in the UN system.

1/ United Nations (including UNDP, UNICEF, UNCTAD, UNIDO, UNHCR, UNEP, Regional Commissions), FAO, IAEA, ICAO, ILO, IMCO, ITU, UNESCO, UPU, WHO and WMO.

II. MANAGEMENT SERVICES AT PRESENT

7.   This chapter gives a synopsis of information received from all organizations in reply to a questionnaire. Seven independent organizations (United Nations, FAO, IAEA, ICAO, ILO, UNESCO and WHO) as well as UNDP have management services. The Management Improvement Section (MIS) of the UN Office at Geneva (UNOG) has some links with the Administrative Management Service (AMS) of the United Nations. These services vary greatly in size, function, responsibilities, authority and location within the organizational structure (see Table I).

A.   Terms of Reference

8.   The terms of reference 2/ of all the management services recognize their contribution to improved management practices and results. In most cases management services are mandated to assist units in implementing recommended changes. Two organizations specifically mention compilation and up-dating of policies and procedures manuals as a responsibility of management services.

9.   AMS is the only one which has terms of reference based on a legislative decision, namely General Assembly Resolution 31/94 C, adopted on 14 December 1976. This decision was made some seven years after the establishment of AMS in its current form. Originally its terms of reference were spelt out in document SG/ADM/SER.A/1336 of 10 June 1969. Other organizations have relied on the prerogatives of the executive head to define the terms of reference of management services as needs suggested.

B.   Organization

10.   Of the nine management services, five are self-contained units within the administrative and financial sector of the organizations (see Table I). ICAO's management service has a close relationship with internal auditing while in IAEA the two functions are actually combined, with some personnel working in both fields. In ILO the management service operates in partnership with the programming function and with internal auditing whereas in the WHO management services are a component of the information systems programme. In UNESCO the Inspector-General has overall responsibility for the Management and Audit Divisions.

11.   Practically all management services have access in theory to the executive head of the organizations concerned, but only in IAEA and ICAO is the access direct. In the other organizations it is indirect through the head of the sector or department in which they are located except in special circumstances or on instruction: for example, AMS reports to the Secretary-General through the Under-Secretary-General for Administration, Finance and Management; in UNESCO as the management service is a part of the Inspectorate-General, management advice is conveyed to the Director-General by the Inspector-General; and in FAO and WHO, the Assistant Director-General for Administration and Finance and the Director of the Information Systems Programme respectively are the officials who primarily have access to the executive heads on management services matters.

12.   AMS caters to the needs of all units of the United Nations Secretariat except UNDP and UNICEF. It has conducted investigations and studies for UNCTAD, UNIDO and the Regional Commissions. Some of the latter have, however, and usefully, assigned ad hoc management services tasks to their administrative units in order to assist AMS in its studies and in the follow-up of its recommendations. UNHCR and UNICEF, as their work becomes more complex, are contemplating the appointment of a staff member to concentrate on management services.

2/   See Annex I.

13.   IMCO, UPU, and WMO have indicated that their small size does not warrant the establishment of separate management services and that their administrative and personnel services are normally the focal points for management as well as organization and methods. When necessary, for more complex studies or reviews, they resort to outside consultants. ITU does similarly for its highly technical studies.

C.   Staffing and Costs

14.   Management services units generally range from the one-person outfit, as in ICAO, to six professional posts as in FAO, and eleven in United Nations (AMS) (see Table I). The majority of the staff appointed to the units have degrees in economics, business or public administration. Some have degrees in disciplines such as engineering, political science, international affairs or law. Not many have had training in the behavioural sciences. Work experience in management prior to recruitment and in a UN system organization varies substantially: from half a year up to 30 and more years. The work experience of staff before joining the UN system averages 9 1/2 years.

15.   The cost of management services represents a small proportion of the total resources of the organizations concerned. It ranges from 0.04% at ICAO to 0.17% at IAEA, the weighted average being 0.10%. In terms of staff, approximately 30 to 35 professional work-years are devoted to management services annually in the UN system.

D.   Reporting to Legislative/Governing Bodies

16.   No organization other than the UN now reports specifically and regularly on the performance of its central management services to its legislative or governing bodies. In the UN the Secretary-General has been reporting annually on management improvement projects and other advisory services rendered by AMS since 1970, at first directly to the Fifth Committee of the General Assembly, and from 1975 on through ACABQ. Occasionally he also makes special reports to the Fifth Committee, such as that in 1976 reviewing action taken on the recommendations of AMS 3/ - which eventually led to the adoption by the General Assembly of Resolution 31/94C mentioned in paragraph 9 - and another in 1978 on the "Question of Administrative and Management Control of the United Nations" 4/. In a few organizations reporting on the activities of their management services is done only indirectly, in the context of programme budget implementation or performance reports.

E.   Relations with Other Units

17.   The organizations have reported that, as a rule, their management services:

   (a)   conduct management studies and reviews with the participation
         of the secretariat units concerned. Through this participa-
         tion recommendations for change stand a better chance of
         being implemented; and

   (b)   draw on staff in other units who have specialized knowledge
         of the subjects to be covered in a particular assignment.
         This has been done partly in an effort to limit the size of
         the core of the management services and partly to benefit
         from expertise available "in-house".

18.   The degree of participation and interaction varies. Sometimes an individual from the client unit is chosen to liaise with the management service and

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3/   A/C.5/31/6, dated 15 July 1976.

4/   A/C.5/33/19, dated 3 November 1978.

assist in the collection of information. In other instances staff at varying
levels of the client unit participate in stages of the management study or re-
view. The nature of the assignment dictates how many staff are involved in each
case. Some organizations had recourse to external consultants in 1979, United
Nations used some 7% of AMS resources in this way; ICAO almost 17% and UNESCO 2%
of the resources allocated to their management services.

19. There is some interaction between management services and computer services
in most organizations. In UNOG, FAO, ICAO and WHO the management services have
close links with the computer services. Though separate organizational elements,
the UN's Electronic Data Processing and Information Systems Division (EDPISD) and
AMS collaborate. Both report directly to the Under-Secretary-General for Adminis-
tration, Finance and Management. In the IAEA the head of the management service is
a member of the Agency's Computer Steering Committee. The ILO's management ser-
vice maintains a close but variable relationship with the computer services. In
UNESCO the management and computer services are in distinct organizational units
and contacts are informal.

20. In most organizations there is also a sound working relationship with the
internal auditor. In ICAO, ILO and UNESCO, internal audit operates in parallel
with management services and the two collaborate as circumstances warrant. In
IAEA management services and internal audit are one. The UN Internal Audit Divi-
sion, as a matter of course, during its inspection visits monitors the implemen-
tation of AMS recommendations and draws AMS' attention to management problems.
A similar understanding exists between management services and internal auditors
in other organizations, including UNDP.

21. Some of the organizations have established a relationship between
management services, on the one hand, and programming and evaluation on the other.
Thus, for example, at the UN, as a result of the adoption of General Assembly
Resolution 31/94C, departments and offices have been required since 1978 to indi-
cate whether in the preparation of their programme budget proposals, they have
taken into account the benefits derived, or expected to be derived, through imple-
mentation of approved AMS recommendations. The Budget Division and AMS collaborate
in verifying assertions by departments or offices that their proposals conform to
approved AMS recommendations. The ILO, as mentioned in paragraph 10, has inte-
grated the two functions into a single organizational element, the Bureau of Pro-
gramming and Management, so that the management service contributes directly to
the programming and evaluation processes with studies, for example, on organiza-
tion and methods on level of staff performance and on the allocation of staff and
non-staff resources. At UNESCO the management service has plans to co-operate in
evaluation activities with the Bureau of Studies and Programming. WHO has pointed
out that the Information Systems Programme, of which the Administrative Management
Unit is a part, provides the information base for all programme planning and eva-
luation throughout the Organization as well as for ad hoc management surveys.

22. Another frequent form of participation has been involvement of management
services staff in internal working parties or task forces to deal with a parti-
cular subject, such as limitation of documentation, structural reforms, word
processing, decentralization, information systems. In some of these the manage-
ment services may have been one of a number of participants; often, however,
they have been called on to convene or lead such working groups.

F.   Work Programmes and Methods of Work

23. Except with ICAO and WHO, the management services prepare annual or biennial
work programmes, usually in consultation with prospective "clients" or on the
basis of formal requests. In some organizations, such as UNDP, the programmes
are approved by the head of the department or sector in which the management
service is located. In FAO and UNESCO the elaboration of the work programmes for
their management services is part of the biennial programme and budget cycle:

in UNESCO there is also detailed annual planning. The IAEA prepares annual plans which are approved by the executive head. In the ILO, the biennial work programme for the management service is merely illustrative of what tasks may be undertaken. While no formal work programme is prepared by the ICAO management service, the range of impending work assignments is periodically discussed with the executive head.

24.   Table II gives some indication of how managment services distributed their resources in 1978-79 among several areas of work. The table also shows that, except in IAEA, all management services dealt with problems of both substantive and administrative units of the secretariats. In the United Nations for example, AMS has carried out studies of the organization and management of the secretariats of the Regional Commissions, and an analysis of the organization, workload and staffing arrangements for carrying out the "protection" function of the Office of the UNHCR. Other examples, chosen at random, of substantive work undertaken by management services in other organizations are a review by the FAO's Management Services Division of criteria for the staffing of FAO Representatives' offices; UNESCO's study on decentralization of substantive activities to the field; and an assessment by WHO's Administrative Management Unit of the organization's capacities and future resource needs in pre-investment planning and basic sanitation.

25.   With regard to the question whether they applied any aspects of "management by objectives", half of the organizations replied that they did not. The others pointed out that "MBO" principles were being applied in a limited manner (UNOG) or that attempts to promote them had been unsuccessful (UNESCO). The ILO reported that its management service has assisted two units to establish targets and to create the atmosphere and capability to meet them.

26.   The organizations do not normally have standing committees to review the work of their management services. In ICAO and ILO such reviews are undertaken by ad hoc committees when the need arises. In WHO, however, the Information Systems Programme Advisory Group acts as a standing committee to review inter alia the work of the Administrative Management Unit.

27.   All organizations have stated that their management services are poorly informed, if at all, of each other's activities and efforts. There was a general consensus that the heads of these services within the UN system should meet periodically to exchange ideas and experiences.

G.   Approval and Implementation of Recommendations

28.   The procedures for approval of recommendations of a management service vary. At ICAO the executive head approves major recommendations. In UNESCO the recommendations are submitted by the Inspector-General to the executive head for approval. In the other organizations the head of the department or sector in which the management service is located usually gives the approval in the light of observations of units concerned: however, in circumstances where recommendations touch on organization-wide issues, the executive head must endorse the proposals. Generally, management services discuss their recommendations with the units directly concerned before submitting them for approval.

29.   Most management services when required or on request, give assistance and advice to the units concerned on the implementation of recommendations. In FAO and ILO, on occasion, such assistance has included orientation and training. Most management services have some responsibility for monitoring and following up the implementation of approved recommendations.

H.   Output

30.   Management services as a major part of their output produce reports, studies, analyses and recommendations for improved use of resources. A great proportion of these concern organization and methods. A sample of types of studies done will give some idea of the spectrum covered:

- Reviews of the organization of secretariats of Regional Commissions

- Determination of staffing requirements

- Reviews of organization and staffing

- Reviews of organization and management practices

- Management and financial review of computer services

- Forms management

- Review of the UN Visitors Service

- Study of the operations and resource requirements of the Personnel Administration Section

- Study on the procedures and work methods employed with reference to (a) visas and passports and (b) transport and customs

- Management reviews of field offices

- Reviews of financial services

- Staffing criteria for field representatives' affairs

- Document control systems

- Personnel expert recruitment system

- Projects in pipeline estimating system

- Study of mailing lists for distribution of publications

- Study of the personnel roster

- Survey of special purpose information subsystems

- Introduction of computerized word processing

- Introduction of new office equipment

31.   Some management services provide guidance on the implementation of approved recommendations. FAO and ILO go a step further: they offer orientation and train- ing to managers and staff of client units to strengthen their capacity to imple- ment new procedures or systems.

32.   Apart from the United Nations and the ILO, the organizations produce and maintain manuals codifying their policies and procedures. However, in FAO res- ponsibility for the manuals is the function of the personnel services while in UNESCO the responsibility has recently been fully transferred from the management service to the personnel services. In WHO, review of manual provisions and administrative procedures remain a function of the Administrative Management Unit, but the clerical maintenance of the manual as such has been transferred to the Division of Personnel and General Services. In the United Nations the previously existing Administrative Manual had already become obsolete in the 1950s, and in- stead a system of circulars and manuals of limited coverage grew up; the only existing secretariat-wide manual concerns the organization of the Secretariat, the compilation and maintenance of which is a responsibility of AMS. So far, the reintroduction of a single comprehensive manual of policies and procedures has not been considered feasible. The ILO relies on the issuance of circulars, under 14 headings, as being easier to keep up to date than to maintain and revise its previously published Office Handbook.

I.   The General Climate

33.   The achievement of management services in the UN system has been modest.
Some management services personnel expressed feelings of frustration at what
they saw as a "lack of movement", a static quality about the services they were
offering. Others considered that management services were not an integral part
of the philosophy of the organization: they were not central to management think-
ing. From their discussions, the Inspectors were able to identify certain pro-
blems:

Commitment

In some organizations there was no strong commitment to management
services. Recommendations for improvements languished as printed
matter in neat bindings: approval for the implementation of new
systems or procedures was slow to accomplish: implementation itself
was stymied by the absence of any clear definition of interest es-
poused by top management. Those management services had the most
positive outlook where the executive head or other top manager with
the required responsibility and authority unequivocally supported
the work.

Under-utilization

Some organizations thought they were directed to comparatively un-
important tasks - deliberately - while substantive problems
beckoned attention. The attitude of top management is critical
to a proper exploitation of the scarce resource of management ser-
vices in the UN system. Most organizations however had more work
than they could cope with.

On the periphery

Many organizations were making substantial management improvement
efforts through other means than management services; those improve-
ment efforts are highly commendable. Regrettably, however, in some
instances management services functioned "in a corner", in a kind
of administrative limbo, playing a relatively passive role in the
formulation or execution of the new efforts. Inadequacy of staff
in number and expertise was the reason given for the diminished res-
ponsibility extended to management services in such cases.

34.   The Inspectors were happy to note that some organizations saw their manage-
ment services as "activators", "change agents" whose contribution would filter
insensibly through the work force. Their aim was to assist staff to overcome
difficulties by entering into the problem situation, providing leads and sugges-
tions and letting the staff reach the solution with aid where necessary. This
approach developed more self-reliance and was sometimes more productive than
reports. This aspect ties in with an impression the Inspectors gained that manage-
ment services need more trained people in the behavioural services. While the
mechanistic processes must be studied and improved, the human and more intangible
relationships also need nurture.

III.   STRENGTHENING MANAGEMENT SERVICES: THE PRODUCT

35.   The preceding chapter shows the diversity with which the organizations carry
out the management improvement function. This diversity of approach is no doubt
justified in view of the differences in programmes, structures, and size of the
organizations. However some major management improvement functions ought to be
carried out on a continuing basis by all organizations. The low priority that
many organizations give to the role of management services indicates in some
cases disappointment with previous efforts, in others a reluctance to devote the
required resources and at times the unwillingness of senior officials to have
their work reviewed. The Inspectors believe that these views are short-sighted
and that because of them major opportunities are being missed for improving the
effectiveness of the organizations. Therefore, in this and the next chapter the
Inspectors make proposals for better defining the management improvement function
and strengthening it at minimum cost.

36.   A management service should have the basic and continuing function of metho-
dically pursuing management improvement in the organization. It should motivate
critical and well thought-out change. Its second function should be to respond
to specific problems as they arise, to be a troubleshooter. The proportion of
time devoted to each function will vary between organizations and within an orga-
nization over any prescribed period of time, but on the average about 70% of time
available should be spent on the basic and continuing functions and about 30% on
ad hoc functions. There is no magic in this ratio: it merely suggests that
if the ad hoc functions take too large a share of the management services' pre-
occupations, there will be a loss of coherence to the central management effort.

A.   Typical Continuing Functions

37.   These functions are listed below and each is described in more detail in the
following paragraphs. This list is not exhaustive: additional functions may be
required in some organizations to take account of their specific responsibilities.
Although the management service should be responsible for these functions, it
should be able to draw on staff time from other units for the purpose. It has to
be recognized also that management improvement can proceed other than by the sole
action of the management services unit: some organizations hire external consul-
tants for specific tasks or appoint internal teams to plan or execute certain
management reforms. Management services ought to have the expertise and be invi-
ted to assist top management in the planning and execution of such activities.

38.   The continuing functions can embrace a wide field of endeavour:

    (a) Rationalization of policies and practices - the preparation
         and revision of manuals or other administrative issuances
         on policies and procedures

    (b) Determining staff requirements

    (c) Participative management

    (d) Organizational analysis and review

    (e) Management consultancy support to technical programmes

    (f) Forms design and control

    (g) Advice on the introduction of new office technology
         including advice on standardization

    (h) Systems analysis and use of computers

(a) Rationalization of Policies and Procedures - the Preparation and Revision of Manuals etc.

39. The practices of an organization flow from its policy. Rules and procedures are the extension into everyday working life of the organization's policy. They must be clear, logical and known to those who have to act on them. The UN system is no exception to this.

40. The work of rationalizing, simplifying and codifying rules and procedures requires continuous attention. It is not usual to find in operational administrative services persons with the specialized training in the management sciences or with the time at their disposal to devise effective procedures and keep them under constant review. This is a task for management services. It is their duty to ensure:

- that the organization does not become fixed in routines
  which do not evolve as the programme and activities change; and

- that changes in policy are promptly reflected in changes
  in rules and procedures.

41. The preparation and timely revision of a manual provides an excellent opportunity to review and rationalize policies and procedures prior to their inclusion in the manual. This effort for simplification and rationalization should be led by the management service but both the administrative and substantive parts of the secretariat should actively participate. The actual writing of manual items may be done either by staff of the management service in consultation with the unit involved or by the unit of the secretariat most directly concerned. For example, the financial service may provide the draft for the chapter of the manual on the financial rules and procedures of concern to all units of the secretariat. But the management service must have the expertise to ensure that the recommended procedures are simple, clear and effective and take account of the requirements of both the administrative and the substantive parts of the secretariats. It should also be responsible for the design and presentation of the manual and for editing and issuing texts.

42. Several organizations reported that when preparing their manuals and revisions thereto they have taken the opportunity to re-examine their policies and to simplify and improve them. The Inspectors are convinced that this aspect of the preparation of manuals is particularly important and can be a most effective way of rationalizing the work of an organization on a continuing basis. They recommend that all organizations when preparing or revising manuals make ab initio reviews of their policies and procedures with a view to simplification and rationalization.

43. Another essential purpose of a manual is to keep staff at all levels accurately informed of the policies and procedures of the organization as a guide to their everyday work. The Inspectors have often noted that, when staff members are unaware or incorrectly informed of the basic procedures of the organization, costly errors, delays and frustration can result. Actions which should be routine require inordinate time because incorrect procedures or wrong forms are used. To obtain action in those circumstances it is necessary to establish a network of time-consuming personal contacts and consultations. As a reaction to the difficulty of conducting routine work, many administrative officer and assistant posts have been created (for example, some 300 in the United Nations at New York, Geneva and Vienna) to expedite current business. The Inspectors believe that this category of staff, essential at present, could be gradually reduced or at least not increased further if policies and procedures were properly codified and knowledge of them readily available to all.

44.   The manual can also be a medium for training. New staff can gain familia-
rity with the organization's purposes and with their own duties if the policies
and procedures are simplified and set down. While the manual is no substitute for
personal contacts, the new staff member will require less guidance if he can rely
on unequivocal messages from the manual.

45.   For the three reasons described above, the Inspectors believe that organiza-
tions, particularly the larger ones, which do not yet have manuals would be well
advised to prepare them. In particular, the United Nations could, in the view of
the Inspectors, greatly improve its work if it prepared a manual using the approach
described in paragraph 41 above; staff time could be made available for this task
if it were given priority - the Inspectors estimate that the initial preparation
of a comprehensive manual in appropriate sections representing the work of the
several units would require 3 to 5 work years in the United Nations. Not all staff
will need to be familiar with the completed manual in its entirety but each staff
member should be able to find the sanctioned practice and procedures which govern
his work situation and see the relationship with others if need be.

46.   Another serious problem concerns the UNDP Policies and Procedures Manual.
This manual is of importance not only to UNDP and its network of Resident Repre-
sentatives, but also to all of the executing agencies. Yet the manual is still
largely incomplete and obsolete and it often takes years for a new policy or pro-
cedures to be reflected in it. The Inspectors note with approval the intention
of the Administrator of UNDP to give high priority to the updating of all UNDP
manuals.

47.   The Inspectors have the impression that there is some resistance to the
preparation of manuals by middle level officials, who prefer to keep the know-
ledge of policies and procedures to themselves, since they associate this know-
ledge with power. Certain administrative services also seem to prefer to keep
secret the policies and procedures under which they work as a protection against
enquiries which would require them to justify their decisions in the light of the
rules. Both these attitudes are prejudicial to sound management, and a work
climate in which rules and procedures are openly available would counter these
tendencies.

48.   In some organizations which have a management service the preparation of
the manual is the responsibility of the personnel service (FAO, UNESCO). There
may be historical reasons for this and if the management service in the cases
cited is allowed to make a positive contribution to the final product, the result
may be acceptable to the organization. The Inspectors however believe that
management services should generally have the final responsibility for the pro-
duction of the manual for these reasons:

> Firstly: Manuals should cover the whole range of policies and
> procedures of an organization and not only personnel questions.
> Matters of finance, budget, technical co-operation, conferences,
> travel, building management all need to be sorted and defined
> for practical use by staff. Furthermore, the preparation of a
> manual requires an organization and methods approach which more
> closely corresponds to the qualifications of persons in a manage-
> ment service than to those in a personnel service.

> Secondly: Personnel services are usually occupied with a mul-
> titude of functions more closely relevant to their area of
> responsibility: not unnaturally, they may neglect the revising
> and up-dating of manuals.

> Thirdly: No administrative service should itself promulgate, for
> use by an entire secretariat, procedures on matters with which it
> is directly and intimately concerned. The preparation of such pro-

cedures requires detachment and impartiality if the procedures
are not to be biased in favour of the administrative service
to the detriment of other units.

49.   For all of these reasons, the Inspectors strongly recommend that the prepa-
ration and up-dating of policies and procedures manuals as well as administrative
issuances on policies and procedures should be a continuing function of the manage-
ment service as part of the effort to rationalize, simplify and codify rules and
procedures. Preparation and revision of such issuances, however, should not
become the overwhelming preoccupation of a management service, although they will
often be the end-product for example, of a procedural study or reform.

(b) Determining Staff Requirements

50.   Staff costs represent on the average 70% of the regular budgets of the
organizations of the United Nations system and in 1980 amounted to some $900
million; yet the techniques and procedures for determining and approving the num-
ber and level of staff required leave much to be desired. JIU has prepared a
separate report on this subject (Methods of Determining Staff Requirements - JIU/-
REP/81/1) and the recommendations are not repeated here. It is sufficient to say
that the management service should play an important role in assisting the execu-
tive head to assess the number of staff required by the units of the Secretariat
through the establishment of norms, work measurement studies and kindred investi-
gations. An organization and methods review should take place as a matter of
course before the determination of staff requirements in order to establish if
functions performed are necessary, can be rationalized or even eliminated.

(c) Participative Management

51.   While most of the other functions discussed in this chapter are by nature
mechanistic, the Inspectors consider that management services must incorporate a
strong sense of human value in pursuing their tasks. The principal resource of
the United Nations system is its staff and it behoves the organizations to pro-
vide the climate and conditions which will enable the staff to contribute best to
the achievement of objectives. Management services must also guard this trust.

52.   The fact that staff members come from some 140 countries with diverse ad-
ministrative and social practices is a source of complexity but also of strength
to organizations striving for international co-operation. It is necessary for
organizations to recognize the value of these differences and to devise manage-
ment systems which profit from them. A strict hierarchical or quasi-military
approach to management has been tried in parts of the United Nations system and
has failed because it does not take account of or profit from the diverse expe-
rience of the staff. In order to be able to benefit fully from wide geo-
graphical distribution of the staff, some form of participative management is
required.

53.   Participative management implies the involvement of staff members in deci-
sion-making at various levels. Obviously all staff members cannot be involved in
every decision: management must have the ultimate vision to perceive and the
ultimate authority to execute what is best for the organization. To do this,
however, while involving staff in the process is a creative act. Elements of the
practice already exist in parts of the United Nations system. But they result
more from the enlightened practices of individual supervisors than from any deli-
berate policy. The Inspectors found considerable and growing dissatisfaction
among many staff members at all levels who cannot see how their individual efforts
are contributing to the objectives of their organization or who have to carry out
instructions which seem to them to be ill-advised or counter-productive. Dis-
cussion by supervisors of the ways in which tasks have to be carried out and of
how these tasks will contribute to meeting objectives would go a long way to
correct misunderstandings and focus constructive effort.

54.   The United Nations organizations, particularly those which have programme budgets, medium-term plans and internal work plans are devoting major efforts to defining objectives and determining the resources and techniques needed to achieve them. These planning mechanisms indicate the directions in which the Organizations should be moving, the base lines against which progress can be measured and the contributions that each unit should make towards achieving objectives. They provide the necessary setting for a participative management scheme which should be integrated with the planning and reporting process. Participation should extend through the whole range of the process from planning, through implementation to follow-up.

55.   Some organizations are making use of internal work plans to ensure that staff share in decisions and are aware of what is expected of them and of what will be conducive to effective programme execution. To the extent that this process involves the staff who will carry out the programme and takes reasonable account of their professional preferences for assignments, it is participative. For example, the United Nations in response to a proposal of JIU in its report on "Programming and Evaluation in the United Nations" 5/ is developing internal work programmes and procedures for reporting on programme implementation for the units of its Secretariat concerned with economic and social development. One of the purposes of this procedure is to specify the actions required by each person for the implementation of each programme element and to permit periodic dialogues on progress. Other examples are the Programme Activity Details of UNESCO in which actions are specified for individuals or groups of individuals and the Programme Decision Minutes of the ILO which assign actions to units. What is needed is to ensure that these processes and similar efforts in other organizations become truly participative and thus take advantage fully of the diverse experience of the staff.

56.   Perhaps the best known system of participative management is Management by Objectives. This is a dynamic system which seeks to integrate an organization's immediate and long-term objectives with the personal goals and satisfaction of its staff. MBO has been used over the years in private and public concerns, sometimes as an elaborate formal system, at times simply and informally. But success has been uneven and it is evident that MBO does not yet fully live up to expectations, probably because it seeks to deal with subtle and complex behavioural patterns too systematically. Nevertheless, the Inspectors are convinced that it would be beneficial to apply some of the principles and techniques of MBO, but with the required flexibility, as a step towards participative management. For example, apart from the broad strategies fixed by inter-governmental bodies, objectives should evolve within an organization through a dialogue which establishes the capacity of the staff realistically to achieve them and which clearly defines each person's contribution.

57.   Each organization will, of course, have to determine which aspects of participative management are suitable to it and how best to implement principles. Whatever methods are adopted, however, must be subject to revision based on experience and must take account of the changing functions and character of organizations. It should therefore be a continuing responsibility of the management service to encourage this approach which places a high premium on the widest possible participation of the staff in the development of the organization and the achievement of its objectives.

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5/   JIU/REP/78/1 - document E/1978/41.

(d) Organizational Analysis and Review

58. This is a standard task of management services. It should be routine practice within organizations that whenever additions to or revisions of the organizational structure are being contemplated, the management service should be asked to advise on proposals.

(e) Management Consultancy Support to Technical Programmes

59. In all organizations management services should work in substantive as well as administrative areas by advising on the most cost-effective techniques for programme execution. In particular, they could assist managers of technical programmes in the solution of problems that might prevent them from carrying out their programmes efficiently and effectively.

(f) Forms Design and Control

60. The organizations of the UN system make extensive use of forms and questionnaires of many kinds. Many of the forms are poorly prepared and this complicates their completion and their use. A poor form can increase costs by requesting unnecessary information, omitting required data, being unclear or having a format and spacing which complicates completion. This is especially true of forms which are intended as input for a computer. Insufficient attention is paid to practical considerations such as the number of copies really needed and how or where the form will be filed.

61. The design of forms is a specialized function which requires the eye and judgment of trained persons. Forms often represent the visible end-product of a complex procedure and they should be designed by collaboration between the technician who is responsible for the procedure and the management services staff. The Inspectors recommend that a continuing function of the management service should be forms design and control aimed at eliminating unnecessary forms and improving the effectiveness of those that are required.

(g) Advice on the Introduction of New Office Technology Including Advice on Standardization

62. All United Nations organizations are making increasing use of modern office equipment. At present the variety of equipment available, the wide range of specifications from which to choose and the diversity of the tasks for which the equipment is used, point to the need for careful study of the cost-effectiveness of the new technology before it is acquired. Such studies require not only a knowledge of its capabilities but also of the tasks to be performed with its help. The installation of modern equipment often gives the opportunity to simplify procedures and to provide additional services as by-products. It is important that the capabilities of the new technology be fully utilized or, if this capability is not required, that simpler, less costly equipment be acquired. There are instances in which powerful computers have been used as little more than fast adding machines and typewriters: in such cases less costly equipment should have been acquired. It is wasteful to purchase equipment whose full potential cannot be exploited. The Inspectors recommend that as a continuing function the management services should review and advise on the acquisition and use of new office technology. Similarly they should advise on standardization throughout the organization.

(h) Systems Analysis and Use of Computers

63.   There is good ground for involving management services fully in decisions to introduce new computer-assisted systems or to revise existing ones; the management services viewpoint is a useful ingredient in systems analysis. Also the management services should advise on the acquisition of computer equipment and on such questions as leasing versus purchasing; mini-computers as an alternative to a centralized computer service; etc.

B.   Ad Hoc Functions

64.   Ad hoc functions that a management service might engage in are listed below:

(a) Representing the director of administration or the executive head on internal committees on such subjects as information systems, publications, office space, etc., and preparing advisory reports on those topics for these meetings;

(b) sharing in top management councils where administrative or substantive decisions affecting organization, staffing or other management improvement matters are being made;

(c) Other assignments as requested by senior officials and falling within the competence of management services to advise or to pursue.

C.   Report Writing

65.   A word on report writing. It is important that management services reports be well-reasoned, clear and to the point. They should avoid jargon and be easy to comprehend. A badly-written or badly-presented report can itself be an obstacle to implementation.

IV. STRENGTHENING MANAGEMENT SERVICES: THE PROCESS

A.   Involvement of Managers and Staff

66.   There is a basic tension inherent in the setting up of management services
units in organizations. Any unit which has a capacity - and mandate - to inves-
tigate the work of other units in an organization is bound to be a source of
suspicion and even fear. The extent of the mandate is of course a critical
element but, that apart, there can be conflict between management services
and other parts of an organization which feel their independence or freedom of
action threatened. It is therefore important that, before management services
come into being, and periodically thereafter, their purposes and aims are fully
discussed by the executive head or his representative with the managers of all
organizational units and with members of staff to ensure that:

Firstly. Managers and members of staff regard the work of manage-
ment services as intrinsic and contributing to their individual work
performance and consequently to the success of the organization. To
achieve this spirit of sharing in the goals of management services,
the staff will take nurture from the strength of commitment which the
head of the organization and its several managers bring to the situa-
tion;

Secondly: Management services are not seen as a form of dictatorship
from outside or as a source of rigid conformist doctrines; rather
they must be seen as a motive force integrating, participating, syn-
thesizing, adapting. They must discourage rigidity and help to open
up a climate that recognizes merit and initiative. Management ser-
vices will succeed insofar as they can energize the human potential
around them;

Thirdly: There is a common belief in the need for a corps of objec-
tive professionals to assist managers to obtain the most from their
financial, human and other resources. Managers know well how the
pressure of day-to-day operations can prevent them from tackling
problems which will involve system or attitudinal changes but they
need to be persuaded to entrust that task to others; and

Fourthly: Management services through their impartial investiga-
tions can point the way to new policies: top management should
encourage any such initiatives.

B.   The Location and Size of Management Services

67   There are many possibilities open in deciding on where to locate manage-
ment services: the solution will depend on the facts surrounding the particular
situation and the specific needs of the organization. Some guidelines however
suggest themselves:

One: The head of the organization or its chief executive must
demonstrate his interest in management services as having a
central role to play in the performance of the organization.
One option following from this would be for the management
services unit to be sited in the office of the head of the or-
ganization or to be so located as to have full access to the
head of the organization via a designated senior manager as
circumstances may require.

Two: Management services must articulate, interpret and imple-
ment the policy of the organization by ensuring the proper and
economical use of resources. Its work can touch the activities
of any department, administrative or substantive. Management ser-

vices must therefore be so located as to provide the routine opportunity for the head of the management services unit to be present at and contribute to all top policy councils and meetings in so far as these affect management and the use of resources at headquarters or in the field.

Three: Some persons consider that management services units should be autonomous: they should be free of the "shackles" of any one department. The Inspectors do not believe there is a categorical answer to this. What is important is that the unit wherever located be headed and staffed by professionals and specialists who are qualified to speak at eye-level with managers and personnel anywhere in the organization. The unit head must have the confidence of his superior and the support of the hierarchy. If he does, the location of the unit will be of less significance than otherwise.

68. In short, individual circumstances will affect the choice of location, but the unit will derive authority from the interest the head of the organization displays in its work and the degree to which managers and staff identify with its goals.

69. There is no simple formula which can guide the determination of the number of staff required in a management service, although the size of the total budget of the organization can be an indication. The Inspectors favour small units of highly qualified staff consisting of 2 to 12 professionals provided that they have the possibility and authority to coopt staff from other units to participate in specific studies. The number of staff necessary to each organization will of course depend on the nature and scope of the activities the management service is expected to undertake and the importance given to its work.

70. In some organizations, work which has management improvement aspects is carried out, as for instance in data processing, by a unit which is not officially titled a management services unit but which is engaged on work of this type. A management services unit in an organization that uses a computer has an important input to make to computer applications and should co-ordinate its work with that of the computer services. It is also important that all management improvement services in an organization be consciously identified so that each can benefit from the work of the others.

C.   Work Programme and Work Methods

71. Where there is a central policy concerning management improvement, a long- and short-term work programme must be established. The management services unit must function within a management policy frame and must annually plan and chart its course. It is important to avoid the circumstance where the work of the unit is made up of ad hoc requests from various sources tackled at random or as emergencies. Some projects may demand urgent attention not foreseen and there should be sufficient flexibility to allow these to be tackled; however there must be a pre-planned programme of work for the unit, annually pulling together the many facets of management improvement into some kind of pattern. Most of the management services in the UN system have annually established programmes of work and review these programmes at appropriate times. The Inspectors commend this practice.

72. As managers and staff should be involved in the preparations for setting up management services, so should they be involved in the preparation of the unit's work programmes. While the management services analyst brings special skills to each problem, he must consult and work in tandem with the people whose labours he hopes to make more cost-effective - and more rewarding. There is no simple or even royal path to success here; but if managers, top and middle level, support changes and if their staff share in the formulation of a programme leading to new procedures or methods which enhance their work, there is a better chance that recommendations for change will be acceptable. Looked at from another angle, management services gain strength from convincing members of staff that improvements in their individual performances and in their capacity to measure their own performances are a contribution to management improvement itself.

73. The practice, where it has existed, of inviting an officer from another unit to participate in a study where the officer has special experience or knowledge relating to the study is a good one. The less "management services" insulates itself from the rest of the organization, the more acceptable are its proposals likely to be. Personnel with appropriate experience outside the UN system should also be hired on a fixed-term basis from time to time to bring in new ideas and update skills.

74. There is also the need to ensure that recommendations are implemented. Recommendations are useless if they are not to be put into effect, or only grudgingly - and ineffectively - done so. Here again the methods of work if collaborative, stand a chance of influencing the approach of the staff to implementation. Changes, talked through and shared in, are likely to elicit more support than those arbitrarily or distantly arrived at. The report of the Secretary-General reviewing action taken on the recommendations of AMS in 1975 touches on the problems of implementation as follows:

> "The experience to date has been generally that a high degree of implementation was achieved when the studies were confined to the jurisdiction of one department or office or were concerned with relatively straightforward management questions. In contrast, a low degree of implementation tended to prevail when more than one office was involved or when new and sophisticated management techniques were recommended. This situation in the United Nations Secretariat is generally very similar to the experiences of big organizations, both public and private. Departures from traditional practices win acceptance only when the offices concerned fully understand the nature of the changes recommended and are convinced that tangible benefits will be derived from implementation. This process in turn, depends upon whether and the degree to which there exist in the organization flexibility in managerial outlook and incentives to improve." 6/

The passage pinpoints the problem of organizational resistance to change and suggests a prescription, with which the Inspectors agree, to overcome the barriers. All management services need to foresee the problems of implementation and to prepare for them in advance by fully involving managers and staff in the reviewing and revising process.

6/   A/C.5/31/6, 15 July 1976, para 61.

D.   Qualification, Experience and Training

75.   Good academic qualifications and relevant experience in the UN system or elsewhere are the bedrock for choice of management services staff.   There is nothing singular about this.   Three additional factors however should affect the choice:

76.   (a)   Has the candidate shown in his previous work an analytical approach to management problems?   Would the candidate by instinct or disposition be likely to promote change?

(b)   Is the candidate likely to relish the dialogue and opportunities for give-and-take which his position will demand?

(c)   Is the candidate amenable to further training in the more specific arts and science of the management analyst?

76.   The Inspectors place some emphasis on these factors: the human gifts and the capacity to absorb new ideas.   Some members of management services come to their units with specialist training, for example in organization and methods, or in systems analysis or in operations   research.   Others need to be trained in some of the established techniques and for this purpose the organizations sometimes provide the necessary training or arrange for it to take place at institutions outside of the UN system.   These efforts are praiseworthy.   They will, however, need to be reinforced if the impetus to management improvement is to be sustained and increased.   Both the recruitment of personnel and training should put some emphasis on know-how and experience in the behavioural sciences.   The new recruit will, of course, require a systematic introduction, including on-the-job training with practical work assignments, to his job in management services, but the specialist will also need from time to time to encounter new knowledge and update his skills.   Training must involve everyone in a planned progression.

77.   An important facet of management services, as we have seen, is the assistance it can give to managers, supervisors and staff to improve individual performance.   Some of this is achieved by the training of managers (of all levels) in the organization so that they may become receptive to the need for and absorb better management practices.   Complementary training for staff in areas such as work methods, principles of social behaviour, including participative management, work measurement, programming and budgeting, would complement the effort of management services.   This calibre of training, for managers and staff, is at present organized with the help of some management service units internally.   This is a worthwhile effort.

78.   There is one additional reason why the Inspectors consider training in management and work methods necessary.   Persons working in the UN and the specialized agencies come from many different cultural backgrounds: there is a great diversity of social experience and cultural attitudes.   The opportunity should be grasped to bring this mix of cultural experience into identifying and moving along the paths to improved management.   Very useful in this context would be short (one or two day) appreciation or orientation seminars for top or middle management to discuss and identify the styles of management which would best advance the special work of the UN system.   There have been some traditions of autocracy in the United Nations system's management scence which have given little play to initiative or creativity and which run counter to staff development and staff enrichment as should be the aim.   CCAQ should be able to help by bringing together those engaged in training for management and management services in the UN system.

E. Evaluation and Reporting to Legislative/Governing Bodies

79. There should be a conscious evaluation of the work of the management services unit based on its work programme and on what it achieves each year. For this purpose the work programme should as far as possible measure or quantify the anticipated results of the unit's efforts. This way the unit can better show its value.

80. The evaluation of its work should be briefly reported on by the executive head as a matter of course to the legislative or governing body which controls the activities of the organization. The report should, where possible, quantitatively estimate what savings have been achieved through the work of the unit and what improvements in the use of resources, human and other, have resulted. It is important that the legislative or governing body be fully apprised of the role and importance of management services in assisting the organization to be efficient and effective, in financial as well as human terms.

F. Linkages

81. It will be mutually beneficial if management services units, spread throughout the UN system, work less in isolation one from the other. The Inspectors have come across instances in which the same or similar topics - for example, staffing requirements, computerization of personnel and financial data, mailing lists, information systems, to name but a few - were being studied by a number of organizations with little or no knowldge of each other's findings or proposed solutions and where each one was trying to "reinvent the wheel". There is surely considerable advantage to be gained from breaking out of ivory towers and sharing the knowledge of each other's successes and failures.

82. The Inspectors do not believe there is any need, even if it was practicable for the units, to have formal co-ordinating machinery, but every opportunity should be grasped to pass on received experience from one to the other. This can be done in several ways:

   (a) Through secondments. It will not always be easy or possible for an organization to release a management specialist to another organization but there may well be occasions when the release can take place for a limited period to supply expertise in management services. Short secondments of management services personnel for specific assignments in other organizations could strengthen common goals and foster a management services professionalism in the UN;

   (b) Through assistance to smaller organizations. The smaller organizations sometimes require advice in organization and methods or other areas of competence in management services. They occasionally seek such advice from consultants outside the UN. It would be advantageous if the capacities of individual management services in the UN system could be sufficiently well-known to one another and be tapped from time to time by those needing assistance so that, where possible, a management specialist from a larger organization could be loaned on agreed terms to a smaller organization for a specific assignment. The arrangement could also apply between larger organizations, as suggested in (a), where one management service had developed a specialization in a field in which the other was deficient. While recourse to outside consultants will be necessary in some instances, use of the expertise which exists in the UN system, and which is already familiar with UN institutional problems, can be a prudent device;

(c) <u>Through shared training.</u> There should seem to be some advan-
tages in deepening the experience of management services per-
sonnel by arranging for short training courses to take place
attended by staff from various units. The material used in
such training could incorporate case studies from the various
organizations and the training could thus profit from the
diversity in work experience. Formal mechanisms may not be
necessary to set this on foot: one organization could offer
others two or three places on any training course it was
planning. A start with the idea could come about with the
help of CCAQ in bringing together persons responsible
for management services training in the different organizations.

(d) <u>Through the exchange of information.</u> Management services
units sometimes concern themselves with the setting of work stand-
ards in order to gain a sounder insight into staffing requirements
and to aid performance analysis. Productivity norms are estab-
lished, new procedures are instituted, changes in work relation-
ships are tried. There is everything to be said for units ex-
changing this type of information with one another.

(e) <u>Through annual meetings:</u> It would be advantageous if the heads
and senior officers of management services units could meet once a
year to discuss their craft, exchange experiences and gradually
strengthen the professional cadre of management improvement special-
ists in the UN. These meetings need not be formal occasions but
should be structured beforehand with opportunity being given to
all units to suggest what matters it would be useful to discuss.
CCAQ, which has participated in the organization of similar meet-
ings in other specialities (languages and documentation, training)
could be helpful.

G. <u>Career development</u>

83. The Inspectors have argued for encouraging a professionalism in manage-
ment services for persons with the requisite temperament, training and skills.
Such persons should, however, not be confined to work in management services
for their entire careers or for periods longer than 10 to 15 years. The way
should be made open for those with ample experience in management services
to return or move to operational assignments in their organization or elsewhere.
The milieu of active management after a career in management services would
assist the cross-fertilization of ideas between the fields of analyst and
practitioner. As a corollary, planned movement into and out of management
services should allow for the mix of national and cultural backgrounds to
alter with time so that management services themselves reflect UN diversity
- and the challenge this presents.

H. <u>The Call for Resources</u>

84. The complexity and wide range of management problems which organiza-
tions have to contend with require that resources be devoted to management ser-
vices commensurate with the key role they are meant to play in management improve-
ment. With present budgetary constraints, increased resources will have to be
sought either through a re-consideration of priorities and a consequent shift of
budgetary allocations or through greater recourses to staff in other units to
carry out specific assignments within the programme of work of the management
services and under its supervision. Both courses of action could be combined as
well. The Inspectors believe that any concrete effort to provide the management
services with means, financial or other, to operate effectively will redound to
the benefit of the organizations. Money spent on strengthening and improving
those services will be money well spent and should lead to even greater savings.

V. SUMMARY OF MAIN CONCLUSIONS AND RECOMMENDATIONS

85. Seven of the eleven particpating organizations of the JIU have management services, and within the United Nations, UNDP and UNOG also. All nine management services studied vary greatly in size, function, location, responsibilities and authority. Most organizations appear not to give a high priority to management improvement so that major opportunities are being missed for improving the effec=tiveness of the organizations (paras. 7 and 35).

> Recommendation 1: All organizations ought to carry out some major
> management improvement functions on a continuing basis (para. 35).

86. The functions of a management service may be grouped into, on the one hand, the basic and continuing ones of methodically pursuing management improvement in the organization and, on the other hand, ad hoc ones to respond to specific pro-blems and situations as they arise. Continuing functions would include the ra-tionalization of policies and practices through preparation and revision of manuals or other administrative issuances on policies and procedures; determining staff requirements; participative management; organizational analysis and review; management consultancy support to technical programmes; forms design and control; advice on the introduction of new office technology, including advice on stan-dardization; and systems analysis and use of computers (paras. 36, 38 and 64).

> Recommendation 2: On average, about 70% of time available should
> be spent on the basic and continuing functions and about 30% on
> ad hoc functions (para. 36).

87. Since rules and procedures of an organization are the extension into every-day working life of the organization's policy, they must be clear, logical and known to those who have to act on them. The work of rationalizing and codifying rules and procedures will profit from continuous attention by qualified persons who are impartial and devoid of vested interests (paras. 39, 40 and 48).

> Recommendation 3: Management services should ensure that the organi-
> zation does not become fixed in routines which do not evolve as the
> programme and activities change; and that changes in policy are
> promptly reflected in changes in rules and procedures (paras. 40).

88. The preparation and timely revision of a manual provides an excellent opportunity to review and rationalize policies and procedures. Hence, well drafted drafted and up-to-date manuals should keep staff at all levels accurately in-formed of the policies and procedures of the organization as a guide to their everyday work. Rules and procedures openly available would, moreover, greatly contribute to sound management and a healthy work climate. Manuals can also serve as a medium for training, though they should not become a substitute for personal contacts. Manuals should cover the whole range of policies and pro-cedures of an organization. Their preparation presupposes an organization and methods approach and requires detachment and impartiality (paras. 41, 43, 44, 47 and 48).

> Recommendation 4: All organizations should prepare manuals to
> make their policies and procedures clear to all concerned. Prepara-
> tion and revision of such manuals should be a continuing function of
> the management service (paras. 45 and 49).

> Recommendation 5: Preparation or revision of policies and procedures
> manuals would entail (a) ab initio reviews, by all organizations, of
> their policies and procedures with a view to their simplification

and rationalization; and (b) the management service's leadership
within the organization in the effort of simplification and ra-
tionalization, but with the active particpation of the substantive
and administrative units of the organization's secretariat (paras. 41
and 42).

89. Staff costs represent on the average 70% of the regular budgets of the
United Nations system organizations, yet the techniques and procedures for deter-
mining and approving the number and level of staff required leave much to be
desired (para. 50).

> Recommendation 6: Management services should play an important
> role in advising the organization's executive head on staffing re-
> quirements through organization and methods reviews and through the
> establishment of norms, work measurement studies and kindred investi-
> gations (para. 50).

90. Since staff members come from some 140 countries with diverse administrative
and social practices, management systems have to be so devised as to profit
fully from the diverse experiences of the staff. Where there is no say or share
in the decision-making process, there is bound to be dissatisfaction among staff
members who cannot see how their individual efforts are contributing to the ob-
jectives of their organization or who have to carry out instructions which seem
to be ill-advised or counter-productive. The programme budgets, medium-term plans
and internal work plans usually provide the necessary setting for a participative
management scheme. Perhaps the best known system in participative management is
management by objectives which seeks to integrate an organization's immediate and
long-term objectives with the personal goals and satisfaction of its staff (paras.
51 to 56).

> Recommendation 7: It should be a continuing responsibility of
> the management service to encourage participative management in a
> form which is suitable to the organization but which will be subject
> to revision based on experience and will take account of the chang-
> ing functions and character of the organization (para. 57).

91. In all organizations there is scope for an active role by management ser-
vices in the substantive as well as administrative areas (para. 59).

> Recommendation 8: Organizations should encourage their management
> services to provide management consultancy advice on substantive
> problems that might impede the efficient and effective execution of
> technical programmes (para. 59).

92. Forms and questionnaires are used extensively throughout the UN system, but
many of them are poorly designed. The design of forms is a specialized function
which requires the eye and judgement of trained personnel (paras. 60 and 61).

> Recommendation 9: Forms design and control aimed at eliminating
> unnecessary forms and improving the effectiveness of those that
> are required should be a continuing function of the management ser-
> vice, in close collaboration with the users (para. 61).

93. The present wide spectrum of new office technology and the diversity of
tasks to be accomplished sometimes make the choice of equipment difficult.
Management services should advise on the introduction of new office technology.
The opportunity should be grasped at the time of the introduction of new equip-
ment, to simplify procedures and to provide additional services as by-products
(para. 62).

Recommendation 10: A continuing function of management ser-
vices should be to advise on the introduction and use of new office
technology and on standardization throughout the organization.
Management services should also be involved in matters concerning
systems analysis and use of computers (paras. 62 and 63).

94. Badly-written or badly-presented management services reports can be an ob-
stacle to implementation (para. 65).

Recommendation 11: Management services reports should be cast in
well-reasoned, clear and concise language (para. 65).

95. Often the existence or impending establishment of a management services unit
may become a source of suspicion or fear, or may be seen by other parts of an or-
ganization as a threat to their independence or freedom of action (para. 66).

Recommendation 12: Before a management services unit comes into
being, and periodically thereafter, its purposes and aims should be
fully discussed by the executive head or his representative with
managers of all organizational units and with staff members (para. 66).

96. Individual circumstances and the specific needs of the organization are
bound to affect the choice of location of the management services unit as well as
its size. The size of each unit will, of course, depend on the nature and extent
of the tasks allotted to it (paras. 67 to 70).

Recommendation 13: The following guidelines suggest themselves
when the location of the management services unit is considered:
the head of the organization should demonstrate his interest in
management services as having a central role to play in management
improvement; the head of the management service should be given the
opportunity to be present at and contribute to all policy councils
and meetings in which matters affecting management and the overall
use of resources are discussed; and the management services unit
should have the confidence and support of the organization's top
management (para. 67).

97. Absence of a policy frame and of a programme pulling together the many facets
of management improvement into some kind of pattern leads to a dispersal of efforts
and resources of the management service. Where managers, top and middle level,
support changes and where they and their staff share in the programme formulation
which leads ultimately to new procedures and methods that enhance their work,
there is a better chance that the recommendations of the management services for
change will be acceptable and that organizational resistance to change will be
reduced (paras. 71 to 74).

Recommendation 14: Where there is a central policy concerning
management improvement, a long- and short-term work programme should
be established. Managers and staff should be involved in the prepara-
tion of the management services' work programmes (paras. 71 and 72).

Recommendation 15: As a regular practice, staff from other units
having special experience or knowledge relating to work undertaken
by the management services should be invited to share in such work.
Personnel with appropriate experience outside the UN system should
also be hired on a fixed-term basis from time to time to bring in
new ideas and update skills (para. 73).

Recommendation 16: Management services should foresee the problems of implementation and prepare for them in advance by fully involving managers and staff in the reviewing and revising process (para. 74).

98. The choice of management services' staff should be governed not only by good academic qualifications and relevant experience in the UN system, but also by such considerations as ability to initiate needed change, the capacity to interact well with people and receptiveness to further training. If impetus to management improvement is to be sustained and increased, adequate training opportunities will have to be offered both to new recruits to introduce them to their job in management services, and to existing management services' staff who may need to update their skills. Training of supervisors so that they become receptive to need for and absorb better management practices, and training of staff in areas relevant to management improvement will also help to buttress the efforts of the management services. Management should also make full use of and profit from the diversity of cultural backgrounds of staff in UN organizations; this is a resource which might well, with imagination, advance the special work of the UN system (paras. 75 to 78).

Recommendation 17: Training programmes for staff of management services must be tailored to advance skills in a planned progression. Recruitment and training should put emphasis on know-how and experience in the behavioural sciences. Supervisors and staff should be trained systematically, with the help of the management services units, in modern management practices aimed at improving performance (paras. 76 and 77).

99. Like any other activity undertaken by the UN system, the work of management services should be subject to conscious evaluation (paras. 79 and 80).

Recommendation 18: Organizations should report briefly to their legislative or governing bodies on the work of their management services. Such reporting should, where possible, indicate what savings have been achieved through the work of management services and what improvements in the use of resources, financial and human, have resulted (para. 80).

100. Management services in the various organizations have hitherto been operating in isolation from each other. There should be more opportunities for exchanges of experience and sharing of knowledge of each other's successes and failures (para. 81).

Recommendation 19: Organizations should foster closer links among their management services' units through:

(a) short secondments of management services' staff for specific assignments in other organizations;

(b) assistance to smaller organizations through loans of management specialists on agreed terms and for specific assignments;

(c) shared training, in which CCAQ could take a lead by bringing together persons responsible for management services training in the different organizations;

(d) exchange of information; and

(e) annual meetings of heads and senior officers of management services' units to discuss their craft and exchange experiences. Such meetings need not be formal but should be structured beforehand with opportunity given to all units to suggest what matters should be discussed. CCAQ

could play a co-ordinating role in this (para. 82).

101. Professionalism in management services would gain considerably if opportunities are offered to those with ample experience in management services to return or move to operational assignments in their organization or elsewhere and vice-versa (para. 83).

> Recommendation 20: Organizations should adopt career development policies which provide for planned movements into and out of management services and take account of the mix of national and cultural backgrounds (para. 83).

102. Any effort to provide management services with means, financial or other, to operate effectively will redound to the benefit of the organizations (para. 84).

> Recommendation 21: Organizations should seek to increase resources devoted to management services either through a reconsideration of priorities and a consequent shift of budgetary allocations or through greater recourse to staff in other units to carry out specific assignments within the work programme of the management service and under its supervision. Both courses of action could be combined as well (para. 84).

TABLE I

ORGANIZATION, STAFFING AND COST OF MANAGEMENT SERVICES IN 1979

Organization	Management Service		Title	Present Location within Organization	Grade of Chief	Total No. of P-Staff and proportion of time spent on management assignments	Cost in 1979 (US$) and percentage of total expenditures 1/	Remarks
	Yes	No						
United Nations/NY	X		Administrative Management Service (AMS)	One of six services of the Department of Administration, Finance and Management (the others cover finance, personnel, general services, internal audit, and electronic data processing and information systems)	D-2	11 (100%)	723,650 (0.13%)	Originally a small unit in the then Office of the Controller, AMS was reconstituted in June 1969 with expanded terms of reference, which were further expanded in 1977 subsequent to GA resolution 31/94C of 14.12.76. Except for UNOG and UNDP, no other parts of the UN secretariat have been authorized to have separate management units.
United Nations Office at Geneva	X		Management Improvement Section (MIS)	Part of the Administrative and Financial Services. Comprises two functional responsibilities: organization and methods, and electronic data processing.	P-5	3 (Chief – 40% 2 – 100%)	161,900	Originally established in 1975 as the Administrative Systems Section in the Office of the Director of Administrative and Financial Services. Renamed in 1977, MIS became part of AFS with redefined terms of reference to provide better support in information systems development and management services.
UNDP	X		Management Review and Analysis Section (MRAS)	Part of the Bureau for Finance and Administration.	P-5	2 (1 – 100% 1 – 67%)	125,700 (0.15%)	First management service set up as an organization and methods unit in 1971 in the directorate of the Bureau for Administrative Management and Budget. Reorganized in 1973 and again in 1975, when it became the Management Review and Audit Division. Interrupted from 1976 to 1978. Re-established in early 1978 as the Management Services Section within the Division for Administrative and Management Services, the section became a separate unit under its present title in May 1979 within the Bureau for Finance and Administration.
FAO	X		Organization and Methods Branch (AFMO)	Branch of the Management Services Division (AFM) – one of four divisions in the Administration and Finance Department. AFM comprises Office of Director (AFMD), Management Information Systems Unit (AFMI) Computer Systems Branch (AFMC) and Organization and Methods Branch (AFMO)	P-5	7 (Director AFM – 30% 6 – 100%)	283,800 (0.09%)	The division has been in existence since 1970. The other two AFM units provide computer and related MIS services.
IAEA	X		Office of Internal Audit and Management Services (ADIM)	Part of the Department of Administration with direct access to the Director-General. Comprises management services and internal audit functions.	P-5	5 (Chief – 30% 1 – 25% 2 – 30% 1 – 50%)	130,000 (0.17%)	The management service came into being in 1969 and was added to the then existing internal audit unit to form ADIT.
ICAO	X		Management Services Office (MSO)	Part of the Office of the Secretary-General. Comprises an internal audit section, document control unit and a data processing unit.	P-5	1 (40%)	22,300 (0.04%)	From inception of ICAO to mid-50s establishment and classification matters dealt with by the Organization and Personnel Branch. Later O+M work placed in Organization Section in the Bureau of Administration and Services. In 1963 the Organization Section renamed Management Services Office with added responsibilities and placed in Office of the Secretary-General. Though the internal audit section is part of the MSO, the internal auditor retains a direct reporting line to the SG on audit matters.

1/ Both regular budget and extrabudgetary. Percentages calculated on the basis of one-half of the 1978-79 figures on total expenditures shown in Table 1 of the ACC report on the UN system's expenditures in relation to programmes (E/1980/81 of 28 August 1980).

TABLE I (cont'd)

Organization	Management Service		Title	Present Location with n Organization	Grade of Chief	Total No. of P-Staff and proportion of time spent on management assignments	Cost n 1979 (US $) and percentage of total expenditures 1/	Remarks
	ies	No						
ILO	y		Management Advisory Services	Integral part of the Bureau of Programming and Management which reports directly to the Director-General.	P-5	2(100%)	131,400 (0.08%)	Unt l 1975 the management advisory serv ces constituted a branch of the F nance and General Services Department. Transferred to to the present location in order to put emphasis on implemen ation action in conjunction with the programme planning and nternal auditing functions which are also part of the Bureau.
IMCO		X						The organization considers that its small s ze aoes not warrant establishment of a central management service. hilst the Administrative Division would normally be the focal po nt for internal management serv ce quest ons, other un ts are also involvved. Outside consultants also used.
ITU		X						The organization has statea that ts federal structure (four permanent organs, each directea by an electea official and controllea by separate assemblies or conferences) and the regulatory nature of its work **were not amenable** to the establ shment of a central management service.
UNESCO	X		Management Division	Part of the Inspectorate-General, which also includes an Audit Division.	P-5	4 (100%), of which 2 vacant in 1979	136,000 **(0.07%)**	Initially management functions were assigned to the Bureau of Aaministrative Management and Budget. After this was abolished in 1950, the management function was placea in the Bureau of Personnel, renamed Bureau of Personnel and Management, as part of an Organization and Policy Division. Further reorganizations took place which eventually led to establishment of a Management Unit in the Bureau of the Budget in 1959. The Unit became a Division in 1969 with expandea responsib lities. In 1970 the D vision was transferred to the Office of the Director-General, to be subsequently transferred to the Office of the Ass stant Director-General for Adminisvration. F nally, n 1975, the Div sion was placed in the Inspectorave-General.
UPU		X						The organization has stated that ts small size did not warrant a central management service. The Ch ef of Admin stration, however, is responsible for matters related to procedures forms, organization ana methods, etc. A Management Committee maae up of the five members of top management aeals with major ss es.
WHO	X		Administrative Management Unit (MGT)	Part of Information Systems Programme (which also covers information systems development, reporting and information serv ces, and electron c data processing).	P-5	4 (100%), of which 2 vacant in 1979	173,700* (0.05%)	Initially a separate unit n the Division of Personnel and General Services, MGT was merged in 1977 with the Information Systems Programme. * The post of Chief MGT was vacant in 1970. All other cost items i.e. travel ana perdiem, are paid for by the technical programmes or administrative divisions which rece ve MGT's services.
WMO		X						The organization has stated that its small size did not warrant setting up a management serv ce. The organization and operating procedures of the Secretariat are set out in WMO Standing Instructions which the Secretary-General updates as appropriate.

1/ Both regular budget ana extrabudgetary. Percentages calculated on the basis of one-half of the 1978-79 figures on total expenditures shown in Table 1 of the ACC report on the UN system's expenditures in relat on to programmes (E/1980/81 on 28 August 1980).

TABLE II

PERCENTAGE OF MANAGEMENT SERVICES RESOURCES ALLOCATED IN 1978-79 BY AREAS OF WORK AND BY TYPES OF QUESTIONS

ORGANIZATION	AREAS OF WORK						TYPES OF QUESTIONS		REMARKS
	Determination of staffing requirements (i)	Organizational studies other than (i) (ii)	Procedural studies (iii)	Manuals, circulars, etc. (iv)	Forms (v)	Other (vi)	Administrative and support (i)	Substantive (ii)	
UN/NY	30	25	20	3	2	20 (Organizational nomen- clature, special reports to the General Assembly, ad hoc advice)	60	40	
UNOG	10*	30*	40*	15*	2*	3 (Conferences/Meetings)	70	30	* Most studies deal with several areas. Typically, a study would cover procedures, staffing requirements and organizational patterns.
UNDP	-	5	30	50	10	5 (Field office reviews)	Not available	Not available	
FAO	5	35	40	5	10	5 (Office equipment, policy studies, and miscellaneous requests)	50	50	
IAEA	10	-	30	30	10	20 (Advice on purchases)	100	-	
ICAO	35	25	15	5	2	18 (Advice on publications, classification matters and GS salary survey for ICSC, computer and document control mat- ters)	50	50	
ILO	*	*	*	*	*	*	50	50	* The ILO has found it difficult, if not impossible, to separate time spent in each category. Successful implementation would have to include a combination of these.
UNESCO	15	25	10	20*	10	20 (Inspection functions)	70	30	* Responsibility for manual trans- ferred to the Bureau of Personnel in August 1979.
WHO	5*	15*	10*	5*	5*	60* (Ad hoc management support to technical programmes)	40*	60*	* Estimates based on current work priorities of MGT.

TERMS OF REFERENCE OF THE CENTRAL MANAGEMENT SERVICES

United Nations - Administrative Management Services

(ST/SGB/Organization, Section P(IV)/Rev.1
of 29 March 1977)

1. As the intenal management consulting staff -

   (a) Identifies management problems or areas requiring management
        improvement, undertakes management surveys or studies at the
        request of the Secretary-General or of Heads of Departments and
        Offices, and makes specific recommendations as to action required;

   (b) Assists and advises, where requested, in management improvement
        efforts;

   (c) Provides advice and comments on questions involving management prin-
        ciples and techniques, on request;

   (d) Sponsors productivity studies for specific units and for specific
        categories of work.

2. Monitors and, wherever necessary, assists in the implementation of approved
    recommendations.

3. Assists, as necessary, the Budget Division in ensuring that the programme
    budget proposals reflect the benefits derived from the implementation of
    all the approved recommendations.

4. Compiles and maintains the manual of the Organization of the Secretariat.

5. Reviews and authorizes the publication and distribution of all policy bulle-
    tins, administrative instructions, manuals and information circulars.

6. Manages and controls the use of standard administrative forms.

United Nations office at Geneva - Management
Improvement Section

(On the basis of reply to JIU Questionnaire)

1. Conducts comprehensive management surveys, organizational studies, reviews
    of manpower utilization, and systems analyses.

2. Aasists all organizational units at UNOG in designing systems and methods
    to improve planning, operational efficiency and management control.

3. Develops and assists in the implementation of a management improvement
    programme.

4. Identifies possible EDP systems and related applications, and plans for
    the orderly development and use of EDP resources.

UNDP - Management Review and Analysis Section

(On basis of reply to JIU Questionnaire)

1. Updates and maintains UNDP Manuals.

2. Develops and maintains a central forms management and control system.

3. Undertakes reviews of field offices and when requested provides consultancy-
    type services to them to propose solutions to specific problems.

4. Conducts organization and management studies or reviews and analyses of individual units within UNDP Headquarters.

5. Reviews management relationships and practices between field and Headquarters and suggests improved organizational responsiveness, efficiency and cost-effectiveness.

FAO - Management Services Division

(On basis of reply to JIU Questionnaire)

Assists management to increase the effectiveness and efficiency of the Organization's services to member states by fostering the adoption of improved managerial methods and computer techniques. To this end,

1. Recommends management policies for making the Organization's operations more effective and economical.

2. Undertakes management surveys and studies, or acts as liaison with external consultants commissioned for such studies.

3. Ensures follow-up of studies and recommendations.

4. Develops and monitors systems which will identify management's needs for information, and provides that information efficiently and economically.

5. Helps managers perform all aspects of their managerial role, economically and with increasing efficiency.

IAEA - Office of Internal Audit and Management Services

(On basis of reply to JIU Questionnaire)

1. Provides a management advisory service to all departments.

2. Compiles and keeps up to date the Agency's Administrative Manual and other administrative instructions.

ICAO - Management Services Office

(Booklet on the Functions of the ICAO Ssecretariat)

1. Is responsible for establishment control, and reviews proposals and recommends changes in strength, grading levels and structure.

2. Revises and amends post descriptions and Organization charts.

3. Conducts reviews of working methods, procedures, forms and output measurement.

4. Conducts external General Service salary surveys.

5. Manages data processing activities, including necessary systems development, analysis and programming.

ILO - Bureau of Programming and Management

(Management Advisory Services)

(ILO Circular, Series 2, No.87 of 29 April 1976)

1. Provides studies and advice on problems of organization, management and procedures.

2. Conducts studies aimed at determining workloads and numbers of staff re-
    quired, simplifying working methods and procedures, and eliminating unne-
    cessary tasks and procedures.

3. Assists in implementation of its approved recommendations and ensures
    appropriate follow-up action.

4. Reviews requests for the use of external consultants on administrative and
    organizational matters to determine if the requests can be satisfied by the
    staff and resources of the Bureau. Where appropriate, assists in selection
    of such consultants, in the development of terms of reference, in the
    review of their progress and in the evaluation of their reports.

5. Participates in feasibility studies and design of major new computer-based
    or manual information systems of an interdepartmental nature.

6. Reviews and recommends on the results of these studies and designs prior to
    their approval by senior management.

UNESCO - Management Division

(extract from the Approved Programme
and Budget for 1979-80)

1. Undertakes studies on organizational structure, staffing, workload, pro-
    cedures and methods of work with a view to proposinig measures leading to the
    more economical and effective use of resources.

2. Suggests measures to ensure efficient functioning of the Secretariat.

WHO - Administrative Management Services

(On basis of reply to JIU Questionnaire)

1. Supports WHO programmes and divisions in applying sound administrative
    and management techniques through management studies and, where appro-
    priate, through contribution to the implementation of approved recommen-
    dations.

2. Contributes, as required, to training activities related to the WHO
    information system, and participates in, and provides material for,
    those training activities which include management science subjects
    and aimed at national or WHO staff.

3. Evaluates and makes recommendations on the divisions'/programmes' orga-
    nizational structure, staffing patterns and use of modern equipment.

4. Undertakes, where appropriate, developmental work concerning special-
    purpose information services.