

United Nations Department of Technical Co-operation for Development

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UNITED NATIONS DEPARTMENT OF TECHNICAL CO-OPERATION FOR DEVELOPMENT

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Annex 1: Secretary-General's Bulletin
no. 162 of 23 March 1978
Establishment of DTCD

Annex 2: DTCD's Organizational chart

I. INTRODUCTION

1. The United Nations has played an important role in international economic and social development since its inception. At the beginning, in common with most specialized agencies, it concentrated on the promotion of international co-operation through the dissemination of information, standard setting, policy analyses and guidance, but in the past three decades, with the emergence of a large number of newly independent developing countries with undeveloped economies, international concern for developmental problems has resulted in the establishment of a number of new voluntary funds and a corresponding expansion of international economic and social co-operation.

2. This has also led to a gradual increase in the involvement of the existing United Nations system organizations in operational activities, and to the creation of new specialized organs in the field of technical co-operation. Operational activities today represent the largest part of the functions of most organizations of the system.

3. But the proliferation of new funds and organizations reached the point of diminishing returns. It was realized that the unchecked evolution of that trend, including increased competition between organizations for the execution of new programmes, would lead to a reduction in the effectiveness of the organizations and threaten to undermine the efforts of the United Nations to assist the development of developing countries in the context of the movement for the New International Economic Order.

4. Recognizing that danger, and determined to continue to promote operational activities as a significant component of international economic co-operation with a view to the establishment of the New International Economic Order, the General Assembly adopted on 20 December 1977 resolution 32/197 on the restructuring of the economic and social sectors of the United Nations system, the preamble of which reaffirmed that the purpose of restructuring was to make the United Nations system "more fully capable of dealing with the problems of international economic co-operation and development in a comprehensive and effective manner and to make it more responsive to the requirements of the provisions of the Declaration and the Programme of Action on the Establishment of a New International Economic Order as well as those of the Charter of Economic Rights and Duties."

5. Section VIII of the annex to this resolution sets guidelines for restructuring the economic and social sectors of the UN Secretariat, outlines in general terms the functions of the new organizational entities and gives instructions to the Secretary-General to cluster various components together in view of their close substantive, methodological and practical relationships.

6. On 23 March 1978 and in accordance with the above instruction, the Secretary-General undertook a far-reaching re-organization of the Secretariat support services and established four new entities: the Director-General for Development and International Economic Co-operation (DIEC), the Department of Technical Co-operation for Development (DTCD), the Department of International Economic and Social Affairs (DIESA), and the Office of Secretariat Services for Economic and Social Matters (OSSECS), in place of the single Department of Economic and Social Affairs that had existed until then. A provisional statement of the functions of DTCD and an outline of its organizational structure were given in the Secretary-General's Bulletins ST/SGB/162 (see Annex 1) and ST/SGB/178.

7. Since the adoption of resolution 32/197, the streamlining of the operational activities of the United Nations Secretariat has been under continuous discussion in the General Assembly, ECOSOC, CPC and ACC, and the Secretary-General has presented to successive sessions of the GA and ECOSOC progress reports on the implementation of the resolution and, where appropriate, on the performance of the new Departments, including DTCD 1/.

8. In response to proposals from CPC, ECOSOC and the General Assembly, the JIU has undertaken a series of studies designed to show how far resolution 32/197 has been put into effect. This report is part of that series. It examines the progress made by DTCD in the past three and a half years, considers the problems which confront it and makes recommendations. The JIU report on DIESA will include a section on the relationship between DTCD and DIESA and the JIU report on UNDP Office for Projects Execution will also cover areas of common interest to both DTCD and OPE. Both reports will be issued in 1983.

9. The Inspectors discussed these issues with many members of DTCD, including its Under-Secretary-General, with the Director-General for Development and International Economic Co-operation and his staff, DIESA and many others. To all of them the Inspectors express their appreciation for their valuable observations.

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- 1/ (a) Reports of the Secretary-General to the General Assembly
- A/33/410, 1 December 1978 and A/33/410/Rev.1, 2 January 1979
 - A/34/736, 29 November 1979
 - A/35/527, 21 October 1980
 - A/36/477, 29 September 1981
- (b) Reports of the Secretary-General to ECOSOC
- E/1978/28, 21 April 1978
 - E/1978/118, 9 July 1978
 - E/1979/81, 17 July 1979

II. FUNCTIONS AND ORGANIZATION

10. As has been stated above, Section VIII of the annex to resolution 32/197 sets forth the guidelines for the restructuring of the economic and social sectors of the Secretariat. The basic consideration underlying these measures is the separation of technical co-operation functions and operations from global research and analysis, and the establishment of separate entities to deal with them. The Department of Technical Co-operation for Development is in the first place the entity responsible for technical co-operation.

A. Functions

11. The Department's functions were outlined in paragraphs 61(c), (d) and (f) and, to a certain extent, 62 of the annex to resolution 32/197. They include among others:

(a) Substantive support for technical co-operation activities in the economic and social sectors which are not covered by other United Nations organs, programmes or specialized agencies, including technical expertise in the formulation and evaluation of country and inter-country programmes;

(b) management of technical co-operation activities carried out by the United Nations;

(c) certain research activities on the basis of their substantive, practical and methodological relationships to the foregoing responsibilities.

12. These functions were amplified in the Secretary-General's Bulletin 162 of 23 March 1978 so as to include, inter alia:

(a) To assist and advise the Secretary-General in regard to technical co-operation activities for which the United Nations is executing agency;

(b) to provide substantive support for the development of policies for technical co-operation activities of the United Nations as an executing agency;

(c) to maintain liaison with UNDP and associated funds and with other bodies of the United Nations which execute technical co-operation projects, directly, and with other executing agencies on all matters of mutual concern;

(d) to assist governments and regional institutions in improving the effectiveness of their policies and programmes through the provision of direct advisory services.

13. No formal terms of reference for the Department have yet been issued by the appropriate authorities: the Department has been operating for four years with functions that were laid down, expressly subject to further review, in Bulletin 162.

14. When DTCD was created it was intended to be the principal arm of technical co-operation in the United Nations. However, there already existed many organs with technical co-operation as part of their responsibility and these have continued. Also UNDP through its Office for Project Execution (OPE), is the fifth largest executing agency. This situation into which DTCD was born blurs its image and its role as the "principal arm for operational activities for development in the United Nations Secretariat" 2/. Action should be undertaken

2/ Report of the Secretary-General to the UNDP Governing Council, DP/RP/21 of 10 April 1980

as soon as possible to meet the urgent need for a definitive demarcation of the functions of the Department and for the issuance of formal terms of reference for it.

B. Organization

15. In paragraph 63 of the annex to resolution 32/197 the General Assembly laid down that the "clustering of functions" in "separate organizational entities" envisaged in paragraph 62 of the annex "should be accompanied by a thorough rationalization and streamlining of the capabilities of the organizational units concerned, including the redeployment, as necessary, of their staff resources". Much thought was given to the organization of the Department in the early stages of implementation of the resolution, both in inter-departmental consultations and in the work of three inter-departmental task forces. But it is not self-evident that the outcome, as seen in the present organization of the Department represents fully what the General Assembly had in mind as a "thorough rationalization and streamlining".

16. A main justification for technical co-operation through the organizations of the United Nations system is the technical competence that these organizations possess in their specific fields. This competence enables the organizations to effectively assist developing countries to attain their development objectives and provide the technical back-stopping of projects. DTCD is no exception. Its staff must be fully competent in the fields in which it provides technical co-operation or they must have direct and easy access to the required expertise.

17. DTCD is organized in five Divisions: Policies and Resources Planning Division, Natural Resources and Energy Division, Development Administration Division, Programming and Implementation Division and Programme Support Division. (These, in addition to the Office of the USG and ASG, the Executive Office and the World Food Programme Liaison Office.) The Natural Resources and Energy Division (54 Professionals), the Development Administration Division (35 Professionals), the Development Advisory Services in the Programming and Implementation Division (17 Professionals) and part of the staff in the Policies and Resources Planning Division engaged in Integrated Rural Development (2 Professionals), are substantive and organized accordingly. In addition, there are 31 Interregional Advisers financed under the Regular Programme and placed in the above same units, according to their specializations which are also substantive in character. The main part of the Programming and Implementation Division (61 Professionals) is responsible for overall project management and co-ordination and is organized on geographical lines (this excludes its Development Advisory Service, as indicated above, and the Technical Co-operation Financial Administration and Budgetary Control Service). The Programme Support Division (64 Professionals) groups the Technical Assistance Recruitment Services (TARS), the Contracts and Procurement Branch and the Support Services Branch. The Policies and Resources Planning Division (14 Professionals), excluding the two substantive posts counted above, co-ordinates and plans ahead for technical co-operation programmes ^{3/}.

1. Substantive versus geographical setting

18. The organizational chart in annex 2 shows that approximately:-

(a) One-third of the Professional staff perform central servicing functions (Office of the USG and ASG, Executive Office, the bulk of the Policies and

^{3/} Programme Budget for the biennium 1982-83, Section 7, A/36/6

Resources Planning Division and the Programme Support Division and the Financial and Budget Control Service). These functions are "central" in the sense that they cut across sectoral as well as geographical lines.

(b) One-half, mainly technical officers, discharge a substantive function within the Natural Resources and Energy Division, the Development Administration Division, and the Development Advisory Services, which are organized along sectoral lines.

(c) The remaining one-fifth, mainly Programme Management Officers (PMOs), is entrusted with management of the operational activities of the Department and is organized mainly along geographical lines.

19. The "central servicing" functions seem to be clearly understood by the staff in DTCD. No duplication within or without the Department has come to the Inspectors' notice.

20. This is not, however, the case with the rest of the Department. As stated above, the Department is organized partly on substantive lines and partly on geographical lines. Every technical assistance project is dealt with in both the geographical and the substantive sections concerned. The centre of action and responsibility lies in the geographical Division, with the relevant substantive Division being actively involved throughout the life of the project on all substantive matters including substantive backstopping. This arrangement, which has been criticized as cumbersome and time-consuming, perpetuates under the appearance of one Department the old pre-restructuring set-up, where the Office of Technical Co-operation (OTC) was organized on geographical lines and the rest of the Department of Economic and Social Affairs (DESA) was organized on substantive lines.

21. Recognizing the importance of all the various aspects under which a project needs to be considered, the Department introduced the "team approach", whereby selected projects were covered by teams of officers from the various elements of the Department, led by either the substantive officer concerned (in most cases) or sometimes by the geographical officer. The team, under the guidance of its leader, would establish a detailed work plan for the project, with timetables for each input and clear allocations of responsibility for each input to individual officers, and would monitor its execution. Although the team approach facilitates the participation of all concerned, it is unwieldy and costly and has recently been little used. The Inspectors believe its adoption to be a symptom of an inadequate organizational structure, and its subsequent near-abandonment a sign that a full solution to the problem had not been found.

22. This point was recognized at an early stage in the Department's existence, and a Task Force on Organization was appointed to recommend the basis on which the Department should be organized. The appointment of this Task Force might be considered as the first step in the "further in-depth review of the functions and needs of the Department" which is mentioned in paragraph 10 of Bulletin 162. This led to the issuance on 13 June 1980 of Bulletin 178, which outlines the organization of the Department, on a divisional basis only. An organizational chart of the Department was submitted to the Administrative Management Service (AMS) on 31 July 1980 (see Annex 2), but it appears that no formal decision about the organization of the Department has been taken. Neither, as it appears, has a formal decision been taken about the Department's terms of reference. A draft was submitted to AMS in February 1980, and a revised text was returned to AMS on 30 January 1981, but nothing has been promulgated.

23. It can be argued that the Department should be organized on a purely geographical basis, on the grounds that the General Assembly resolution 32/197 requested DTCD to ensure in the fields within its purview "the provision of

technical expertise in the formulation, implementation and evaluation of country and inter-country programmes and of specific projects and the provision of direct advisory assistance to governments"; that Resident Representatives/Co-ordinators need a point in the Department to look to and correspond with; that the Department has constant contact and correspondence with other organizations that are organized on a geographical basis, such as UNDP and the Regional Commissions; and that the Project Management Officer arrangement is the best mechanism for ensuring that all inputs for projects come forward on schedule and that projects receive constant supervision in the light of close knowledge of the whole range of needs of the country in question. Under such an organization, the substantive elements of the Department would be re-distributed amongst the geographical branches, resulting no doubt in an inadequate concentration of technical competence in each regional unit. This last point seems to the Inspectors to weigh heavily in the balance against an exclusively geographical orientation of the Department. A purely geographical structure might tend to emphasize delivery of inputs and administration at the expense of quality and substance.

24. On the other hand it can be argued that the Department should be organized on an exclusively substantive basis. Under such an organization, the substantive sections would be responsible, not only for the substantive backstopping of projects, but also for all the administrative backstopping which is done in the geographical branches and sections, and for project planning, programming, evaluation and follow-up. All this, it is argued, could be done with the resources made available by the elimination of the geographical sections, with spare resources still being available for other purposes. DTCD, like any other UN entity, has no special responsibility for the formulation of country programmes: these are the responsibility of the government of the developing country assisted by UNDP and all of the "executing agencies". DTCD is only one "executing agency" among many, and has no more responsibility for a country's programme than any of the others. Project Management Officers can just as suitably be organized substantively as geographically. The Inspectors note, however, that paragraph 61(c) of the annex to resolution 32/197 specifically mentions the provision of technical expertise in the formulation, implementation and evaluation of country and inter-country programmes as functions which are to be "clustered" in the DTCD.

25. Some have argued that the present dual set-up is the best, as it enables the Department to provide developing countries with the best possible service in the way of technical assistance, substantively, administratively and from a source that is fully acquainted with the whole range for a given country's needs and plans. This set up also enables the Department to correspond with Resident Representatives/Co-ordinators, UNDP and regional commissions on a country or regional basis, and with other specialized agencies on a subject basis. Any delay that may result from dealing with projects from both viewpoints is, on this line of argument, compensated for by the quality of the service provided. But in the Inspectors' view, when several units are intimately involved in providing substantive and administrative backstopping for technical co-operation there is inevitably a risk of duplication and conflict and costs are increased by the need for consultation and agreement (see also paragraphs 20-21 in this connection).

26. The Inspectors consider that this problem should not be taken in isolation. In their view, it is not so much a question of deciding on the ideal organization for the Department, as one of deciding the most practical organization for it in the light of all the competing claims on its resources. Even if the present organization were satisfactory in the abstract, enabling the Department to give developing countries good service with their present projects, this would still not prove that the present organization represents the best possible use of resources.

27. Above all, the Inspectors feel bound to express concern that this crucial matter has been undecided too long. Paragraph 63 of the annex to resolution 32/197 lays down that the "clustering of functions" which includes the creation of DTCD, DIESA and OSSECS should be "accompanied" (N.B. not "followed") by a thorough rationalization and streamlining of the capabilities of the organizational units concerned. But the substantive and geographical elements inherited from the old DESA and OTC seem merely to have been juxtaposed as a convenient temporary arrangement, which has endured in the way that provisional arrangements often do.

28. On balance and after considering all the competing claims, the Inspectors conclude that an organizational structure that emphasizes substance and not geography would lead to the best use of available resources.

29. The Inspectors understand that AMS is about to undertake an administrative review of the Department which has been awaited for some time. This review should carefully consider the structural and staffing requirements of an organization by substance which integrates project backstopping with the work of the substantive specialists. Such a structure would no doubt require a group of small geographical units, reporting to the Office of the USG, which would have liaison, control and expediting functions and constitute a service for the substantive divisions. These units should also take a leading role in evaluations (see paragraphs 47 to 50 below).

30. The AMS review should also take account of the proposals made below on staffing, field arrangements and other related matters.

2. Regular posts and extra-budgetary posts

31. In his report on restructuring to the thirty-third session of the General Assembly (A/33/410 and Rev. 1), the Secretary-General reported that the redeployment of staff from the departments and offices to which they formerly belonged, to the new Department, had in most instances taken place. The DTCD thus brought together relevant functions and corresponding staff components from various organizational units as well as support services for technical co-operation activities. The Secretary-General informed the General Assembly that the new Department at that time comprised 527 posts, 220 from the regular budget (93 Professional and 127 General Service) and 307 from extra-budgetary funds, chiefly support costs (146 Professional and 161 General Service). It now has 579 established posts (see Table 1).

32. In the same report the Secretary-General expressed his intention of continuing the exchange of regular budget posts on the departmental manning table for extra-budgetary posts elsewhere, the eventual result of which would be the concentration in DTCD of the majority of extra-budgetary posts in other departments and offices. This would restructure and simplify the management of support costs funds derived from technical assistance projects. The Inspectors believe that this is a sound policy, particularly in view of the need for thorough rationalization and streamlining of the newly formed organizational units of the Secretariat; they note, however, that there is no information on the execution of this intention in the Secretary-General's subsequent reports.

33. From information available, mainly the organizational chart (see Annex 2) of DTCD and tables showing established post requirements for the last three bienniums, it is apparent that there has been no continuous reduction of regular budget posts through replacement by extra-budgetary posts. On the contrary, there has been a consolidation of the number of regular posts, with a major increase of extra-budgetary posts.

Table 1: Established Posts - DTCD 4/

	<u>Regular budget</u>			<u>Extra-budgetary</u>			<u>TOTAL</u>		
	<u>1978/79</u>	<u>1980/81</u>	<u>1982/83</u>	<u>1978/79</u>	<u>1980/81</u>	<u>1982/83</u>	<u>1978/79</u>	<u>1980/81</u>	<u>1982/83</u>
<u>Professional category and above</u>									
USG	1	1	1	-	-	-	1	1	1
ASG	1	1	1	-	-	-	1	1	1
D.2	2	3	3	3	3	3	5	6	6
D.1	8	8	8	36	38	38	44	46	46
P.5	12	12	12	39	40	44	51	52	56
P.4	34	34	34	34	36	38	68	70	72
P.3	17	17	17	26	28	35	43	45	52
P.2/1	7	7	7	16	20	25	23	27	32
TOTAL	82	83	83	154	165	183	236	248	266
<u>General service category</u>									
Princ. level	19	20	20	33	33	36	52	53	56
Other levels	96	96	96	143	150	161	239	246	257
TOTAL	115	116	116	176	183	197	291	299	313
GRAND TOTAL	197	199	199	330	348	380	527	547	579

34. While the increase of extra-budgetary post requirements may have been justified in the past by the growth of the technical co-operation activities of the Department, the stagnation of the conversion of regular budget posts to extra-budgetary ones calls for explanation. In view of the basic role and functions of DTCD, it would seem that the present ratio of regular budget to extra-budgetary posts could be further reduced by conversion of regular budget posts; but the current freezing of many extra-budgetary posts will no doubt, for the present, decrease the ratio.

35. A comparison of the number of posts in Table 1 with the number at the time of the establishment of the Department in 1978-79 shows a considerable increase. Whereas at the Department's creation there were approximately 236 Professional posts, requirements for 1982-83 indicate a request for 266 Professional posts, and DTCD's proposed organizational chart shows a request for 289. A similar proportional increase in General Service posts is requested for 1982-83. The Inspectors feel that this policy is hardly in line with the aims of paragraph 63 of the annex to the restructuring resolution. The question of the number of posts actually required is, of course, intimately related to the functions of the Department and the decision on its optimum structure that is yet to be made. This problem cannot however be solved without taking into account the situation created by the sharp decrease of UNDP funds which forced DTCD to freeze 77 posts in 1982; it may also have to surrender as many as 60 posts in 1983.

4/ Source A/36/6, Section 7, and A/C.5/34/72

C. Arrangements in the field

36. The Department considers that its field work is handicapped because it has no field representatives in the way that some other UN agencies and entities do. If it had representatives in the field - not of course in every country in which the Department may have a project in operation, but chiefly on a regional or sub-regional basis - more attention could be paid to its projects and interests than is possible at present, when there are so many other matters competing for the time and attention of the Resident Representatives/Co-ordinators.

37. The Inspectors agree that it is necessary that DTCD's work in the field should be properly looked after. However, the establishment of DTCD field offices, even at the regional level, would not be an economical solution. The Department is already taking palliative and alternative measures, which the Inspectors consider they should continue and strengthen, despite the inconclusive results so far. These measures are as follows:

(a) More direct and continuous relations between Headquarters and the staff member in the offices of the Resident Representatives/Co-ordinators responsible for DTCD. If the Headquarters organization of DTCD is revised along the lines suggested in B above, this liaison could be assured for policy and global administrative matters by the small geographical units and for questions of concern to specific projects by the appropriate substantive division.

(b) The senior experts provided by DTCD in countries with present or potentially large programmes assisted by DTCD could be entrusted on a part-time basis with liaison functions on substantive questions with the Resident Representative/Co-ordinator and DTCD headquarters. This would require that these senior experts be carefully briefed at Headquarters.

(c) Regional commissions and their sub-regional offices could be requested to assist DTCD on specific issues for which the commissions have the required competence. To facilitate this sort of co-operation DTCD should consider out-posting staff of its Programming and Implementation Division to the regional commissions and their sub-regional offices. These out-posted personnel should receive policy instructions from DTCD headquarters and daily instructions and supervision from the Executive Secretaries of the regional commissions. They would be concerned particularly with country and inter-country programming.

D. Rationalization and streamlining

38. Paragraph 15 above has drawn attention to the General Assembly's instruction that the restructuring of the economic and social sectors of the Secretariat should be accompanied by a thorough rationalization and streamlining of the Department's capabilities including the redeployment, as necessary, of their staff resources. In his report to ECOSOC in July 1978 (E/1979/118) on the establishment of the new entities and the redeployment of functions, credits and resources to them, the Secretary-General informed the Council of ACABQ's reservation concerning the Secretariat's proposals, more particularly in relation to the rationalization and streamlining of the capabilities of the organizational

units concerned 5/. The Council took note of the measures by the Secretary-General and invited him "actively to pursue, in accordance with paragraph 63 of the annex to resolution 32/197, the process of rationalization and streamlining of the organizational entities concerned, including the necessary redeployment of staff, and in that context to assess the capacity of those entities to meet the demands made upon them".

39. After considering the measures undertaken by the Secretary-General, the General Assembly, at its thirty-third session, endorsed the position taken by ACABQ and ECOSOC and requested the Secretary-General "to pursue actively ... the process of rationalizing and streamlining the capabilities of the concerned entities" (resolution 33/202, paragraph 8). As indicated in the Secretary-General's report to the same Assembly session (33/410, Rev.1, paragraph 67) the process of rationalization and streamlining has been principally related "to the transfer of responsibility for certain types of projects from the Department to the regional commissions", which, in turn, was linked first with "the completion of the first phase of the restructuring process at Headquarters" and second with the review of "the position of each of the new departments and offices" which the Secretary-General promised in order to meet reservations of ACABQ. That review, as far as DTCD is concerned, is still pending.

40. In subsequent reports to ECOSOC and to the thirty-fourth session of the General Assembly, no action was reported on the implementation of paragraph 8 of resolution 33/202. However, the Secretary-General said in reporting about the reorganization of DTCD that the organizational structure of the Department "will be reviewed in due course" ... "in time for the next session of the General Assembly.

41. At the thirty-fifth session of the General Assembly a report on the implementation of paragraph 8 of resolution 33/202 was submitted (A/35/527). With regard to rationalization and streamlining, the Secretary-General stated that an account of measures taken was included in two reports submitted to

5/ "... the Committee considered that the information made available to it did not enable it to satisfy itself as to the validity of the proposals in all their details and therefore did not regard the proposals as final in the restructuring of Secretariat support services. In particular, the Committee noted ... that the proposals did not indicate how appropriate elements could be deployed in future to the regional commissions, as envisaged in restructuring recommendations. Similarly, the Advisory Committee did not regard the justification provided to it for the proposed reallocation of available posts to the new organizational units as entirely adequate. In particular, the Committee was not convinced that the proposals reflected the rationalization and streamlining of the capacities of the organizational units concerned which should have been undertaken ... The Committee stressed that the process of rationalization and streamlining should be set in motion immediately to ensure that resources presently available were used effectively and economically. In the circumstances ... there should be no requests for additional staff resources until such time as the process of rationalization and streamlining has been completed".

the thirty-fourth session of the General Assembly (E/1979/81 and A/34/736) 6/ and that the promised review of DTCD for the thirty-fifth session "will be initiated later (that) year and the outcome could be reported, if the General Assembly so wishes, to ECOSOC at its second regular session in 1981". As stated in paragraph 14 above, the review had not been initiated at the time of preparation of this report. The Inspectors express their concern about this delay and recommend that the promised review be undertaken as a matter of urgency. The expected AMS review will provide an opportunity to make up for lost time in implementing the General Assembly's decisions.

6/ Report E/1979/81 concentrated on "appropriate adjustments in the functioning and administrative arrangements ... of relevant organizational entities" (pursuant to paragraph 6 of resolution 33/202).

Report A/34/736 dealt in particular with the re-organization of DTCD.

III. TECHNICAL CO-OPERATION

42. During 1979 to 1981, the latest three years for which complete data are available, DTCD programme delivery amounted respectively to US \$101 million, US \$134 million and US \$136 million. This reflects an increase in the rate of project implementation against the total of project budgets from 70 per cent in 1979 to 84.5 per cent in 1980 7/ and then a slight decrease to 82 per cent in 1981 8/.

43. The calculation for delivery is based on the latest project budget in effect that year. As shown in Table 2 below, budgets of UNDP funded projects that are backstopped by DTCD were revised at least once a year to reflect project needs and realistic delivery. The improvement in programme delivery between 1979 and 1981 is therefore the result, to a large extent, of an increased volume of project revisions particularly during the fourth quarter of each year when individual budgets are often brought into alignment with expected real delivery.

Table 2: Revisions of project budgets backstopped by DTCD

	<u>1979</u>	<u>1980</u>	<u>1981</u>
No. of UNDP-funded projects (as of year-end)	942	982	1,041
No. of revisions during year	1,073	1,215	1,223
No. of revisions during last quarter	332	371	375
Ratio, total revisions to projects	1.14:1.0	1.24:1.0	1.17:1.0
Percentage, last quarter revisions to total revisions	30.8	30.5	30.7

44. The Secretary-General in his report to the UNDP Governing Council noted that the Department's total delivery in 1981 fell below the anticipated level mainly because the United Nations Fund for Population Activities (UNFPA) budget of some US \$43 million assigned to DTCD for execution during that year was reduced by \$16 million. The Department is particularly vulnerable in contrast to other larger executing agencies - DTCD is the second largest executing agency after FAO - since it relies so greatly on UNDP and UNFPA funds which represent respectively 70 per cent and 20 per cent of DTCD expenditure, the remaining 10 per cent being provided by trust funds and the regular programme. The 1981 DTCD programme of technical co-operation activities had already been affected by the stagnation of UNDP funds and the sharp decrease of UNFPA funds, but according to information communicated to the 29th session of UNDP (June 1982) the year was going to be much worse since the outlook for the DTCD budget for 1982 was then about \$50 million lower than in 1981 and the outlook for subsequent years was even gloomier 9/. Since staffing costs constituted the largest item of expenditure in the overheads account, the severe cuts in field activity will be accompanied by equally severe cuts in DTCD headquarters staff and it is anticipated over 77 technical and managerial posts will be frozen in 1982 and probably some 60 posts in 1983.

45. The sectoral breakdown shows that DTCD concentrated its activities in the area of natural resources and energy, which absorbed between 35 and 38 per cent of total project expenditure in the period 1979 to 1981 (see Table 3). Development planning constituted the second largest activity, with 19 per cent in both years. Development planning is the responsibility of the Development Advisory Services (DAS), which belongs to the Programming and Implementation Division (PID) because of the close relationship of the work of DAS and that of PID in the area of assessment of the technical co-operation needs of the developing countries. The other major technical co-operation activities are, percentagewise, Statistics: 19 per cent; Public Administration and Finance: 9 per cent; Training: 6 per cent; and Population: around 6 per cent.

7/ DP/RP/23 of 13 April 1981

8/ DP/1982/22 of 20 April 1982

9/ DP/1982/SR. 27, p.15

Table 3: DTC D Project Expenditure by Field of Activity (Regular Programme, UNDP funds and other extra-budgetary funds) 10/

	US\$ million			% of total		
	1979	1980	1981	1979	1980	1981
Natural resources, energy	38.6	47.0	51.1	38.1	35.1	37.3
Development planning	19.9	25.3	27.4	19.6	18.9	20.2
Statistics	18.5	25.5	30.3	18.2	19.0	22.0
Public administration and finance	8.6	12.0	12.6	8.6	9.0	9.2
Population	5.6	7.4	6.1	5.5	5.6	4.5
Training (Fellowships, Group Training, Study Tours)	3.6	8.2	2.9	3.5	6.1	2.1
Human settlements	2.5	4.5	0.9	2.5	3.3	1.0
Social development	2.5	3.3	3.3	2.4	2.5	2.4
Other	1.5	0.8	1.9	1.6	0.5	1.3
Total	<u>101.3</u>	<u>134.0</u>	<u>136.5</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>

46. It appears to the Inspectors that four aspects of the Department's technical co-operation work, i.e. evaluation, recruitment, procurement and research, deserve to be examined.

A. Evaluation

47. Resolution 32/197 recommended that the provision of technical expertise should include not only the formulation and implementation of country and inter-country programmes and of specific projects, but their evaluation as well (paragraph 61c). But evaluation does not seem to rank high amongst DTC D priorities. The Department's prime concern seems to be to deliver the largest possible quantity of technical co-operation resources. Too much emphasis is given to the "input" side of technical co-operation, meaning "How much is delivered with the funds that are provided by UNDP?"; and too little attention is given to the impact of the work.

48. DTC D informed the Inspectors, however, that it is trying to improve the information feedback from the field on the investment follow-up to its projects. And it is involved in joint thematic evaluations with UNDP, because it needs to analyze some of its large projects in depth. So far three such evaluations have been completed in Rural Development, Transport and Natural Resources, in collaboration with UNDP; and a joint evaluation of one of the Department's largest programmes, Minerals has been undertaken. This study was carried out by the Office for Programme Planning and Co-ordination (PPCO) in DIESA at the request of the CPC and covers the minerals programmes of DIESA and the regional commissions and also includes the activities of other entities of the United Nations system. The participating organizations were involved in the study design, the selection of programme and project activities to be studied. As an executing agency for UNDP assisted projects, DTC D is also involved in tripartite project reviews. Evaluation is, however, still far from being an integral part of the operations of DTC D and only a minute proportion of the projects benefit from evaluation. The Department's reporting methods, like those of other Departments, are rather general and are not suitable as a basis for systematic evaluation.

10/ Source DP/RP/22 of 2 June 1980; DP/RP/24 of 30 April 1981, and DP/RP/22 Add 1 of 26 April 1982.

49. The "delivery rate" has indeed improved; but what counts in the final analysis is not merely the delivery of resources but the impact of the work. This can be ascertained only through evaluation. The real touchstone of effective technical co-operation is what is achieved with technical assistance resources by way of improved self-reliance in developing countries.

50. Some forward movement was reported to the UNDP Governing Council in 1980 (paragraph 120 of DP/RP/21 of 10 April 1980) but the Department still has much work to do in ensuring, and demonstrating, that the delivered resources have been put to effective use. The Inspectors urge that responsibility for evaluation be clearly assigned. If the proposal on structure made in paragraph 29 is accepted, then resources should be available for the establishment of a central evaluation function, which should be the main task of a small unit reporting to the USG assisted by the geographical units. The Evaluation Unit in DIESA should be asked for all necessary advice on methodology and its application. In line with the principles of self-evaluation that the JIU has advocated elsewhere the substantive departments should participate actively in evaluations of concern to them.

B. Recruitment and administration of field experts

51. The Chief of TARS was authorized as long ago as 1966 to recruit technical co-operation personnel for the field on behalf of the Director of Personnel. TARS which was transferred to DTCD in 1978 now also has authority to recruit experts for service at Headquarters at ranks below L 7; appointments at L.7, and the reclassification to L 7 of experts serving at Headquarters, are reserved for OPS. The decision to delegate authority to TARS at the present level has been justified by results but further steps need to be taken.

52. Delay in the appointment of field experts has long been a cause of criticism throughout the UN system. The Department is doing what it can to speed up the various stages through which an appointment must pass. One way to make further progress would be for the Office of Personnel Services (OPS) and DTCD to ensure that the roster computer programmes and related procedures are modified so as fully to meet DTCD's requirements. Some steps have already been taken in this direction.

53. According to TARS the average time needed for recruitment from the signature of the project document to the fielding of the expert has been reduced from eight or nine months to about four, and DTCD is hoping to reduce it further through the following measures:

(a) Although the period for advertising vacant posts cannot be formally less than two months, DTCD proceeds with recruitment of suitable candidates, who submit their applications ahead of deadlines.

(b) In all cases, the roster is first searched for suitable candidates, and only when it does not yield enough names is recourse had to advertising. The Department is trying to persuade governments to add their candidates to the roster instead of putting them forward for specific vacancies. This measure, by expanding the roster, should make it less necessary to spend time advertising vacancies.

(c) DTCD is also trying to establish a procedure whereby TARS is informed immediately after a draft project document has been prepared, so that TARS can begin looking for candidates while the project document is still being processed.

(d) DTCD is using the "contract while actually employed" procedure i.e. it grants a year's contract to an expert, who gives DTCD up to 90 days on-call wherever and whenever he may be needed. This procedure is used when there is uncertainty about the time, duration or place of mission and applies to experts under the special service agreement.

(e) Up-dating the roster and information on availability will also, it is hoped, contribute towards the same aim. Until recently all roster candidates were reviewed every two years. New and more effective review procedures are at present being developed by the Recruitment Programme Section as part of major efforts to improve the computerized roster of external candidates.

(f) DTCD intends more often to use experts already in the field who are about to complete their assignment, and move them from project to project and from country to country.

(g) DTCD is simplifying and speeding up the procedures for obtaining medical clearance and travel authorization.

54. The Inspectors commend these measures. They stress in particular the desirability of always consulting the roster as a first step, with a view to saving time by avoiding advertising.

55. As to the administration of field experts, DTCD has to submit certain financial and administrative action required to the Office of Financial Services (OFS) or OPS, since it has no authority to deal with them directly. At the beginning of 1982, the Department had around 2000 experts in the field and the Inspectors suggest that it should be given adequate authority to deal with administrative, personnel and financial matters concerning them.

C. Contracts and procurement

56. Under Bulletin 162, the functions of the Purchase and Transportation Service of the Office of General Services (OGS) concerned with servicing the old Office of Technical Co-operation (OTC) were transferred to the new DTCD. This arrangement appears to have fully justified itself. Disbursement rose from US \$11.5 million in 1977, the last year in which the Procurement Branch formed part of OGS, to US \$43 million in 1980. The Branch operates, of course, under the same financial rules as the rest of the "house"; thus all potential suppliers compete on equal terms and no preference is given, for instance, to suppliers from developing countries in the name of TCDC, or to suppliers from countries which are particularly large contributors to UN voluntary funds.

57. Much progress has been made in integrating the Contracts and Procurement Branch into DTCD. It is now often called in at the planning stage of projects to advise on the procurement of equipment for the benefit of host governments, project managers and the Department.

58. The Branch co-operates closely with the Inter-Agency Procurement Services Unit (IAPSU) and the Inter-Agency Purchasing Working Group. The former has negotiated a number of useful special arrangements open to the whole system. The Working Group serves as a forum to bring the various purchasing officers of the system together so that they can discuss common problems, help one another out in matters relating to purchases, solve staff problems, etc. These two bodies represent, in the Inspectors' view, only a first stage in the implementation by the secretariats of the system of that part of paragraph 32 of the annex to resolution 32/197 which refers to the establishment of a common procurement system for the whole UN system of organizations.

59. DTCD keeps in line with other departments in procurement and contract matters through its participation in the Committee on Contracts. The Committee includes representatives of the Office of Legal Affairs, the Office of Financial Services (OFS) and the Office of General Services (OGS), and an observer from the Internal Audit Division. The Chairman of the Committee is at present a member of OFS (D.2 level). The Committee holds weekly meetings and ad hoc meetings whenever needed. Its task is to check whether in procurements and contracts the financial rules have been followed and whether the United Nations is getting the best supplies and services available. The Committee although advisory is responsible for procurement and contracting, and departmental heads (including the head of DTCD) are free to reject its advice, provided they record their reasons in writing. The Office of General Services did this once; it was not aware of any occasion on which DTCD had done so.

60. The Inspectors' attention was also drawn to the fact that DTCD field project managers or Chief Technical Advisers (CTAs) have financial authority delegated to them only up to \$2,500 local purchase, whereas other UN organizations have delegated much more authority, without infringement of the rules. UNIDO, it was stated, makes available to its CTAs a total of \$10,000 from which the CTA is authorized to place orders internationally up to \$3,000 per individual order. Such a step should help to speed action in the field, and the Inspectors agree that DTCD CTAs should also be empowered to spend up to \$10,000 for international or local purchase.

D. Research

61. Under paragraphs 61(f) and 62 of resolution 32/197, DTCD is responsible for some research, namely the collection of relevant data and analysis in its substantive fields of activity (see also paragraph 2(j) of Bulletin 162). It has also been given responsibility for preparing relevant inputs of the various UN entities for the Secretary-General's reports on technical co-operation to the General Assembly, ECOSOC, UNDP Governing Council and the ACC and its subsidiary bodies (paragraph 2(i) of Bulletin 162).

62. The Inspectors are convinced that DTCD must remain abreast of developments and results in research in the fields within its purview in order to be able to backstop its technical co-operation activities and prepare the studies and reports it has to supply to the General Assembly, ECOSOC and other inter-governmental bodies. For instance, DTCD cannot adequately analyze suggested projects in energy and minerals unless the staff dealing with these sectors have a good knowledge of the world situation in them. Nor can the missions set up by DTCD in the developing countries to assess their investment needs in energy and minerals properly be briefed or back-stopped unless the Department has kept itself up-to-date.

63. The Inspectors believe that the amount of "research" undertaken by DTCD in support of its technical co-operation activities, and the number of staff assigned to it, should be kept to the minimum. The present informal division of labour between DTCD and DIESA, which consists of DTCD dealing mainly with research related to specific problems arising in developing countries and DIESA undertaking research relevant to global economic policy, is broadly acceptable but needs to be applied with greater precision. DTCD should in carrying out its research activities make full use of information available in the system. This matter is considered in more detail in the report of JIU on DIESA.

IV. RELATIONSHIPS

64. DTCD's relationships with other entities of the Secretariat stem from the nature of its functions and its position in the field of technical co-operation activities of the United Nations. The Department was established as a "principal arm for operational activities for development in the United Nations Secretariat". The absence of a clear definition of the Department's role which is understood and accepted throughout the Secretariat has led to some conflict with other organizational entities. A number of unresolved issues of restructuring, particularly those related to the decentralization and redeployment of resources, continue to add to these difficulties.

A. Relationship with DIEC

65. Bulletin 162 does not mention the Director-General for International Economic Co-operation or his relationship with DTCD. It is clear however from legislative documents, including resolution 32/197 and resolutions 33/202 and 35/203, and from the Secretary-General's reports to the General Assembly on the progress of restructuring, that the Director-General has (under the Secretary-General) full and effective authority over the Department and the general responsibility for guiding its work and ensuring its co-ordination with that of other entities in the UN. It follows that the Department should report to the Director-General, not the Secretary-General, on all questions that fall within his competence. See JIU report REP/81/9, entitled "Relationships between the Director-General for International Economic Co-operation and Entities of the UN Secretariat", for a full discussion of this subject, with Inspectors' detailed recommendations.

B. Relationship with DIESA

(i) The splitting of activities between DTCD and DIESA

66. The basic reason for dividing the old DESA was that it had been performing, at the same time, global economic and social analysis, and technical co-operation activities in certain areas. In general, technical co-operation activities went to DTCD, and the other activities, basically research and programming and policy co-ordination, went to DIESA, with the understanding that close co-operation between the two would be established in order to secure cross-fertilization and a mutual feedback process. While these good intentions were well received by all concerned, in practice this seems to work towards divergence of the two Departments.

67. The separation was relatively easy to implement in the case of large segments, such as the Population Division, which comprised distinct units dealing with technical co-operation. The Public Administration and Finance Division was transferred almost wholly to DTCD, DIESA taking only one post and the Fiscal Unit. The Natural Resources and Energy Division was almost entirely transferred to DTCD, since it dealt mainly with technical co-operation, and DIESA took only one D and three Professionals in Energy and two Professionals in Minerals, for work on Ocean Resources. Transport was mostly decentralized to the regional commissions. But a few units, such as the Ocean Economics and Technology Unit, were too small to be divided and went to DIESA with their functions undisturbed. The Statistical Office (see below) had no special unit dealing with technical co-operation that could go to DTCD, and it was decided to keep the Statistical Office intact, as a part of DIESA, subject to review later by the Director-General for International Economic Co-operation. The Inspectors formed the impression that problems flowing from the break-up of the old DESA were still influencing relations between the two successor Departments, notably in the areas of statistics and the servicing of joint conferences and seminars.

68. The basic principle underlying Section VIII of the annex to resolution 32/197, namely the separation of technical co-operation activities from global research and analysis, and their execution by the two successor Departments, must of course be recognized and respected. Nevertheless, experience has shown that there are limits to the extent to which it can be implemented in practice, without causing problems. It is not really practicable to split up small specialized units of three or four people where research and technical assistance are part of everyone's duties. The principle of separation needs to be applied with flexibility in such cases and has already gone as far as is practicable for the small units left in DIESA.

(ii) The Statistical Office

69. The work of the Statistical Office concerns both DTCD and DIESA, but it is organizationally part of DIESA. The view is taken in DTCD that the Statistical Office's technical co-operation activities, with appropriate staff, should be transferred to it under the basic principle of the separation of functions laid down in Section VIII of the annex to resolution 32/197.

70. It was recognized at an early stage in the implementation of Section VIII that the Statistical Office presented an organizational problem. The considerations in favour of splitting it, while substantial, were considered to be balanced by the considerations in favour of keeping it as a whole in view of the functions which it performs in the interests of all organs of the United Nations and in view of the absence of any distinct technical co-operation unit within it, which could be conveniently split off. A temporary decision was therefore taken to keep the Statistical Office intact, within DIESA, subject to later review by the DIEC. The matter was reported to ECOSOC and the General Assembly in 1978 as likely to be settled soon, and as the likely subject of future reports (see documents E/1978/118, paragraph 20, and A/33/410, paragraph 35); but it has not been reported on since (see document A/36/477, paragraph 24).

71. Recommendations are made in the framework of the JIU report on DIESA.

C. Relationship with regional commissions

72. Resolution 32/197 lays down (paragraph 23 of the annex) that the commissions should be enabled "to function expeditiously as executing agencies for intersectoral, subregional, regional and interregional projects and, in areas which do not fall within the purview of the sectoral responsibility of specialized agencies and other United Nations bodies, for other subregional, regional and interregional projects"; and (paragraph 26) that "the necessary authority should be delegated to them and, to the same end, adequate budgetary and financial provision should be made for their activities".

73. In resolution 33/202, Chapter IV, paragraph 8, The General Assembly requests the Secretary-General to pursue actively ... the process of rationalizing and streamlining the capabilities of the entities concerned (newly established Departments at Headquarters) "including, if necessary, the transfer of elements of their functions and the redeployment of staff resources, particularly to the regional commissions". It further called the Secretary-General to proceed expeditiously with comprehensive proposals for decentralization of appropriate research and analytical activities and technical co-operation projects to allow the commissions to effectively exercise their responsibilities.

74. The DTCD has already transferred to the regional commissions responsibility for projects for which they are designated as the executing agencies. These include some thirty projects of a regional or subregional nature which have

already been assigned directly by UNDP to the regional commissions as executing agencies. The 14 per cent support costs for these projects has also been transferred. Further DTCD has passed to the commissions part of its responsibility in transport, retaining, however, its competence over some aspects of transport either because the regional commissions were not prepared to take full responsibility for backstopping or because they were considered to be of a global character. These functions are now carried out under the Public Works programme, with only one Professional staff member. In accordance with the resolutions instructing the Secretary-General to make budgetary and financial resources available, including the redeployment of staff resources, DTCD also transferred four posts to the regional commissions. In paragraph 37(c) above a recommendation is made on how co-operation between the commissions and DTCD might be enhanced.

75. The JIU report on the Economic Commission for Africa (A/37/119) gives a careful analysis of the implementation of restructuring and decentralization mandates and of the slow progress made in providing the regional commissions with adequate resources and authority to carry out their (restructuring) new responsibilities. Within this context, the report indicates that "phase one" of the implementation of the restructuring resolution at headquarters was largely completed in a year, while "phase 2" has hardly begun. The Inspectors recognize that the restructuring and decentralization of functions and the transfer of resources and authority to the regional commissions are complex undertakings and that DTCD is not the only headquarters entity responsible for carrying out "phase two" of the restructuring arrangement. Nevertheless, they are concerned at the apparent deviation from the long established policy of the General Assembly on these issues without consultation with Member States.

D. Relationship with UNDP

76. The Governing Council of UNDP now discusses the DTCD programme. Until such time as the Restructuring resolution recommendation calling for the establishment of a single governing body responsible for the management and control at the intergovernmental level of the United Nations operational activities (paragraph 35 of the annex) is implemented, the Governing Council could usefully devote more time to this important question. DTCD is concerned lest UNDP's action in implementing projects through its own Office of Project Execution (OPE) may infringe on DTCD's competence (OPE spent over \$79 million in 1981, and was the fifth largest executing entity within the United Nations system). The Joint Inspection Unit is making a separate study of the Office of Project Execution and the Inspectors therefore withhold comment on this admitted problem at the present stage.

77. Allusion has been made in paragraph 36 above to the functions of UNDP Resident Representatives/Co-ordinators as field representatives of DTCD. In order that the Resident Representatives/Co-ordinators can fully perform these functions it is important that they should be well-acquainted with the needs and activities of the Department. A full briefing by DTCD should always form part of the regular New York briefing programme of every Resident Representative/Co-ordinator before he takes up his appointment, and UNDP should be responsible for arranging this. The Department sends periodic briefing letters to the Resident Representatives/Co-ordinators, and senior officers of the Department regularly visit the field.

E. Relations with other Secretariat entities

78. Paragraphs 60, 61 and 62 of the annex to resolution 32/197 determined in general terms the role and position of DTCD in the field of technical co-operation and management of operational activities for development for which the

United Nations is executing agency. In Bulletin 162 the functions of the Department were further elaborated. However, the Department's relationship with other Secretariat entities engaged in technical co-operation has not been defined except in a few cases where an "understanding" on co-operation has been reached. In certain instances, it was left to the responsible heads of the entities concerned to work out mutually acceptable arrangements. The Inspectors believe that the time has come to bring some clarity to the role and position of DTCD within the Secretariat.

79. The United Nations comprises some 24 different entities in the economic and social fields, most of them to a greater or lesser extent involved in operational activities. Eleven function as executing agencies (DTCD, UNCTAD, UNIDO, UNEP and CTC on a sectoral basis, five regional commissions on a geographic basis and UNDP/OPE). Some other entities, depending on the character of their programmes, are also engaged with, or interested in, the execution of technical co-operation projects.

80. The Inspectors note that the Secretary-General raised this issue in his report to ECOSOC in July 1978 (E/1978/118, paragraph 49) and that he intended to make specific proposals for co-ordinating DTCD's role with the roles of other executing agencies within the Secretariat, and to establish a proper degree of co-ordination and uniformity of approach as to the policies and procedures to be followed by the different agencies with respect to the projects for which they are or would be responsible. The Inspectors believe that it is important to do this without delay.

81. In formulating proposals for co-ordinating DTCD's role with those of other executing agencies within the United Nations, the Secretary-General should also define the responsibility of other entities of the Secretariat in regard to technical co-operation activities within their respective fields, and their relations with DTCD whose resources and potential should be utilized to serve the whole Secretariat.

V. CONCLUSIONS AND RECOMMENDATIONS

82. Resolution 32/197 sets guidelines for restructuring the economic and social sectors of the UN Secretariat, outlines in general terms the functions of the new organizational entities and gives instructions to the Secretary-General to cluster together various components in view of their particularly close substantive, methodological and practical relationships.

83. In response to proposals from CPC, ECOSOC and the General Assembly, the JIU has undertaken a series of studies designed to show how far resolution 32/197 has been put into effect, including this one. This report examines progress made by DTCD, considers the problems which confront it and makes recommendations.

84. After three and a half years DTCD has positive achievements to its credit, notably the improvement in its delivery rate. It is now urgent to re-examine the structure and staffing of the Department along the lines suggested in this report to ensure that operations are cost-effective, to remove uncertainties as to the Department's future and to help provide it with a recognized identity.

A. Functions and organization

85. Paragraph 63 of the annex to resolution 32/197 recommended that the clustering of functions in a separate organizational entity (i.e. DTCD) should be accompanied by a thorough rationalization and streamlining of its capabilities, and Secretary-General Bulletin 162, which outlined in general terms the functions of DTCD, stated in paragraph 10 that "following further in-depth review of the functions and needs of the Department, redeployment of other units and staff to DTCD will be implemented as appropriate and reflected in a future bulletin". In fact, the Department has been operating since its inception under temporary terms of reference and has been organized partly on substantive lines and partly on geographical lines with the centre of action and responsibility lying in the geographical Division, the relevant substantive Division being responsible for substantive aspects. Although this arrangement is a mere juxtaposition of elements inherited from the old DESA and OTC, it has given some good results to judge from the high rate of implementation. However, the present organization may not represent the optimum use of resources and it is not conducive to giving sufficient attention to the quality and impact of the work. On balance, the Inspectors conclude that a structure that emphasizes substance and not geography would give the best results most economically (paragraphs 10-28).

86. In his report on restructuring to the thirty-third session of the General Assembly, the Secretary-General expressed his intention to rationalize and simplify the management of support costs derived from technical assistance projects through concentration in DTCD of extra-budgetary posts (paragraphs 30-34).

87. The Secretary-General has expressed his intention to make specific proposals for co-ordinating the role of DTCD with the roles of other executing agencies within the Secretariat and it is important that this should be done without delay.

RECOMMENDATION 1

The Secretary-General should ensure the issuance without delay of clearly defined terms of reference for the Department as the principal arm for operational activities for development in the United Nations Secretariat, and establish a proper degree of co-ordination and harmonization of approach as to the policies and procedures to be followed by the different departments and offices with respect to technical co-operation activities for which they are responsible.

RECOMMENDATION 2

In its forthcoming administrative review of DTCD, AMS should look into the question of the Department's organization for dealing with technical co-operation and concentrate on the requirement in paragraph 63 of resolution 32/197 for a thorough rationalization and streamlining of the capabilities of the Department with a view to releasing resources for use by the Department in other ways. AMS should consider the setting up of an organization by substance which integrates backstopping with the work of the substantive specialists. Such a structure would require a group of small geographical units reporting to the Office of the Under-Secretary-General, which would have liaison, control and expediting functions and constitute a service for the substantive divisions.

B. Field arrangements

88. Resident Representatives/Co-ordinators are not always able to devote as much time and attention to DTCD's affairs as the Department would like. Hence the feeling in the Department that its representation in the field is neglected to some extent and its image is not clearly perceived by governments (paragraphs 35-36).

RECOMMENDATION 3

The senior experts provided by DTCD in countries with present or potentially large programmes assisted by DTCD could be entrusted on a part-time basis with liaison functions on substantive questions with Resident Representatives/Co-ordinators and DTCD headquarters. A full briefing by DTCD should form part of the regular New York briefing programme of every Resident Representative/Co-ordinator before he takes up his appointment. In order to strengthen its field representation the Department should consider the full implementation of the measures described in paragraphs 37(a), (b) and (c).

C. Evaluation

89. DTCD's prime concern seems to be to deliver the largest possible quantity of technical co-operation resources. What counts is the impact of the work. This can be ascertained only through evaluation (paragraphs 46-49).

RECOMMENDATION 4

A small unit should be set up within DTCD reporting to the Under-Secretary-General, with a mandate for introducing central evaluation (methodology, participation in specific evaluation) into the technical co-operation work of the Department. Resources for the unit could be found by redeployment during the process of integrating the work of the substantive and geographical divisions as suggested in Recommendation 2. The Evaluation Unit in DIESA should be asked for advice on methodology and its application.

D. Administrative issues

90. TARS has succeeded through various measures in reducing the time needed for recruitment of field experts. The administration of these experts has however to be referred to OGS and OPS for action since DTCD has no authority to deal directly with administrative or financial matters. With regard to procurement the transfer of the functions of the Purchase and Transport Service from OFS to DTCD and the setting up within DTCD of the Contracts and Procurement Branch appears to have fully justified itself. DTCD co-operates closely through this Branch with IAPSU and the Inter-Agency Purchasing Working Group. The Inspectors

consider that this co-operation represents only a first step in implementing paragraph 32 of the annex to resolution 32/197 concerning the establishment of a common procurement system (paragraphs 50-60).

RECOMMENDATION 5

In the recruitment of experts, the roster of candidates should continue to be used first and only if no suitable candidate is found should the post be advertised. The Department should have more authority to deal with administrative, personnel and financial matters concerning its experts in the field since DTCD represents by far the main secretariat department implementing technical co-operation projects.

RECOMMENDATION 6

DTCD Chief Technical Advisers should be authorized to spend up to US \$10,000 for local or international purchase.

E. The Statistical Office

91. The work of the Statistical Office concerns both DTCD and DIESA but it is organizationally part of DIESA and a temporary decision was taken to leave it intact within DIESA subject to later review by DIEC. A recommendation on this matter is made within the framework of the JIU's forthcoming report on the DIESA (paragraphs 66-71).

F. Relations with regional commissions

92. Another JIU report on the Economic Commission for Africa (A/37/119) dealt with the various aspects of redeployment of staff, projects and financial resources from Headquarters entities, including DTCD, to the regional commissions and presented recommendations on how co-operation between DTCD as well as other Departments of the Secretariat and regional commissions might be strengthened (see in particular paragraphs 72-75).

E/1978/118

ST/SGB/162
23 March 1978

SECRETARY-GENERAL'S BULLETIN

To: Members of the Staff .

Subject: ESTABLISHMENT OF THE DEPARTMENT OF TECHNICAL
CO-OPERATION FOR DEVELOPMENT

1. With effect from the day of issuance, there is established in accordance with General Assembly resolution 32/197 a Department of Technical Co-operation for Development.
2. The functions of the Department of Technical Co-operation are as follows:
 - (a) To assist and advise the Secretary-General in regard to technical co-operation activities for which the United Nations is executing agency;
 - (b) To manage the United Nations regular Programme of technical co-operation and implement UNDP projects and projects financed from extrabudgetary resources for which the United Nations is the executing agency; 1/
 - (c) To provide substantive and management support to such programmes and projects;
 - (d) To provide substantive support for the development of policies for technical co-operation activities of the United Nations as an executing agency; 1/
 - (e) To assist Governments and regional institutions in improving the effectiveness of their policies and programmes bearing on economic and social development through the provision of direct advisory services;
 - (f) To maintain liaison with the UNDP and associated funds and with other bodies of the United Nations which execute technical co-operation projects directly, such as UNCTAD, UNIDO and UNEP;
 - (g) To perform the functions devolving upon the United Nations as the co-founder with FAO of the World Food Programme;
 - (h) To maintain liaison with other executing agencies on all matters of mutual concern;
 - (i) To prepare relevant inputs for reports to the General Assembly, the Economic and Social Council and its subsidiary bodies, the UNDP Governing Council, and the ACC and its subsidiary bodies;

1/ Except for UNIDO, UNCTAD and UNEP.

(j) To undertake research and analysis in those economic and social sectors that do not fall within the purview of other United Nations units, organs, programmes and specialized agencies and which are necessary for substantive support of technical co-operation activities.

3. The modalities of co-operation between the Department of Technical Co-operation for Development and the Department of International Economic and Social Affairs will be worked out by the heads of the respective departments.

4. Similarly, ways of co-operating with the regional commissions will be worked out between the head of the department and the executive secretaries of the regional commissions.

5. The present Office of Technical Co-operation, and those responsibilities of the Department of Administration and Finance Office relating to executive office and budget control functions pertaining to the Office of Technical Co-operation are transferred from the Department of Economic and Social Affairs to the Department of Technical Co-operation for Development. Further redeployment of resources is presently under review and will be the subject of a future bulletin.

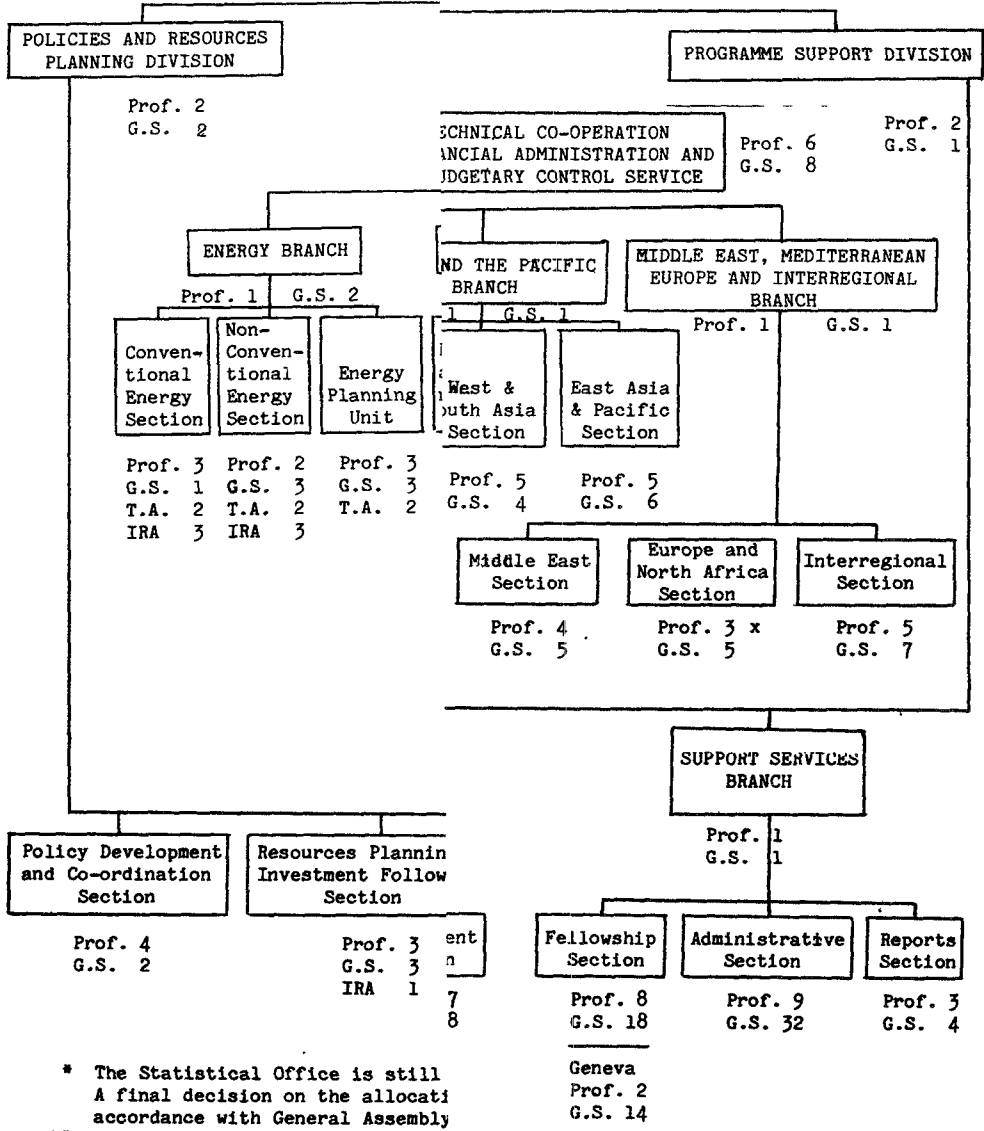
6. The functions of the Purchase and Transportation Service of the Office of General Services hitherto concerned with servicing the Office of Technical Co-operation are hereby transferred, together with the corresponding posts, from the Department of Administration and Management to the Department of Technical Co-operation for Development.

7. The functions of the Office of Personnel Services concerned with the recruitment of experts for technical co-operation are hereby transferred, together with the corresponding posts, from the Department of Administration and Management to the Department of Technical Co-operation for Development.

8. The functions of the Administrative and Financial Services, concerned with the recruitment of experts for technical co-operation are hereby transferred from the United Nations Office at Geneva to the Department of Technical Co-operation for Development, together with the corresponding posts which remain outposted to the United Nations Office at Geneva.

9. The Fellowship Section currently forming part of Administrative and Financial Services hereby becomes part of the Department of Technical Co-operation for Development, while remaining outposted to the United Nations Office at Geneva.

10. Following further in-depth review of functions and needs of the Department, redeployment of other units and staff to the Department of Technical Co-operation for Development will be implemented as appropriate and reflected in a future bulletin.



* The Statistical Office is still A final decision on the allocation in accordance with General Assembly
 ** Excludes 1 Professional post on
 *** Includes 1 Professional post on

NOTE: Not including new temporary posts from 1981 - December 1983.
 x Including one P-5 post on leave

