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Report of the Joint Inspection Unit for 2011 and programme of work for 2012

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Note

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

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Abbreviations

CEB	United Nations System Chief Executives Board for Coordination
ECLAC	Economic Commission for Latin America and the Caribbean
FAO	Food and Agriculture Organization of the United Nations
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ICT	information and communications technology
ILO	International Labour Organization
IMO	International Maritime Organization
IPSAS	International Public Sector Accounting Standards
ITC	International Trade Centre
ITU	International Telecommunication Union
JIU	Joint Inspection Unit
OIOS	Office of Internal Oversight Services
PAHO	Pan American Health Organization
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN-Habitat	United Nations Human Settlements Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services

UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNWTO	World Tourism Organization
UPU	Universal Postal Union
WFP	World Food Programme
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization

Mission statement

As the only independent external oversight body of the United Nations system mandated to conduct evaluations, inspections and investigations system-wide, the Joint Inspection Unit aims:

(a) To assist the legislative organs of the participating organizations in meeting their governance responsibilities in respect of their oversight function concerning management by the secretariats of human, financial and other resources;

(b) To help improve the efficiency and effectiveness of the respective secretariats in achieving the legislative mandates and the mission objectives established for the organizations;

(c) To promote greater coordination among the organizations of the United Nations system;

(d) To identify best practices, propose benchmarks and facilitate information-sharing throughout the system.

Preface

In accordance with article 10, paragraph 1, of the statute of the Joint Inspection Unit, I am pleased to submit this annual report of the Unit for the period from 1 January to 31 December 2011 and a description of its programme of work for 2012.

In 2011, JIU completed 11 reports and 1 note, which have been addressed to its participating organizations. Eight reports and a note were of a system-wide nature, one concerned several organizations and two were reviews of single organizations.

While the overall output for the year is within the average annual output in recent years, the Unit was unable to meet all the expected accomplishments for the medium term of its strategic framework for 2010-2019, which foresaw an increase in the number of management and administration reviews for each participating organization, with a view to enhancing the accountability of their managers. This is due to the fact that the associated need for an increase in budgetary resources has not been provided, except for the web-based follow-up system. Hence, the Unit has adjusted its strategic goals, objectives and outputs (see annex I).

The Unit performed well in 2011. Not only have we been able to keep up a solid level of outputs, which included four reports mandated by the General Assembly, but we have also progressed on the development of a web-based recommendation tracking system, commenced the redesign of the JIU website and been requested to undertake three new mandated reports for 2012. We have increased outreach to participating organizations and their legislative bodies, which has resulted in a strengthened commitment to JIU, including funding for the tracking system, with almost 90 per cent of participating organizations advancing their contribution in 2011. Participating organizations also submitted 32 suggestions for the 2012 programme of work. We continued our quest to improve the work of the Unit. The internal working procedures were updated in early 2011 and a review of the evaluation norms and standards confirmed that the established practices in JIU are well in line with United Nations Evaluation Group norms and standards. The Unit further decided to establish a preliminary list of topics for 2013 in order to enhance the planning of resources approved for the biennium. This list will form the basis for the 2013 programme of work and will be revisited in December 2012.

In that light, and with a commitment to address the backlog of ongoing projects, the JIU programme of work for 2012 includes 12 new projects.

In my exchanges with executive heads of participating organizations during 2011, I suggested ways and means of improving the handling of and action on JIU reports, since the lack of action undermines the potential value added and impact of the Unit's contributions to enhanced efficiency, effectiveness and system-wide coherence and cooperation. The Unit will continue working closely with Member States as well to address this situation. It is expected that the forthcoming web-based recommendation tracking system, mandated by the General Assembly, will enhance those contributions. I wish to express appreciation, on behalf of JIU, to participating organizations that contributed to its financing. At the same time, we look forward to securing all the resources needed to effectively operationalize the tracking system.

Finally, in response to the invitation of the General Assembly, in its resolution 65/270, to report on the reform process, and the progress achieved therein, and to present new assessments on options for enhancing the effectiveness of its work, I am pleased to present the section entitled “Reform of the Joint Inspection Unit: progress and the way forward” (chap. I, sect. B). An expanded report on JIU reform can be found on the JIU website (www.unjiu.org/en/reform.htm). I am confident that both the Secretary-General and Member States will pay due consideration to the reform proposals.

(Signed) Mohamed Mounir **Zahran**
Chair

Geneva, 24 January 2012

Chapter I

Annual report for 2011

A. Implementation of the strategic framework 2010-2019: progress to date

1. In 2008, the Joint Inspection Unit developed its first medium- and long-term strategic framework, covering the period from 2010 to 2019, providing a road map for increased oversight in response to stakeholders' demands (A/63/34, annex III), which was subsequently acknowledged by the General Assembly in its resolution 63/272. Unfortunately, this acknowledgement did not translate into a fully sustained request for an increase in resources. Hence, the Unit had no choice but to adjust its annual programmes of work accordingly.

2. Furthermore, in its resolution 65/270, the General Assembly stressed the need for the Unit to continuously update and improve its medium- and long-term strategy for 2010-2019, taking into account the dynamics and challenges of the environment in which it undertook its activities. In response to that request, the Unit reviewed its objectives and outputs and downscaled them in line with available resources. A revised strategic framework is being proposed in annex I to the present report. Accordingly, fewer management and administration reviews of single organizations will be conducted. The Unit has, however, stretched its existing resources to the maximum owing to the implementation of its mandated web-based recommendation tracking system and a knowledge management strategy. It will thus continue to produce an average of 11 or 12 reports per year with a focus on system-wide issues.

B. Reform of the Joint Inspection Unit: progress and the way forward

3. The General Assembly, in paragraph 8 of its resolution 65/270, invited the Joint Inspection Unit to report on the reform process, and the progress achieved therein, and to present new assessments on options for enhancing the effectiveness of its work, and requested the Secretary-General to report to the Assembly on any related implications.

4. While the Unit has seen a number of reform efforts since its creation, the most significant reform process in recent years was initiated by the Unit itself in 2003 (see A/58/343 and Add.1 and 2), which included five main objectives:

- (a) Improved relevance of JIU reports, notes and management letters;
- (b) Improved follow-up to JIU reports and recommendations;
- (c) Strengthened working methods, internal working procedures and norms and standards;
- (d) Enhanced professionalization of staff;
- (e) Better composition of the Unit.

1. Reform progress

5. Significant progress has been made in the first four areas, as outlined in a paper on JIU reform efforts, which can be found at www.unjiu.org/en/reform.htm,

however, the fifth area remains basically unaddressed, as any change to the current composition of the Unit is subject to the agreement of Member States and amendment of its statute. The only change decided in the selection of inspectors is that countries wishing to recommend candidates for JIU should indicate their names to the General Assembly to allow for a better-informed decision. Other changes proposed were not acted upon, as further explained below. (For the current composition of the Unit, see annex II.)

2. Better composition of the Unit

6. While the Unit has moved forward in most areas indicated in its above-mentioned reform documents of 2003 and 2004, the part that has not yet been addressed touches on the composition of the Unit.

7. To further improve its composition, States Members of the United Nations should devote careful attention to bringing to JIU the best-qualified candidates. The required qualifications are set out in article 2 of the JIU statute, which stipulates that the inspectors, who serve in their personal capacity, shall be “chosen from among members of national supervision or inspection bodies, or from among persons of a similar competence on the basis of their special experience in national or international administrative and financial matters, including management questions”. To make those requirements more explicit, in the absence of an agreed job description for inspectors, the General Assembly stressed, in paragraph 7 of its resolution 59/267, “the importance of ensuring that candidates have experience in at least one of the fields illustrated as follows: oversight, audit, inspection, investigation, evaluation, finance, project evaluation, programme evaluation, human resources management, management, public administration, monitoring and/or programme performance, as well as knowledge of the United Nations system and its role in international relations”.

8. An improvement in the selection process was introduced in section II, paragraph 3, of General Assembly resolution 61/238, which stipulated that the names of countries requested to propose candidates for JIU and the names of their respective candidates should be submitted simultaneously to the Assembly. Subsequently, it has become a standard practice for countries to share the curricula vitae of their candidates.

9. In 2003, the Unit suggested the establishment of an advisory candidate review panel to assist the President of the General Assembly in the performance of the duties assigned to him or her under article 3 of the JIU statute for proposing candidates to be elected as inspectors.

3. The way forward

10. The foregoing summary of the many actions and initiatives taken by the Unit to introduce reform measures in recent years is indicative of its commitment to better serve the interests of the participating organizations and Member States. Nevertheless, the Unit is conscious of the fact that more remains to be done and herewith reiterates its commitment to making continuous improvement in all areas under its direct purview, including improving strategic planning, professionalizing its staff and upgrading its working methods, enhancing standards and procedures and improving coordination, with an emphasis on quality control and knowledge management and sharing.

11. Nevertheless, the Unit is convinced that there are areas where, without the support of Member States and its participating organizations, no true progress towards greater accountability, efficiency, effectiveness and impact can be achieved. This is so in the case of the composition of the Unit and the follow-up to its recommendations, where progress has been recorded but stronger commitment is needed.

12. The increased complexity and system-wide nature of the work of the Unit has also posed new challenges that cannot be met with the measures described above alone. At a time when much evaluation work in United Nations agencies is outsourced and then managed by evaluation units, JIU cannot bring in the necessary cutting-edge expertise. This has a bearing on the length it takes to produce reports, notes and management letters, and also on the capacity to go into depth on more complex issues. Combined with static travel resources, this also implies that much of the Unit's work is done from Geneva, without the ability to learn first-hand in duty stations how new policies and reforms are affecting the work of the United Nations in the field. Providing the means to bring in technical and sector-specific expertise that is not available in the Unit and to allow more thorough field visits must be considered in any further reform of JIU. In this regard, it is important to note that the Unit received an additional allocation of \$100,000 for consultancies in the 2012-2013 budget.

13. Enhancing the capacity of the Unit to deal with system-wide evaluation is the right response to the calls made by the General Assembly in paragraph 8 of its resolution 63/311 and paragraphs 11 to 13 of its resolution 64/289 on the need to strengthen evaluation as a United Nations system function. In the latter resolution the Assembly affirmed that the establishment of an independent system-wide evaluation mechanism within the United Nations system should be aimed at fully utilizing and strengthening the existing institutional framework and capacities, including in particular JIU. Since the independent review commissioned by the Secretary-General to review evaluation mechanisms and to propose options has not yet been finalized, no concrete proposals are made in this regard at this time.

4. Options for enhancing the effectiveness of the Unit

14. The General Assembly, in its resolution 65/270, invites JIU to report on the reform process and requests it to present new assessments on options for enhancing the effectiveness of its work. In line with that request, the Unit therefore proposes the following:

- (a) For action by Member States:
 - (i) Highly qualified inspectors are important for the effective functioning of JIU. Therefore, it is crucial that Member States identify, propose and select the best candidates for the position of inspector;
 - (ii) The General Assembly may wish to reiterate the importance of the effective implementation of the relevant provisions of resolution 59/267, including paragraph 8 on the consultation process in the review of qualifications of the proposed candidates for inspectors;
 - (iii) Bearing in mind paragraph 9 of the same resolution, the Assembly may wish to consider various options for the inspectors' terms of office with a view

to both making full use of the experience acquired within JIU and facilitating the renewal and updating of the expertise of the Unit;

(iv) The Assembly and other legislative bodies of JIU participating organizations may wish to review the current modalities for the consideration of JIU reports and establish a process that leads to timely action on pending recommendations addressed to those bodies;

(b) For action by participating organizations of the Joint Inspection Unit: The secretariats of participating organizations should ensure the timely and effective consideration of JIU reports, notes and management letters through proper internal follow-up mechanisms, the preparation of comments, including concrete action to be taken in respect of each recommendation, and the prompt scheduling of reports on the agenda of relevant legislative bodies to allow sufficient time to consider and act on recommendations addressed to Member States;

(c) For action by the CEB secretariat:

(i) The CEB secretariat should shorten the deadline of six months for the provision of comments to a maximum of three months, thus shortening the delay in the consideration of JIU reports and recommendations by the legislative bodies of participating organizations;

(ii) The CEB secretariat should include in the agendas of its high-level committees on management and on programmes an item related to JIU and invite the Unit to make a presentation and to advocate for observer status of JIU in the committees. This would have the benefit of involving JIU in major reform initiatives in the United Nations system;

(d) For action by JIU: While actions by Member States and participating organizations are vital, JIU itself is committed to continuing its efforts to improve working methods, procedures, effectiveness and relevance. Hence, the following actions are being or will be taken by JIU as part of the implementation of its 2010-2019 strategic framework:

(i) Reducing the length of reports by considering alternative ways of reporting on key findings, conclusions and recommendations, such as summary papers, and placing part of the extensive research undertaken on its website;

(ii) Rigorously implementing the internal yardsticks for the preparation of reviews so as to set clear starting and finishing dates for reports, notes and management letters, thus seeking to reduce the number of projects experiencing delays and the backlog;

(iii) Continuing to fine-tune the work of the Unit by continuously updating the internal working procedures, adopting norms and standards of evaluation, investigation and inspection and identifying more flexible and innovative review processes;

(iv) Tightening the management of the available resources so as to maximize their use (including improved planning of travel, increased use of videoconferencing and Skype, identification of support and expertise from other United Nations entities and use of consultants);

(v) Bringing in additional expertise through the solicitation of associate experts funded by Member States, the continued management of the internship

programme and the identification of additional extrabudgetary resources when needed for complex projects;

(vi) Undertaking a targeted strategy of outreach to the legislative bodies of participating organizations so as to increase their awareness of JIU products and to participate in salient policy debates and developments in a timely manner;

(vii) Strengthening its knowledge-management and communications strategy so as to ensure greater awareness and use of JIU reports through the development and implementation of a robust web-based tracking system and a revised, more user-friendly website and the production of tailored and targeted communications products to reach out to Member States and participating organizations alike;

(viii) Implementing a self-evaluation.

C. Reports prepared in 2011

15. The programme of work for 2011, adopted by the Unit at its December 2010 session (A/65/34, chap. II), contained 11 new projects. One report was cancelled and put on the roster because of the unexpected departure of the respective report coordinator, who was named Permanent Representative of his country to the United Nations. In addition, 8 projects had been carried forward from 2010 and 2 from 2009, for a total of 21 projects in 2011.

16. By the end of 2011, four of the new projects and eight projects from the previous programme of work had been completed. Eight projects, of which two had begun only in November, are being carried forward to 2012. In an effort by the Unit to tighten the average duration of projects, four of them will be finalized in early 2012, and the remainder by mid-year (see annex III).

17. In 2011, the Unit prepared 11 reports and 1 note, containing a total of 86 recommendations. Of those, eight reports and the note were of a system-wide nature, one concerned several organizations, and two were reviews of single organizations. The reports and notes are summarized below.

18. *JIU/REP/2011/1, "Review of the medical service in the United Nations system"* (see A/66/327). In this system-wide review, JIU assessed the manner in which medical services are provided, managed, supported and monitored in the United Nations system and proposed improvements that will enable the United Nations to fulfil its duty of care with regard to the health and safety of staff worldwide, especially in the field. The report draws attention to the issue of accountability in field medical services and points out that the Medical Services Division of the Office of Human Resources Management of the Secretariat has no input with regard to the budgets and workplans of field units, notwithstanding its role as "technical supervisor". While the United Nations has invested considerable resources in employing a large number of health-care personnel across the system, the review found that the structures required to oversee and manage those resources according to modern health-care standards have not been created as yet.

19. The adoption of occupational safety and health policies by United Nations system organizations will necessitate a paradigm shift in the provision of medical services. Emphasis will now be placed on prevention rather than cure. With a view

to facilitating the implementation of occupational safety and health policies and enhancing coordination, the report also recommends the establishment of a system-wide network for such issues (including, but not limited to, medical services), to be modelled on the Inter-Agency Security Management Network. This network will support the CEB High-level Committee on Management in its comprehensive review of issues pertaining to the entire occupational safety and health structure in the United Nations.

20. *JIU/REP/2011/2, "Transparency in the selection and appointment of senior managers in the United Nations Secretariat"* (see A/66/380). Pursuant to paragraph 19 of General Assembly resolution 64/259, entitled "Towards an accountability system in the United Nations Secretariat", JIU reviewed the effectiveness, coherence, timeliness and transparency of the current processes for the selection and appointment of senior managers in the Secretariat. The review was mandated because of concern expressed by Member States that the implementation of the process, as outlined in the report of the Secretary-General on accountability (A/64/640), was opaque. Senior managers, for the purpose of the review, are defined as the Deputy Secretary-General, Under-Secretaries-General and Assistant Secretaries-General.

21. Both the Member States and the inspectors recognize the explicit discretionary power of the Secretary-General in making senior appointments, but the inspectors believe that this does not mean that the Secretary-General has *carte blanche* to avoid transparency in the process he has established. In order to strike a balance between providing enough information to Member States so that they are confident that the process is open, fair and transparent without compromising the privacy of the candidates and jeopardizing the confidentiality of the deliberative process of either the interview panels or the Secretary-General himself, the inspectors recommend issuing vacancy announcements for all positions, except for special envoys and personal advisers, and setting up a website to convey information on senior appointments to Member States and potential candidates. Notes verbales transmitting vacancy announcements for every position should be sent to all Member States and all United Nations agencies, funds and programmes with at least one month's notice. This should satisfy the requirements of paragraph 3 (e) of resolution 46/232, whereby the General Assembly decided that, as a general rule, no national of a Member State should succeed a national of that State in a senior post and that there should be no monopoly on senior posts by nationals of any State or group of States. In the case of positions for which the Assembly has decided that there should be geographic rotation between the "North" and the "South", in the inspectors' opinion candidacies should be sought only from the region whose turn it is to hold the position. The inspectors are convinced that merit should be the primary criteria for the selection of senior managers and that Member States are responsible for putting forward fully qualified candidates for the Secretary-General to consider.

22. *JIU/REP/2011/3, "South-South and triangular cooperation in the United Nations system"*. Mandated by the High-level Committee on South-South Cooperation, the report addresses issues of coherence, coordination and intergovernmental processes. It identifies a lack of understanding of the definitions and concepts of South-South cooperation and triangular cooperation, poor application of guidelines and little adherence to existing reporting mechanisms on activities in support of South-South cooperation. It notes that coordination at the regional and country levels is inadequate or non-existent, hampering the potential impact of South-South cooperation. Referring to lost opportunities owing to the limited role of regional

commissions, it recommends that the regional presence of the UNDP Special Unit for South-South Cooperation be strengthened and located at the headquarters of the regional commissions in order to enhance the visibility of JIU and create synergies. The report highlights the lack of financing as a major stumbling block in advancing support to South-South cooperation within the United Nations system and recommends that a greater proportion of core budgets be devoted to this activity and that organizations raise condition-free funds in support of South-South cooperation. The report was the basis of the report of the Secretary-General on the state of South-South cooperation (A/66/229), which will be an input to the quadrennial comprehensive policy review of operational activities for development of the United Nations system to be conducted by the General Assembly at its sixty-seventh session.

23. *JIU/REP/2011/4, "Multilingualism in the United Nations system organizations — status of implementation"* (forthcoming). In spite of numerous resolutions promoting multilingualism, few organizations have a formal policy or strategic action plans. Thus, imbalances among the official languages of the organizations and the disparity between the working languages of their secretariats continue to be a matter of concern for Member States. Aiming at assessing the status of implementation of multilingualism across the system, the report covers such areas as conference- and language-related services, human resources, training, public information and outreach, as well as institutional partnerships, while underlining the striking fact that the effective implementation of multilingualism is a collective and shared responsibility of all stakeholders, including Member States and their representatives, executive heads and secretariats.

24. In the report, JIU recommends that the organizations of the United Nations adhere more strictly to the principles of equality in respect of their official languages and ensure the equitable use of the working languages within the secretariats; endorse, including through budgetary channels, the necessary arrangements for ensuring effective compliance in delivering the organizations' core work in all official and working languages; require the appointment of senior officials as coordinators for multilingualism; require a good knowledge of a second working language by all staff; tackle the alarming issues of shortages of qualified interpreters and translators, effective succession planning, targeted training and career development; and establish within CEB an ad hoc working group on multilingualism to develop common policies and to monitor approaches and strategies of action.

25. *JIU/REP/2011/5, "Accountability frameworks in the United Nations system"*. Mandated by the General Assembly in its resolution 64/259 for consideration at its sixty-seventh session, the report contains a system-wide comparative analysis of the organizations' various accountability frameworks. JIU identifies the various components of accountability by evaluating the institutions and practices of accountability realized by the United Nations system organizations, even where there is no formal framework in place. The complexity of the concept of accountability, which goes beyond the requirement of having an internal control system in place, is stressed, and strong emphasis is placed on the importance of realizing transparency and a culture of accountability, which together constitute the pillars underpinning any accountability framework. Such a culture of accountability will be fully developed only once the senior managers lead by example.

26. Seven United Nations system organizations that have established formal stand-alone accountability frameworks are identified, and the organizations that have not

yet done so are strongly advised to develop such a framework. In this connection, 17 benchmarks are proposed that serve as a road map for measuring and assessing the degree to which accountability is realized. Although the assessment focuses on the organizations, it also draws attention to the oversight responsibility of Member States as an important factor in upholding accountability. The report concludes with a recommendation that executive heads undertake an evaluation, in the coming few years, of their accountability frameworks, structures and the culture of accountability in their respective organizations.

27. *JIU/REP/2011/6, "Business continuity in the United Nations system"*. The review examined the existence of business continuity strategies, policies and plans in the United Nations system organizations, identifying commonalities and differences; best practices for implementation; liaison and coordination mechanisms; and the functioning and staffing of business continuity units, including their financing frameworks and funding mechanisms for their operation. The review found that few organizations had an approved business continuity policy and plan or had started its implementation in a comprehensive way. Different elements of business continuity were handled in isolation rather than holistically. The lack of knowledge and understanding on the part of senior management about the purpose of business continuity management has led to inadequate political and financial support by Member States. The review also found that inter-agency cooperation on business continuity issues was of an ad hoc nature and that there were economies of scale to be gained through more organized system-wide cooperation and harmonization of practices, which can be discussed in the High-level Committee on Management forum.

28. In the report, JIU recommends that business continuity managers be located in the office of the executive head or the executive office for management; senior leadership commitment and Member State support be strengthened; dedicated human and financial resources be allocated; business continuity policies, strategies and plans be developed; and responsibility for their implementation be assigned. Organizations should raise awareness through business continuity training that is incorporated in development and induction courses for all staff, and periodic training should be provided to critical staff as an integral part of business continuity management. The report further recommends that the scope of business continuity plans should be Organization-wide, including field offices. The resident coordinators should oversee the knowledge-sharing, cooperation and complementarity of business continuity preparedness of United Nations organizations in their duty stations.

29. *JIU/REP/2011/7, "The investigation function in the United Nations system"* (forthcoming). The review follows up on previous JIU reports on oversight to determine progress made in strengthening the investigation function in United Nations organizations over the past decade. The review established that, as in the past, internal oversight entities are not operationally independent from the executive head, as the heads of oversight entities are not free to decide their own budgetary requirements nor are they able to exercise total control over their human resources. The review found furthermore that in a number of organizations, responsibility for investigations is fragmented, with the result that some investigations are conducted by non-professional investigators.

30. The report includes recommendations designed to foster system-wide coherence and harmonization and calls for consolidating all investigations into the internal oversight service of each organization, professionalizing the investigation

function through the recruitment of qualified staff and their exemption from mobility and rotation schemes within the same organization, centralizing the follow-through of the results of investigations, periodic review of the adequacy of resources and staffing for the investigation function, as well as institutionalizing the cooperation of oversight bodies and the exchange of best practices in the investigations field. The Secretary-General, under the auspices of CEB, is called upon to establish an inter-agency task force to develop options for establishing a single consolidated United Nations system investigation unit by the end of 2013 for the consideration of legislative bodies. This consolidation would benefit small agencies that lack an investigative capacity, harmonize business practices, lead to common standards and procedures in conducting investigations, resolve independence issues, result in the hiring of only professional investigators, provide staff promotion opportunities and address fragmentation issues.

31. *JIU/REP/2011/8, "Review of management and administration in the United Nations Educational, Scientific and Cultural Organization"* (forthcoming). This review was postponed from 2009 at the request of UNESCO to avoid duplication and oversight fatigue, as the Organization was already engaged in a major external evaluation process at the time. It is recognized that a number of advances have been made on key issues since the issuance of the previous JIU report (JIU/REP/2000/4), and a number of challenges are identified in the areas of governance, executive management, administration, strategic planning, human resources management and oversight. In the report, JIU recommends reconsidering the current leadership structure of the change management process, enlarging its steering committee and placing it under the responsibility of a dedicated full-time change manager for a temporary period, and, at the same time, strengthening internal communication to staff at all levels. Finally, States and the UNESCO secretariat are urged to tackle, as a matter of priority, the pivotal debate on the focus of UNESCO, as this has an impact on many other managerial aspects.

32. *JIU/REP/2011/9, "Information and communications technology governance in the United Nations system organizations"* (forthcoming). ICT has become a dynamic, strategic and indispensable asset for achieving the missions and goals of organizations. The report aims to promote effective ICT governance through a comparative analysis of the different governance frameworks, practices and processes in the various United Nations system organizations with a view to identifying best practices and lessons learned. The report's 11 recommendations seek to strengthen the ICT governance frameworks of the United Nations system organizations regarding the role, composition and effectiveness of the organizations' ICT governance committee or equivalent; the organizations' ICT strategy and its alignment with business needs; the role and responsibilities of the Chief Information Officer or equivalent position; ICT risk management; ICT performance and oversight; and ICT investments. Finally, the report recommends enhancing coordination and cooperation under the guidance of CEB.

33. *JIU/REP/2011/10, "Staff-management relations within the United Nations"* (forthcoming). The review, based on suggestions by representatives of management and staff, sought to identify and promote the conditions that would further staff-management relations at all levels in the Secretariat, at all duty stations and in the separately administered organs, funds and programmes, tribunals, United Nations University, peace operations and political missions on the basis of the principles and texts agreed to by the Member States.

34. The review found that the implementation of the principles of staff-management relations as established from a legal and political point of view was far from equally satisfactory within the various entities and was problematic at all levels of staff-management interaction. Effective staff-management relations require, from both sides, the willingness to participate in discussions in good faith and a proper understanding of the issues at stake, the latter point being tied closely to training on staff-management relations. The inspector observed that in a number of joint bodies, including the Staff-Management Committee (formerly known as the Staff-Management Coordinating Committee), which is the only Secretariat-wide staff-management negotiating body, some agreements on human resources-related matters are the outcome of negotiations, demonstrating the existence of de facto collective bargaining. The report proposes the explicit acknowledgment of this concept for the joint negotiation bodies and calls upon the General Assembly to recognize the application of the relevant ILO instruments in this regard to United Nations staff. It also suggests a series of concrete improvements in the Staff-Management Committee.

35. *JIU/REP/2011/11, "Evaluation of the scope, organization, effectiveness and approach of the work of the United Nations in mine action"* (forthcoming). The objective of the review, requested by the General Assembly in its resolution 64/84, was to provide Member States with an independent perspective on the work of the United Nations in the area of mine action and to contribute to the development of the new United Nations inter-agency mine action strategy for the period 2011-2015.

36. The review concluded that, because of the diversity of mine action-related activities and actors, stronger coordination and full adherence to the principles of partnership were required. The review also identified a gap between mine action and national health systems, which was not addressed properly by the United Nations system, and a need for a leading entity for victim assistance within the system. The report calls for separating the coordination of mine action activities and mine action project management and/or implementation to enhance transparency, and includes a number of recommendations to avoid any conflict of interest in the administration and channelling of mine action funding through the Voluntary Trust Fund for Assistance in Mine Action.

37. *JIU/NOTE/2011/1, "Procurement reforms in the United Nations system"* (forthcoming). This system-wide review assessed the efficiency, effectiveness, transparency and coherence of procurement policies, practices and reform initiatives adopted by United Nations system organizations and identified good practices from within and outside the system. The review found that, owing to the dramatic increase in the total procurement volume of the United Nations system, from \$6.5 billion to \$13.8 billion between 2004 and 2009, as well as the increase in the variety and complexity of procurement activities, many of the larger organizations have become more aware of the strategic importance of procurement in achieving the broader goals of their organizations. This situation has led organizations, particularly the larger ones, to initiate procurement reforms in such areas as the professionalization of procurement staff, information systems, strategy development, ethics, vendor management (establishing vendor debarred lists and complaints mechanisms) and sustainable procurement. The review revealed that, while some organizations are more advanced in implementing reform efforts, others are lagging behind. It also found that collaboration among organizations was on the rise but that there was room for improvement and a need to take a more strategic approach to the issue of analysing major procurement items in the system and to favour common

consolidated procurement strategies and joint long-term agreements in order to leverage the volume of the system, which would allow significant savings for the organizations. Greater collaboration between the larger organizations and the smaller ones can contribute to further progress in reform.

D. Interaction with participating organizations and legislative bodies

38. In response to requests of the General Assembly, the Unit continued to enhance its dialogue with participating organizations.

39. Improving relationships with participating organizations was featured prominently in 2011. The Unit had formal high-level meetings with the President of the sixty-sixth session of the General Assembly and the executive heads of IAEA, ITC, ITU, UNCTAD, UNIDO, UNICEF, UNODC, UNAIDS, UNDP, UNHCR, UNOPS, WHO and WIPO. During those meetings, executive heads expressed their strong support for the work of JIU and their readiness to enhance cooperation with the Unit.

40. In addition, focal point inspectors, during their project-related missions, used the opportunity to meet with executive heads and/or senior managers and focal points of the respective participating organizations, as appropriate. During the meetings, issues of common concern for both the Unit and the participating organizations were discussed, in particular the follow-up to JIU recommendations. Contacts with JIU focal points have been strengthened, in particular following the successful meeting with focal points in 2010. To further strengthen this relationship, the Unit plans to organize a similar meeting in September 2012.

41. Inspectors also participated in sessions of the legislative/governing bodies of ILO, the United Nations, UNODC and WHO. At the United Nations, report coordinators met with Member States and regional groups and also introduced their reports, as appropriate, in the Fifth and Second Committees of the General Assembly and to the Economic and Social Council.

42. JIU was also represented at several formal and informal consultations with the Fifth Committee and the Advisory Committee on Administrative and Budgetary Questions to discuss the Unit's annual report, programme of work and budget requirements.

43. In July 2010, in the context of ongoing reform, the General Assembly created UN-Women, which joined the family of United Nations funds and programmes. As such, UN-Women has become a JIU participating organization, and contacts were established in 2011.

E. Follow-up to recommendations

44. An effective and efficient follow-up system is fundamental for achieving the intended impact of the Unit's oversight activities. In its resolution 60/258, the General Assembly requested the Unit to strengthen the follow-up of the implementation of its recommendations, and it has repeatedly shown an interest in such a follow-up system, as originally set out in resolution 54/16.

45. The number of recommendations tracked by the Joint Inspection Unit for the current reporting period (2008-2010) reached 371 (see table 1).

46. In preparation for the present report, the Unit requested the participating organizations to provide information on all recommendations issued between 2008 and 2010. At the time of drafting, the JIU secretariat had received information from all but two organizations (UN-Habitat and WMO).

Table 1
Publication of reports, notes and management or confidential letters

	2008	2009	2010	Total
Single-organization publications	2	5	3	10
Single-organization recommendations	23	65	40	128
Publications that are system-wide and related to several organizations	9	6	8	23
Recommendations that are system-wide and related to several organizations	96	62	85	243
Total publications	11	11	11	33
Total recommendations	119	127	125	371

1. Consideration of reports, notes and management or confidential letters

47. Data available on the consideration of the 33 reports, notes and management or confidential letters issued in 2008, 2009 and 2010 were analysed against the provisions of article 11, paragraphs 4 and 5, of the JIU statute. Annex IV provides details regarding the consideration of system-wide reports by organizations. On the basis of official documentation found on the organizations' websites, the Unit welcomes the continued efforts in record-tracking by UNIDO and WHO, as well as the United Nations Secretariat, UNDP, UNESCO, UNFPA, UNOPS and WFP.

48. The Unit notes with concern that several organizations (IAEA, ITU¹ and the World Tourism Organization²), to which more than 20 reports were sent during the reporting period, have not yet informed JIU about their consideration or action taken. One of them, the World Tourism Organization, has stated that it lacks the capacity to follow up on JIU reports. This is regrettable, and JIU wishes to encourage the Organization to make maximum use of the reports, including the recent management and administrative review of that body (JIU/REP/2009/1). JIU included a follow-up to that report in its 2012 programme of work, hoping that the review would shed light on the difficulties encountered by the organization in following up on JIU reports and recommendations.

49. Several secretariats informed the Unit about concrete actions (i.e. acceptance, rejection or otherwise) taken with regard to recommendations addressed to their respective executive heads for action. However, the secretariats of most organizations do not propose to their legislative bodies a concrete course of action to accept, reject or modify the recommendations addressed to them. In the absence of a specific course of action, there is little in-depth discussion on the merits of recommendations, resulting in a lack of follow-up and action by legislative bodies.

¹ Except JIU/REP/2009/3.

² Except JIU/REP/2009/1.

50. A notable exception has been observed, however, in the case of follow-up by a non-participating organization, the secretariat of the United Nations Convention to Combat Desertification, to the Unit's report entitled "Assessment of the Global Mechanism of the United Nations Convention to Combat Desertification" (JIU/REP/2009/4; A/64/379). The assessment was carried out in response to decision 3/COP.8 (para. 27) of the Conference of the Parties to the Convention at its eighth session, in 2007. The report and its recommendations were considered by the Conference of the Parties at its ninth and tenth sessions, in 2009 and 2011, respectively. Of the six recommendations submitted, all four of those addressed to the Conference of the Parties and one of the two addressed to executive heads were accepted, all of which are being implemented. The General Assembly, in paragraphs 3 and 4 of its resolution 66/201, welcomed the outcome of the tenth session of the Conference of the Parties and its effort to find lasting solutions with respect to the governance and institutional arrangements of the Global Mechanism, as a follow-up to various external assessments undertaken, including the 2009 report of JIU, with a view to better servicing the Conference of the Parties.

2. Single-organization reports and notes

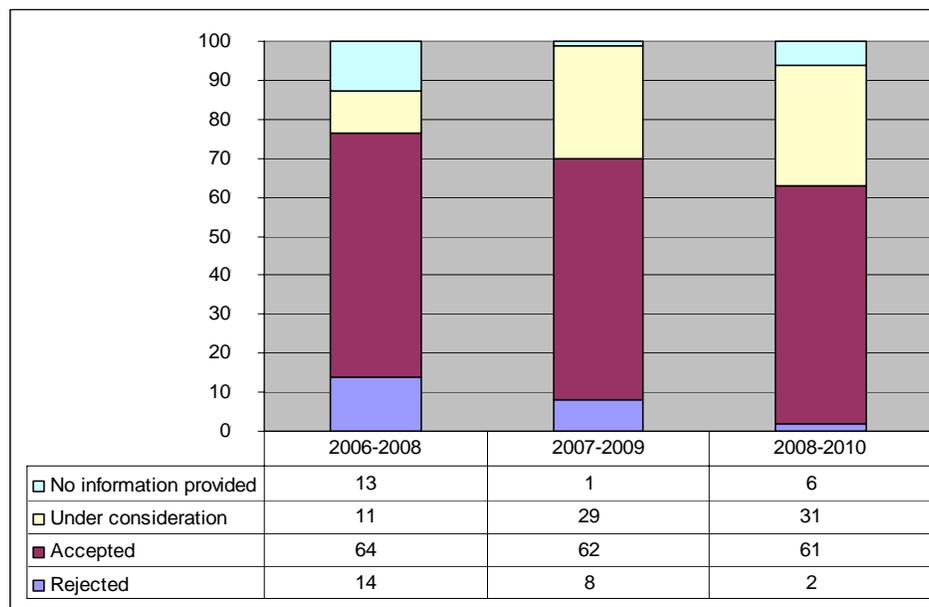
Acceptance or approval of recommendations

51. An analysis of available data concerning the 128 recommendations contained in single-organization reports and notes issued in 2008, 2009 and 2010 as at the end of 2011 shows a 61 per cent acceptance rate, a rate similar to that in previous triennial reporting periods (see figure I).

Figure I

Acceptance rate of recommendations contained in single-organization reports and notes, 2006-2010

(Percentage)



Source: A/63/34 and Corr.1, A/64/34 and information provided by the organizations.

52. No information was provided for 6 per cent of the recommendations, and only 2 per cent of all recommendations were rejected.

53. Of the recommendations concerned, 31 per cent were under consideration during the current reporting period, the same percentage reported in the previous period. In most instances, the governing bodies, after having considered the reports, “took note” of the recommendations, without explicitly endorsing or rejecting them. Good practice in this regard is demonstrated by FAO, UNESCO, UNODC and UPU. Governing bodies are expected to carry out their governance role by deciding on a concrete course of action on recommendations, avoiding the ambiguity of the term “takes note”, which renders the follow-up of recommendations difficult, as it indicates neither agreement nor disagreement and leads to no subsequent action.

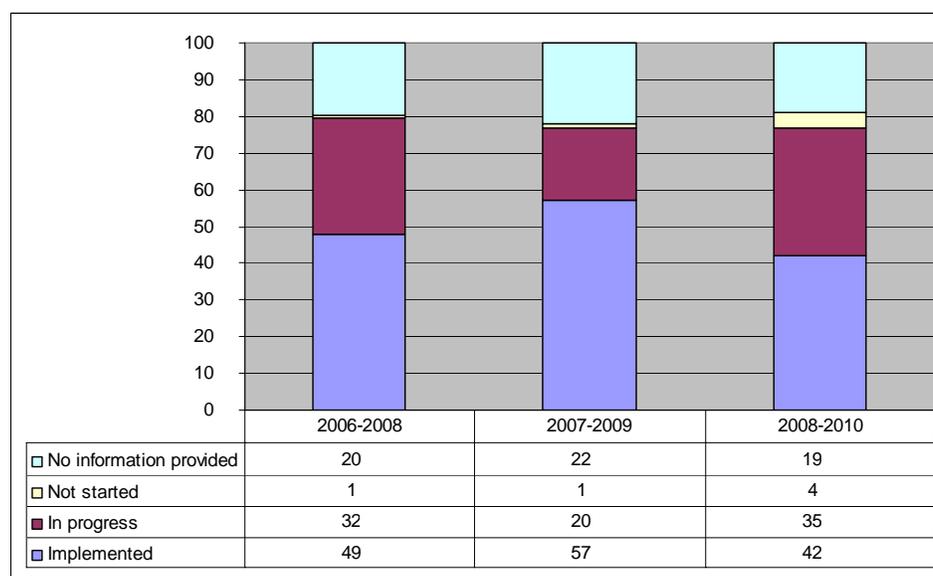
Implementation of accepted recommendations

54. The data on recommendations approved or accepted show lower rates of implementation for the most recently published reports owing to the fact that a considerable number of recommendations had yet to be considered. At the end of 2011, the data available for single-organization reports and notes show that 42 per cent of recommendations have been implemented and 35 per cent were in progress. No information on the status of implementation was received for the remaining 19 per cent of the recommendations accepted (see figure II).

Figure II

Implementation rate of accepted or approved recommendations contained in single-organization reports and notes, 2006-2010

(Percentage)



Source: A/63/34 and Corr.1, A/64/34 and information provided by the organizations.

3. Reports and notes of a system-wide or multi-organizational nature

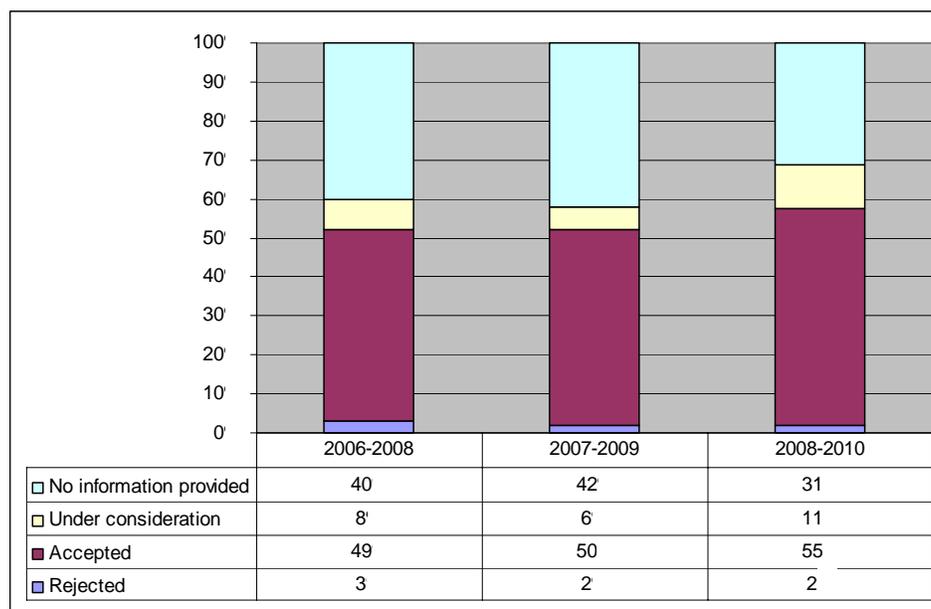
Acceptance or approval of recommendations

55. An analysis of the data available on the 243 recommendations contained in reports and notes covering the entire United Nations system or several organizations issued between 2008-2010 show an improved rate of acceptance (55 per cent) compared with the previous reporting period (see figure III).

Figure III

Acceptance rate of recommendations contained in system-wide and multi-organization reports and notes, 2006-2010

(Percentage)

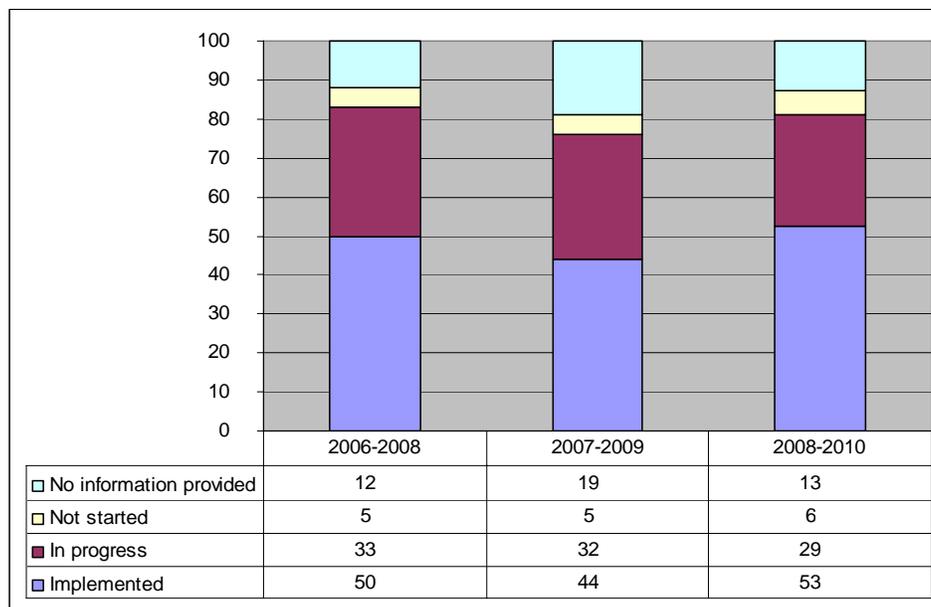


Source: A/63/34 and Corr.1, A/64/34 and information provided by the organizations.

56. The relatively low overall rate of approval or acceptance of 55 per cent results from the fact that no information was provided for 31 per cent of the recommendations. Unlike single-organization reports, which are generally acted upon within a year of issuance, particularly if they are mandated, it takes more time for CEB comments on system-wide reports to be issued and for reports to be scheduled and considered by all participating organizations. Only 2 per cent of the recommendations issued were rejected; 11 per cent of the recommendations were still under consideration.

Figure IV
Implementation rate of accepted or approved recommendations contained in system-wide and multi-organization reports and notes, 2006-2010

(Percentage)



Source: A/63/34 and Corr.1, A/64/34 and late-2010 information provided by the organizations.

57. The implementation of accepted or approved recommendations in system-wide and multi-organization reports and notes issued in 2008, 2009 and 2010 show a positive variance, with 53 per cent of the recommendations implemented and 29 per cent in progress. In the case of recommendations for which implementation had not begun, the rate remained stable, at 6 per cent. No information was received on the status of implementation for 13 per cent of accepted recommendations (see figure IV).

58. Overall, implementation rates for the period from 2008 to 2010 increased by a solid 9 per cent.

59. Table 2 shows the aggregate acceptance and implementation rate by organization since the inception of the follow-up system, from 2004 to 2010, and it is self-explanatory in terms of the commitment of each organization to the follow-up system.

60. Consistent strong performance regarding the status of acceptance is reported to be above 70 per cent for FAO, UNDP, UNESCO, UNFPA, UNIDO and WFP, owing to their robust follow-up processes. In this regard, ICAO, UNESCO and UNDP continue to report the highest rates of implementation.

Table 2
Aggregate status of acceptance and implementation of Joint Inspection Unit recommendations by participating organizations, 2004-2010
 (Percentage)

	Acceptance					Implementation of accepted recommendations			
	Not relevant	Accepted/ approved	Rejected	Under consideration	No information provided	Not started	In progress	Implemented	No information provided
United Nations	1.3	63.1	6.7	5.2	23.6	1.1	23.1	56.2	19.6
UNCTAD	64.1	26.6	1.6	7.0	0.8	5.9	26.5	58.8	8.8
UNDP	1.9	90.4	1.1	7.7	0.0	3.4	26.6	65.2	4.7
UNEP	8.6	31.8	3.5	28.8	27.3	4.8	22.2	6.3	66.7
UNFPA	2.7	70.7	2.0	0.8	23.8	1.1	28.7	54.7	15.5
UN-Habitat ^a	33.5	34.1	0.0	0.0	32.4	14.8	31.1	54.1	0.0
UNHCR	6.0	48.2	1.2	9.2	35.5	1.7	40.5	53.7	4.1
UNICEF	5.1	60.9	0.8	14.5	18.8	1.9	24.4	50.0	23.7
UNODC	41.6	37.1	1.7	2.2	17.4	7.6	36.4	56.1	0.0
UNRWA	6.6	45.3	0.0	0.6	47.5	8.5	36.6	35.4	19.5
WFP	0.4	75.6	1.9	13.9	8.3	4.0	30.8	55.2	10.0
FAO	0.0	89.3	6.1	3.3	1.2	4.6	30.7	53.2	11.5
IAEA	12.1	61.9	12.6	8.2	5.2	2.8	16.8	50.3	30.1
ICAO	13.5	65.3	6.4	3.2	11.6	0.6	15.2	83.5	0.6
ILO	11.5	26.7	0.8	3.4	57.6	0.0	20.0	21.4	58.6
IMO	14.8	66.2	2.9	2.4	13.8	22.3	3.6	34.5	39.6
ITU	2.5	37.2	0.0	16.5	43.8	3.3	40.0	35.6	21.1
UNESCO	8.0	80.2	4.2	6.8	0.8	0.5	28.0	69.2	2.4
UNIDO	10.2	75.8	3.4	10.6	0.0	10.6	52.5	33.0	3.9
UNWTO	0.0	2.5	8.8	11.8	76.9	0.0	100.0	0.0	0.0
UPU	10.9	43.9	1.4	18.1	25.8	6.2	45.4	43.3	5.2
WHO	1.6	52.7	2.0	8.6	35.2	11.1	25.9	28.9	34.1
WIPO	18.5	42.1	0.9	13.3	25.3	0.0	25.5	56.1	18.4
WMO ^a	8.2	48.5	6.0	2.2	35.1	6.2	16.9	68.5	8.5
UNOPS	2.0	44.0	0.0	12.0	42.0	4.5	59.1	36.4	0.0

Note: The data of organizations with rate of acceptance and/or implementation of over 70 per cent are in bold.

^a Data set is incomplete owing to non-reporting in 2011.

Impact

61. Intended impact (see table 3) is tracked over the full period covered by the follow-up system since its inception in 2004. JIU uses eight different categories to better determine and report on the impact of its recommendations.

62. The majority of the recommendations focus on enhanced effectiveness and efficiency. Enhanced accountability, controls and compliance, and dissemination of best practices also feature as important thrusts for recommendations. It remains

difficult, however, to quantify impact in the absence of regular feedback from participating organizations. While few recommendations explicitly addressed financial savings, this impact category should be read in conjunction with enhanced efficiency. The application of best practices may also lead to financial savings.

Table 3
Intended impact of Joint Inspection Unit recommendations, 2004-2011

<i>Impact category</i>	<i>Number of recommendations</i>								<i>Average (Percentage)</i>
	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>	<i>2011</i>	
Enhanced effectiveness	11	18	34	63	40	43	53	32	37
Enhanced efficiency	19	37	8	43	20	23	9	12	21
Enhanced accountability	4	2	20	10	19	19	15	11	12
Enhanced controls and compliance	3	17	4	13	13	5	9	12	9
Enhanced coordination and cooperation	6	20	10	7	7	5	14	8	9
Dissemination of best practices	12	20	15	4	8	19	9	8	11
Financial savings	0	1	1	3	6	1	3	1	2
Other	0	2	0		6	12	13	2	4
Total	55	117	92	143	119	127	125	86	

F. Web-based recommendation tracking system

63. In response to the Unit's presentation to the Fifth Committee on the feasibility study and in view of the anticipated cost of \$309,000, the General Assembly, in its resolution 65/270, advanced the United Nations share in the middle of the biennium, encouraging other participating organizations to follow suit. Only three organizations have not responded to the invitation, and they will be requested to provide their share, amounting to 5 per cent of the cost of the system, during the biennium 2012-2013 in line with article 20, paragraph 2, of the JIU statute, under which the participating organizations are to share the expenditures of the Unit. (For the list of contributing organizations, see annex V.)

64. This welcome provision of funding in 2011 has allowed the Unit and the selected contractor to begin to develop the system rather than waiting until funds were provided under the regular programme budget for 2012-2013, potentially resulting in additional costs and delays. Work on the development of the system, which started in mid-2011, was phased in line with the provision of resources. An internal task force and an external users group have been created with membership from interested participating organizations. The project is well on track, with some software modules already being tested by the secretariat of the Unit. The project is expected to be finalized and the system ready to go live in mid-2012. Once the system is in place, it could be of use, with some minor modifications, for other oversight bodies, thus achieving significant economies of scale. In fact, OIOS is interested in the system and is considering its use, with some adaptations required by their specific work.

65. Resources for maintaining the web-based recommendation tracking system are included in the programme budget of JIU for the biennium 2012-2013, made available in part through an increase under consultancy. Still lacking is funding for at least one position to ensure quality control. The Unit will nevertheless do its utmost with the available resources, given the resource-tightening in many of its organizations, and, on the basis of an assessment of experience during the first year of implementation, will report on any additional requirements. In addition, the Unit plans to seek funding for an associate expert to assist with quality control.

G. Relationships with other oversight and coordinating bodies

66. The Unit continued its increasingly active and regular interactions with other oversight and coordinating bodies in 2011, in particular OIOS and the United Nations Board of Auditors. A regular exchange has also been maintained with the Independent Audit Advisory Committee and the Management Committee established by the Secretary-General. In addition, cooperation was sought with oversight bodies of other participating organizations.

67. During the annual tripartite meeting with the Board of Auditors and OIOS, the parties formally presented and discussed their workplans for 2012 with a view to avoiding overlap and duplication and to achieving further synergy and cooperation.

68. The Unit also had regular contacts with other internal oversight services, in particular those that have been designated as their organization's focal point for dealing with JIU.

69. The Unit participated as an observer in the annual meeting of the United Nations Evaluation Group (a group of professional practitioners of evaluation in the organizations of the United Nations system), held in Paris in April 2011; in the Conference of International Investigators, held in Washington, D.C., in May; and in the meeting of Representatives of Internal Audit Services of the United Nations organizations and multilateral financial institutions, held in Paris in September. These are all important forums for the exchange of oversight practices and the discussion of system-wide oversight issues.

H. Resources

70. The approved human resources for JIU in 2011 continued to include 11 Inspectors (D-2), the Executive Secretary (D-2), 10 Professional posts dedicated to evaluation and inspection (2 P-5, 3 P-4, 3 P-3 and 1 P-2) and to investigation (1 P-3), 1 Senior Research Assistant (G-7) and 8 General Service (Other level) staff, of whom 4 are assigned as research assistants to several specific projects and 4 provide administrative, information technology, documentation management, editorial and other support to the Unit. In addition, the Government of Germany agreed to continue to provide a Junior Professional Officer at the P-2 level for two more years, starting in October 2011, thus ensuring full support during the year. The Unit also continued its active internship programme in support of the implementation of the programme of work, when needed. This resulted in almost 80 working months of internship resources during the year. At the end of December the Unit had a vacancy rate of zero.

71. The efforts to develop staff professional capacity and skills continued during the year. On average, each staff member benefited from five days' training, meeting the United Nations target. An in-house workshop on the theme "Establishing robust conclusions and useful recommendations" was provided by an external consultant. Videoconferencing and online seminars were used for a number of sessions at very low cost. Two staff members attended a one-week residential evaluation training course, one staff member attended a specialized training course on investigations, and three of the most senior staff participated in the Leadership Development Programme (D-1 and D-2) and the Management Development Programme (P-4 and P-5).

72. In terms of financial resources, the regular allotment for 2011 amounted to \$14 million, of which \$13 million (93 per cent) was for staff costs, with the remainder being allocated for travel (\$550,800) and other non-staff costs (\$236,500). As mentioned, these resources are insufficient to address all programmatic needs.

73. No new extrabudgetary contributions were received in 2011. However, resources for some travel and a workshop were provided in 2010 by UNDP, the Mine Action Service of the Department of Peacekeeping Operations and the Government of Norway.

74. In its internal strategic workplan for 2011, the secretariat included, as one of its main strategic objectives, the improvement of knowledge management and sharing. Within this overall objective, the updating and modernization of the current website is a critical element of the new strategic communications strategy. For 2012, the main strategic objectives will be to ensure full and satisfactory achievement of the two information technology projects; organize a meeting and training session on the web-based tracking system with focal points; tighten the time required for standard reviews; roll out the communications strategy and establish improved quality-control mechanisms.

I. Other issues

Investigations

75. The Unit, as the only external, independent and system-wide oversight body of the United Nations system, is mandated, among other functions, to conduct investigations. An investigation capability was established within the Unit, as called for in article 8 of the statute. Principles and policies for investigation were adopted in 2008 and were generally in line with those adopted by the Conference of International Investigators, which defined the nature and scope of the investigations the Unit envisions conducting, as requested by the General Assembly in its resolution 62/246. An Investigations Officer was recruited in 2010 and started her function in 2011 to assist inspectors in their investigations.

76. In June 2009, the Conference of International Investigators adopted revised uniform guidelines for investigations, an internationally accepted document setting the standards for investigations conducted by international organizations and multilateral institutions. In that light, the Unit has been updating the principles and policies for its investigations. Meanwhile, the Unit has received a few allegations on the conduct of individuals of a number of international organizations. A preliminary assessment to determine the need to conduct full investigations is still under way.

Delivering as one

77. The Unit has been involved, through the participation of an inspector, in the Evaluation Management Group for the independent evaluation of lessons learned from “Delivering as one”. While declining an offer to serve as the secretariat of the Group, the JIU secretariat hosted two events of the Group in Geneva in 2011.

System-wide evaluation mechanism

78. The Unit has also been engaged in discussions on the identification of a mechanism for system-wide evaluation, as requested by the General Assembly in its resolution 64/289, through the preparation of a position paper for the Second Committee. The Executive Secretary participated in a reference group set up by the Deputy Secretary-General and in October attended the first of two workshops in New York facilitated by two independent consultants focusing on developing a mechanism for system-wide evaluation. In meetings with the consultants, the Unit has reiterated its position that what is required is strengthening existing mechanisms, including, in particular, JIU. The Unit looks forward to the outcome of this exercise, which will be submitted by the Secretary-General to the General Assembly at its sixty-seventh session.

Visas

79. In its resolutions 62/246, 63/272 and 64/262, the General Assembly requested JIU to report on any difficulty or delay in obtaining visas for official travel of some inspectors and members of its secretariat. Incidents were again registered in 2011, causing unnecessary delays and implications for increased costs.

Chapter II

Programme of work for 2012

80. In accordance with General Assembly resolution 61/260, by which the Assembly decided to consider jointly the annual report and programme of work of JIU during the first part of its resumed session, the Unit launched the preparation of its 2012 programme of work in June 2011, inviting participating organizations and oversight bodies to submit their suggestions by the end of August.

81. The Unit considered 32 new topics suggested by participating organizations and 3 suggested by oversight bodies. Three of the suggestions received from participating organizations were mandated by their legislative bodies. Five requests were received from other sources. In addition, 5 internal proposals and 7 roster items were considered, resulting in a total of 52 proposals being considered, of which 38 were system-wide topics and 3 were relevant for several organizations. The Unit also pre-screened the files for seven potential management and administration reviews of participating organizations.

82. As part of a consultative process with other oversight and coordinating bodies, the list of proposals for 2012 and the roster were shared with those bodies, which were invited to provide their comments and ratings in respect of the topics proposed. Participating organizations were also consulted and invited to comment and express their priorities and preferences with respect to the proposals for 2012. The ratings and comments were considered when the Unit drafted the 2012 programme of work at its winter session. JIU further shared the tentative programme with the Board of Auditors and the Office of Internal Oversight Services during the December 2011 tripartite meeting.

83. Out of the 52 potential projects considered by the Unit, 12 were selected,³ of which 7 are system-wide, 1 concerns several organizations, 3 are management and administration reviews of single organizations and 1 covers a specific issue of a single organization. Of those, two single organization reviews and one system-wide review were mandated by the legislative bodies of the respective organizations.

A. Management and administration review of and review of decentralization in the World Health Organization

84. JIU undertook a management and administration review of WHO in 2001 and covered its decentralization in a report in 1993. Following the special session of the WHO Executive Board, held in November 2011, on the reform of WHO, JIU was requested to revisit the issues addressed in its two previous reports.⁴ The requested management and administration review and a separate report analysing decentralization will be inputs to the ongoing WHO reform process, which addresses challenges in the areas of core business, governance, financing, human resources policies and management. As for decentralization, the reform process is

³ The programme of work is subject to change in the course of the year; new reports may be added, planned reports may be modified, postponed or cancelled when circumstances warrant, and titles may be changed to reflect the thrust of reports.

⁴ See WHO document EBSS/2/DIV/2, decision EBSS2 (3), para. 7.

seeking ways to improve corporate alignment between the global, regional and country levels of WHO.

B. Management and administration review of the International Atomic Energy Agency

85. According to its statute, the Unit is to conduct regular management and administration reviews of participating organizations. The first review of IAEA is scheduled for 2012. The review is aimed at identifying areas for improvement in the management and administration practices in IAEA within the framework of ongoing reform processes. It will focus on governance, programme planning, design and implementation, financial and executive management, human resources management, budget and oversight, among other areas.

C. Reference-checking process in the organizations of the United Nations system

86. Stemming from a suggestion made by the Department of Field Support, the review builds on the findings of the review of recruitment, which indicate that reference checks at the time of recruitment are neither systematically nor uniformly sought in the United Nations system organizations and that the process significantly varies from one organization to another. The review will examine relevant policies, procedures and arrangements, including outsourcing; and will assess differences and shortcomings and identify best practices, while aiming to prevent duplication and inconsistency in the application of various standards, with a view to aligning and harmonizing policies and practices across the United Nations system.

D. Follow-up review of the World Tourism Organization

87. In 2009, JIU conducted a management and administration review of the World Tourism Organization (JIU/REP/2009/1), which was presented to the Organization's Executive Council at its meeting in Mali in May 2009, and later in the year to its General Assembly in Kazakhstan. To date, the Organization maintains that the recommendations contained in the report are still under consideration. The Organization has acknowledged, however, that JIU has provided useful guidance to both the secretariat and member States in the preparation of a white paper commissioned by the Secretary-General of the Organization and endorsed by the Organization's General Assembly in the Republic of Korea in October 2011, in which fundamental changes in the way the Organization operates are recommended. The 2012 review will take stock of the implementation status of the recommendations of the previous review.

E. Lump-sum payments in lieu of entitlements

88. The review of lump-sum payments in lieu of entitlements, originally suggested by the Department of Management of the United Nations Secretariat and supported by 13 participating organizations, will consider the current and possible future application of the lump-sum option for existing entitlements to determine whether

its use saves on overhead, reduces bureaucracy and provides greater flexibility for staff while not having a significant financial implication. It will consider the need to harmonize existing lump-sum procedures and to establish acceptable and consistent calculation criteria and procedural rules, particularly to ensure fairness to staff working in different United Nations system organizations, especially those in the same duty station.

F. Evaluation of UN-Oceans

89. JIU was invited by the General Assembly, in its resolution 66/231, to review UN-Oceans with a view to strengthening the mechanism of cooperation and coordination in ocean affairs and the law of the sea and to present the results of the review to the Assembly at its sixty-seventh session. In parallel, a proposal for the JIU programme of work for 2012 had been received from the United Nations Secretariat to review UN-Oceans with a view to providing inputs for a reformed mechanism for strengthening United Nations coherence and coordination on oceans. The objective of the evaluation will be to examine the UN-Oceans inter-agency mechanism and propose tangible recommendations for the improvement of its efficiency and effectiveness of coordination. The findings, conclusions and recommendations of the evaluation will feed concretely into the revision of the terms of reference of UN-Oceans.

G. Flexible working arrangements in United Nations system organizations

90. The review, suggested by WIPO, will examine the various flexible working arrangements throughout the United Nations system, the policies in place and the practical implications of the differing arrangements for staff, management and the Organization. The review will seek to identify both pitfalls and best practices in existing flexible working arrangements to see whether there are other such arrangements that could be adapted to the United Nations system.

H. Records and archives management in the United Nations

91. The project will look into the effective application of policies and procedures for records and archives management in the various United Nations entities (Secretariat, regional commissions, funds and programmes, peacekeeping missions, etc.). The organizational and administrative arrangements of the dedicated services, the resources allocated and the challenges faced by United Nations entities in this strategic area may vary significantly with the risk that the relevant policies are not being consistently understood and/or applied, leading to the loss of valuable information that should be preserved and exploited to ensure institutional memory and increase organizational effectiveness. A clear and consistently applied archiving policy could facilitate the handover of files from staff members when changing duty station or function or leaving their organization. The inspector intends to compare the challenges met and the solutions implemented and assess them against state-of-the-art practices in this area in both the public and private sectors, taking into account the quick evolution of the technologies used.

I. Assessment of policy and practices in the use of long-term agreements in procurement in the United Nations system

92. In recent years, the use of long-term agreements in United Nations organizations has been on the rise. The objective of the study is to assess relevant policies and practices and identify best practices and lessons learned in the use of long-term agreements with a view to providing recommendations for improvement. The study will also provide an inventory of long-term agreements in the system, including their number, types, modalities and level of utilization. Another important element of the study will be the assessment of system-wide or multiagency use of long-term agreements. Their proper use can provide a number of opportunities, such as using volume leverage to reduce prices and getting better delivery and maintenance conditions within the organizations and across the system. However, the optimal use of long-term agreements would require good planning of procurement, including the standardization of products and the aggregation of demand as well as the careful design of contract conditions. In order to gain the optimum benefit from long-term agreements, it is important to assess their performance and identify best practices and lessons learned.

J. Comparative analysis of the use of enterprise resource planning systems in United Nations system organizations

93. Enterprise resource planning systems adopted within the United Nations system vary greatly among the organizations, due in part to variations in business practices. The project will analyse the successes and failures of the implementation of enterprise resource planning systems in United Nations system organizations and establish benchmarks for their effective implementation. The review will seek to identify system-wide opportunities to share, harmonize and standardize enterprise resource planning operations among the organizations, sharing services or merging components of systems, in order to maximize synergies between the organizations and reduce the implementation and operating costs of such systems in the future.

K. Review of system-wide joint programming and administrative arrangements of operational activities in the United Nations system

94. The review, originally suggested by the Board of Auditors and the FAO Regional Office for Asia and the Pacific, will assess the effectiveness and efficiency of arrangements in achieving joint programmes' development goals and objectives and the impact on target beneficiaries and will seek to streamline procedures and improve collaboration and coordination among organizations and between the United Nations system and counterparts or partners. It will review the programmes and administrative arrangements administered by the United Nations Development Operations Coordination Office of UNDP. The review is aimed at identifying and disseminating substantive lessons learned and good practices in undertaking remedial actions to reduce the duplication of activities and transaction costs as well as enhancing the coherence and accountability of United Nations operational activities for development.

Annex I

Revised strategic framework of the Joint Inspection Unit for 2010-2019

Introduction

1. The Joint Inspection Unit presented to Member States its long-term strategic framework for 2010-2019 in its annual report for 2009 (A/63/34 and Corr.1). The General Assembly, in paragraph 17 of its resolution 63/272, acknowledged the undertaking by the Unit of a medium- and long-term strategy approach for 2010-2019 and decided to consider any resources associated with the implementation of the strategy in future programme budgets. Two subsequent budget submissions by the Unit did not result, however, in the anticipated and necessary increase in resources, despite several resolutions calling upon the Secretary-General to reflect the appropriate resource requirements associated with the implementation of the relevant portions of the strategy. At the request of Member States in Assembly resolutions 64/262 (para. 14) and 65/270 (para. 6), the Unit has decided to update and improve its medium- and long-term strategy for 2010-2019, taking into account the dynamics and challenges of the environment in which it undertakes its activities.

2. The updated strategy should be read in conjunction with the one submitted originally. It reflects mainly the fact that the resources necessary to attain the objectives set out for the decade have not yet been obtained. The updated strategy builds on the experience gained in the first two years of its implementation and also reflects the challenges faced by the United Nations system at the time of the update.

Overall orientation and long-term strategy

3. Bearing in mind the provisions of its statute, in particular chapter III, the long-term strategy of the Unit will continue to be influenced largely by the needs and requests of its major stakeholders. The Unit will focus its future activities on the major areas identified through the mandates received from the General Assembly and the corresponding legislative organs of the specialized agencies and other international organizations in the United Nations system. The strategy also reflects the relevant provisions of Assembly resolutions 62/226, 62/246, 63/272, 64/262 and 65/270, in which the Joint Inspection Unit was requested to focus its work on system-wide issues of interest and relevance to the participating organizations and to provide advice on ways to ensure more efficient and effective use of resources in implementing the mandates of the United Nations system organizations. Owing to a scarcity of resources, JIU was not in a position to undertake independent oversight on peacekeeping missions.

Long-term strategic objectives

4. The long-term goals are inherent to the fulfilment of the Unit's mission and mandate, and thus remain unchanged, namely:

(a) To assist the legislative organs of the participating organizations in meeting their governance responsibilities in respect of their oversight function concerning management by the secretariats of human, financial and other resources;

(b) To help improve the efficiency and effectiveness of the respective secretariats in achieving the legislative mandates and the mission objectives established for the organizations;

(c) To promote greater coordination among the organizations of the United Nations system;

(d) To identify best practices, propose benchmarks and facilitate information-sharing throughout the system.

5. The main objective for the period 2010-2019 is to provide the United Nations system organizations with concrete guidance and benchmarks so that they can have in place:

(a) Rigorous accountability principles, systems and mechanisms, including oversight, administration of justice and ethics;

(b) Improved and harmonized administrative and management practices of the system in the areas of human resources management, results-based management, procurement, strategic management and planning, risk management, security and safety and information technology;

(c) Better coordinated and more effective policies, strategies and collaboration on the realization of internationally agreed objectives, including the Millennium Development Goals; South-South and North-South collaboration; humanitarian, post-conflict and development assistance; environmental issues; “Delivering as one”; and the like;

(d) Improved and more effective governance arrangements.

Medium-term planning (2010-2015)

6. The Unit’s expected accomplishments constitute the critical results to be cemented and assessed by the Unit over the first four years covered by the strategic framework. The four-year medium-term planning is underpinned by the Unit’s reform proposals, as issued in its in-depth review of the statute and working methods (A/58/343), as well as numerous General Assembly resolutions. The following medium-term objectives have consequently been established: (a) strengthening the follow-up system for the implementation of recommendations; (b) the development of strategic annual programmes of work focused on system-wide issues; (c) systematic review of all participating organizations; (d) improved relevance and outreach; and (e) enhanced qualifications and tools of the JIU secretariat.

Strengthened follow-up system

7. The General Assembly, in its resolution 65/270, welcomed the efforts of the Unit to develop a web-based follow-up system to track the acceptance and implementation of recommendations of the Unit and gave a green light for its funding and development in 2011. The implementation of a more efficient and transparent follow-up system is a medium-term commitment of the Unit, which includes concrete, expected achievements, as set out below.

Increased system-wide perspective of the work of the Unit

8. The medium-term strategy is implemented through successive programmes of work for the period from 2010 to 2013. The Unit considers that in order to meet client needs, its annual programmes of work should focus on the long-term strategic areas from a system-wide perspective, in accordance with the mandates received from the governing bodies. Specific mandates received from the competent legislative organs of the participating organizations of the United Nations system might have an impact on a given annual programme of work. However, the activities undertaken by the Unit, in the medium term, should show progress towards the achievement of its long-term objective.

Systematic management and administration reviews of the participating organizations

9. The Unit is of the view that a more systematic approach is required to review the management and administration of participating organizations, and it intends to ensure full coverage of all organizations over a long-term time frame, starting with those entities that have not yet been fully reviewed, followed by organizations that have already been reviewed, starting with those reviewed earlier. Although the ideal target is a review of each of them at least once every five years, current resources allow for a cyclical review only every eight years. The table below indicates the dates on which participating organizations were last reviewed.

10. As already demonstrated during 2010-2011, the management and administration reviews are not considered useful only by the participating organizations and governing boards, they also help enhance the Unit's knowledge of the participating organizations, allowing it to fulfil one of the major components of its mission, which is to identify and disseminate best practices across the system.

<i>Organization</i>	<i>Year last review was completed</i>	<i>Remarks</i>
United Nations	—	A full review has not yet been conducted; a partial review, of ECLAC, is planned for 2012
UNICEF	—	A full review has not yet been conducted
UNCTAD	2011	Review is under way
UNDP	—	A full review has not yet been conducted
UNEP	—	A full review has not yet been conducted
UNHCR	2004	JIU/REP/2004/4
UN-Habitat	—	A full review has not yet been conducted
UNOPS	—	Partially reviewed in 1998; a full review has not yet been conducted
UNODC	2010	JIU/REP/2010/10
UNFPA	—	A full review has not yet been conducted
WFP	2009	JIU/REP/2009/7

<i>Organization</i>	<i>Year last review was completed</i>	<i>Remarks</i>
UNRWA	—	A full review has not yet been conducted and is planned for 2014
FAO	2002	JIU/REP/2002/8
IAEA	—	First review planned for 2012
ICAO	2007	JIU/REP/2007/5
ILO	1999	JIU/REP/99/4
IMO	2007	JIU/REP/2007/7
ITU	2001	JIU/REP/2001/3
UNESCO	2011	JIU/REP/2011/9
UNIDO	2003	JIU/REP/2003/1
UPU	2008	JIU/REP/2008/1
WHO	2001	JIU/REP/2001/5; mandated follow-up for 2012
WIPO	—	Partially reviewed in 2005 (JIU/REP/2005/1); a full review has not yet been done
WMO	2007	JIU/REP/2007/11
UNWTO	2009	JIU/REP/2009/1

Improved relevance and outreach of the reports of the Unit

11. The first self-evaluation exercise, in 2008, helped JIU to better understand stakeholders' perceptions of how the Unit is undertaking its activities and progressing towards the fulfilment of its mission. Furthermore, the introduction of a rating system for proposed topics has also contributed to a programme of work that increasingly reflects the priorities of the system and that of legislative and governing bodies. The Unit plans to use self-evaluation data and performance-related feedback for purposes of subsequent planning, accountability, learning and decision-making. The Unit's website will be reconfigured to provide improved and fully searchable access to reports and other products of the Unit. A self-evaluation will be initiated in 2012.

Enhanced qualifications and tools for the evaluation staff of the Unit

12. The development of staff skills through adequate external and/or internal training programmes is a key component of the medium-term strategy. Staff will continue to receive training in state-of-the-art evaluation techniques as well as other technical skills. Furthermore, internal guidance materials will be prepared, refining the methodology, strategy and professional rigour of the reviews.

Expected accomplishments and indicators of achievement for the medium term (by 2015)

13. The expected accomplishments and indicators of achievement are as follows:

(a) Strengthened system of follow-up on the acceptance and implementation of recommendations:

(i) New web-based information system for follow-up of recommendations in place

Associated target: new system for legislative organs and secretariats available and fully operational by the end of 2012

(ii) Rate of acceptance of recommendations by the participating organizations

Associated target: percentage of acceptance of recommendations in the medium-term period should not be less than 60 per cent

(b) Increased system-wide and strategic focus of the programme of work of the Unit:

(i) Balanced number of reports related to each of the defined strategic areas

Associated target: all reports produced by the Unit should be related to at least one of the strategic areas

(ii) Percentage of system-wide reports or reports on several organizations issued during the period

Associated target: should be at least 70 per cent of the total number of reports produced in the period

(c) Systematic review of the management and administration of participating organizations:

(i) Number of reviews of management and administration of participating organizations

Associated target: all participating organizations are reviewed at least once every eight years

(ii) Number of reviews of management and administration of participating organizations

Associated target: at least two reviews per year

(d) Improved relevance and outreach of the reports of the Unit:

(i) Percentage of the programme of work that is based on proposals and/or suggestions made by Member States, oversight bodies and/or participating organizations

Associated target: 75 per cent

(ii) Number of visitors to the revised website of the Unit

Associated target: website visits reach 100,000 per year

(e) Enhanced qualifications and tools of evaluation staff: average number of relevant training days per year

Associated target: at least 10 days per Professional staff member

Short-term programming

14. Short-term programming and short-term performance reporting are not part of the present framework. For this purpose the Unit will continue using its annual programme of work, a strategic workplan for the Secretariat and related performance reports.

15. It should be noted that the Unit is making every effort to link its medium-term planning, including expected accomplishments and associated targets, to its short-term activities. This is done through the cascading of meaningful and linked objectives at different levels down to the individual level, to be reflected in staff performance appraisals.

Resources

16. The implementation of the above long- and medium-term strategy requires, inter alia, the availability of commensurate resources, both human and financial. Given that the United Nations allocates resources on a biennial basis, the Unit continues to assume that the resources necessary for the implementation of its long- and medium-term strategy will be made available in due time. In particular, it is fundamental to ensure coherence and compatibility between budgeting and programming decisions (e.g. any budget cuts should correspond to specific identified programme cuts). The increase in system-wide coverage has also stretched the JIU budget even further, making it impossible to ensure adequate geographic coverage of the work of the United Nations. Therefore, the Unit stresses the need to align the long-term objectives with the appropriate resources.

Annex II

Composition of the Joint Inspection Unit

1. The composition of the Joint Inspection Unit for 2011 was as follows (each member's term of office expires on 31 December of the year indicated in parentheses):

- M. Mounir Zahran (Egypt), Chair (2012)
- Tadanori Inomata (Japan), Vice-Chair (2014)
- G rard Biraud (France) (2015)
- Nikolay V. Chulkov (Russian Federation) (2012)
- Papa Louis Fall (Senegal) (2015)
- Even Fontaine Ortiz (Cuba) (2012)
- Istvan Posta (Hungary) (2015)
- Enrique Roman-Morey (Peru) (2011)
- Cihan Terzi (Turkey) (2015)
- M. Deborah Wynes (United States of America) (2012)
- Yishan Zhang (China) (2012)

2. In accordance with article 18 of its statute, which provides that each year the Unit shall elect from among its inspectors a Chair and Vice-Chair, on 2 December 2011 the Unit re-elected M. Mounir Zahran (Egypt) as Chair and elected Istvan Posta (Hungary) as Vice-Chair for 2012. Also, upon the early resignation of Roman-Morey at the end of October 2011 before the end of his tenure, the General Assembly appointed Jorge T. Flores Callejas (Honduras) on 24 December 2011, to replace him, with effect from January 2012.

Annex III**Workplan for 2011: status of project implementation (as at 31 December 2011)**

<i>Type^a</i>	<i>Title</i>	<i>Programme of work of year</i>	<i>Effective start date</i>	<i>Symbol/expected end date</i>
S	Management and administration review of ECLAC	2011	Nov. 2011	3rd quarter 2012
SW	Accountability frameworks in the United Nations system	2011	Feb. 2011	JIU/REP/2011/5
SW	Investigation function in the United Nations system	2011	Feb. 2011	JIU/REP/2011/7
SW	Management of sick leave in the organizations of the United Nations system	2011	Feb. 2011	1st quarter 2012
SW	Individual consultancy policies and practices in United Nations organizations	2011	Aug. 2011	2nd quarter 2012
SW	Information and communications technology governance in United Nations system organizations	2011	Jan. 2011	JIU/REP/2011/9
SW	Recruitment of staff in United Nations system organizations	2011	Feb. 2011	1st quarter 2012
SW	Review of strategic planning in United Nations system organizations	2011	Nov. 2011	3rd quarter 2012
SW	Business continuity in the United Nations system	2011	Feb. 2011	JIU/REP/2011/6
SO	Staff-management relations in the specialized agencies and the United Nations common system	2011	Aug. 2011	2nd quarter 2012
SW	Safety and security ^b	2011	Cancelled	Cancelled
SW	Evaluation of the scope, organization, effectiveness and approach of the work of the United Nations in mine action	2010	May 2010	JIU/REP/2011/11
SW	Status of implementation of multilingualism in the United Nations system organizations	2010	Feb. 2010	JIU/REP/2011/4
SW	Medical service in the United Nations system	2010	Feb. 2010	JIU/REP/2011/1
SW	Procurement reforms in the United Nations system	2010	Sep. 2010	JIU/NOTE/2011/1
SW	Financing for humanitarian operations in the United Nations system	2010	March 2010	1st quarter 2012
S	Management and administration review of UNCTAD	2010	Dec. 2010	1st quarter 2012
SW	South-South and triangular cooperation in the United Nations system	2010	March 2010	JIU/REP/2011/3

<i>Type^a</i>	<i>Title</i>	<i>Programme of work of year</i>	<i>Effective start date</i>	<i>Symbol/expected end date</i>
S	Transparency in the selection and appointment of senior managers in the United Nations Secretariat	2010	Aug. 2010	JIU/REP/2011/2
SO	Staff-management relations within the United Nations	2009	Nov. 2009	JIU/REP/2011/10
S	Management and administration review of UNESCO	2009	Sep. 2009	JIU/REP/2011/8

^a S, single organization; SO, several organizations; SW, system-wide.

^b The project was cancelled because of the departure of the report coordinator (see para. 15 of the present report).

Annex V

List of contributing organizations and their percentage share in the costs of the Joint Inspection Unit for 2012

FAO	3.9
IAEA	2.0
ICAO	0.8
ILO ^a	2.0
IMO	0.2
ITU	0.5
PAHO	0.9
United Nations ^b	16.8
UNAIDS	0.9
UNDP	19.7
UNESCO	1.9
UNFPA	2.7
UNHCR	6.0
UNICEF	11.4
UNIDO	0.8
UNOPS	4.1
UNRWA	2.8
UN-Women ^c	—
UNWTO	0.1
UPU	0.2
WFP	14.3
WHO	6.7
WIPO	1.0
WMO	0.3

^a Includes United Nations System Staff College.

^b Including the United Nations Secretariat as well as UNEP, UNCTAD, UN-Habitat, ITC, UNITAR and UNODC. UNRWA and UNHCR, which are also Secretariat entities, are listed separately above, as their contributions are reflected separately in the CEB methodology. Peacekeeping operations are excluded.

^c Share not yet established.

