



# WORLD HEALTH ORGANIZATION

**EXECUTIVE BOARD**  
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## **Reports of the Joint Inspection Unit: recent reports**

### **Report by the Secretariat**

1. In 2004, the United Nations Joint Inspection Unit (JIU) issued 10 reports, three of which either were not of direct relevance to WHO or did not call for any specific action from WHO at this stage.<sup>1</sup>
2. Comments on the remaining seven reports, together with JIU's main findings and recommendations, are contained in the Annex to this document. The reports concerned are: Review of the headquarters agreements concluded by the organizations of the United Nations system: human resources issues affecting staff (document JIU/REP/2004/2), a series of four interrelated reports on managing for results in the United Nations system (Overview of the series of reports on managing for results in the United Nations system (document JIU/REP/2004/5), Implementation of results-based management in the United Nations organizations (document JIU/REP/2004/6), Delegation of authority and accountability (document JIU/REP/2004/7), and Managing performance and contracts (document JIU/REP/2004/8)); Procurement practices within the United Nations system (document JIU/REP/2004/9); and Harmonization of the conditions of travel throughout the United Nations system (document JIU/REP/2004/10).
3. In 2005, JIU has to date issued four reports, two of which were not considered to be of direct relevance to WHO.<sup>2</sup> The other two reports are Policies of United Nations system organizations towards the use of open source software (OSS) in the secretariats (document JIU/REP/2005/3) and A common payroll for United Nations system organizations (document JIU/REP/2005/4).

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<sup>1</sup> • JIU/REP/2004/1: Multilingualism and access to information: case study of the International Civil Aviation Organization;  
• JIU/REP/2004/3: Administration of justice: harmonization of the statutes of the United Nations Administrative Tribunal and the International Labour Organization Administrative Tribunal;  
• JIU/REP/2004/4: Review of management and administration in the Office of the United Nations High Commissioner for Refugees.

<sup>2</sup> • JIU/REP/2005/1: Review of management and administration in WIPO: budget, oversight and related issues;  
• JIU/REP/2005/2: Some measures to improve overall performance of the United Nations system at the country level. Part I: a short history of United Nations reform in development; and Part II.

4. Comments on the former, together with JIU's main findings and recommendations, are attached in the Annex to this document. The latter report, which deals with a United Nations system-wide initiative, will only be submitted to the United Nations General Assembly at its sixty-first session in 2006; for that reason, and since the CEB has not yet expressed its opinion on the idea of establishing a common payroll, the report will be submitted to the Board after submission to the United Nations General Assembly.

5. In addition, JIU has issued a note entitled "Review of the implementation of results-based management in the Pan American Health Organization (PAHO)" (document JIU/NOTE/2005/1). The note covers several aspects of the administration and management of PAHO, focusing on the assessment of the results-based management system in that organization against the benchmarks contained in the relevant series of JIU reports.<sup>1</sup> The note was submitted to PAHO's 46th Directing Council, which was held in Washington, DC, United States of America, from 26 to 30 September 2005.

6. In the PAHO secretariat document,<sup>2</sup> the Director of PAHO announced that a detailed analysis of the report and its findings would be undertaken during the period September 2005 – January 2006; an action plan to advance the implementation of results-based management in the WHO Regional Office for the Americas/PAHO would also be prepared for PAHO's governing bodies. Detailed comments on the report would be presented to the PAHO Subcommittee on Planning and Programming in March 2006.

#### **ACTION BY THE EXECUTIVE BOARD**

7. The Executive Board is invited to take note of the reports and the review by the Programme, Budget and Administration Committee.<sup>3</sup>

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<sup>1</sup> Documents JIU/REP/2004/5-8.

<sup>2</sup> Document CD46/23, Add.1.

<sup>3</sup> See document EB117/3.

## ANNEX

## REPORTS OF THE JOINT INSPECTION UNIT – 2004

Title	Purpose	Recommendations	Position of the WHO Secretariat
<p><b>JIU/REP/2004/2</b>  <b>Review of the headquarters agreements concluded by the organizations of the United Nations system: human resources issues affecting staff</b></p>	<p>To identify areas where adjustments in headquarters agreements might be advisable, with a particular emphasis on those areas that are essential to the reform of human resources management, and to contribute to the elaboration of model rules for future headquarters agreements and, wherever possible, the amendment of existing agreements.</p>	<p><b>Rec.1:</b> The legislative bodies of the organizations should bring to the attention of the host countries the desirability of adopting, as appropriate, more liberal policies as regards the granting of work permits or establishing of similar arrangements in favour of the spouses of staff members and officials of international organizations.</p>	<p>The Secretariat's position on the report generally reflects the views submitted to the United Nations General Assembly at its fifty-ninth session by CEB (of which WHO is a member) in a document of 10 February 2005, which are reproduced or summarized below for ease of reference.<sup>1</sup></p> <p><b>Rec.1:</b> CEB members strongly support this recommendation. However, they wish to remind Member States of the changing realities faced by international organizations; and, in particular, of the fact that, in view of the sustained growth in number and scope of the activities undertaken by United Nations system organizations, the performance of their operational activities and the working conditions of their staff need to be facilitated by the provision of benefits beyond the fundamental rights recognized under the Convention on the Privileges and Immunities of the United Nations of 1946 and the Convention on the Privileges and Immunities of the Specialized Agencies of 1947. Problems concerning the employment of spouses continue to make it difficult for United Nations system organizations to attract and retain the right calibre of staff. The procedure in place in some host countries, whereby a spouse must have an offer of employment and then apply for a permit is not favoured by some employers. CEB members, therefore, prefer either an automatic system, such as those now in place in some</p>

<sup>1</sup> Document A/59/526/Add.1.

Title	Purpose	Recommendations	Position of the WHO Secretariat
		<p><b>Rec.2:</b> The legislative bodies of the organizations should remind the host countries of the importance of fully implementing the provisions of the headquarters agreements, and ensuring the use of simplified procedures to facilitate the exercise of the privileges, immunities and benefits granted to the organizations and their staff members and officials, including in such areas as:</p> <ul style="list-style-type: none"> <li>• granting of work permits for children and visas for domestic helpers;</li> <li>• acquisition and rental of real property;</li> <li>• integration into the social security system;</li> <li>• retirement in the host country; and</li> <li>• tax exemption benefits, the issuance of special cards to be used in tax-free transactions, as well as the periodic review of the provisions on taxation, taking into account changes in domestic legislation as well as developments within the organizations.</li> </ul> <p><b>Rec.3:</b> In order to better acquaint staff, particularly new recruits and new arrivals at a duty station, with the contents of the host country agreements, the executive heads of organizations are requested to issue comprehensive information circulars and publicize, by electronic and other appropriate means, the privileges, immunities and other benefits granted to staff members and officials, as well as their obligations.</p>	<p>host countries, where the issuing of a visa to a staff member accredits the staff member's spouse with a work permit, or a system in which employment permits are offered prior to seeking employment. Both systems would facilitate the employment of spouses whose status would immediately be clear to potential employers. Employers would be more likely to offer employment if the process was made less complex than it currently is.</p> <p><b>Rec.2:</b> In all the areas listed in the recommendation bar integration into the social security system, CEB members strongly support the implementation of measures to facilitate the exercise of privileges and immunities. The WHO Secretariat, as the Secretary-General, however, is opposed to integration into the social security system. Like the United Nations, WHO has its own comprehensive social security scheme for staff members. Such a scheme is required under WHO Staff Regulations and Rules.</p>

Title	Purpose	Recommendations	Position of the WHO Secretariat
		<p><b>Rec.4:</b> The legislative bodies of the organizations should bring to the attention of the host countries the significance of adequately informing the local administration, public services and business communities, especially those situated outside the capital or seat of the various organizations, about the privileges, immunities and benefits granted to United Nations system organizations, their staff members and officials, so as to facilitate the exercise of these privileges, immunities and benefits and to ensure that the staff and officials of the organizations receive adequate cooperation and understanding in the fulfilment of their obligations.</p> <p><b>Rec.5:</b> The legislative bodies of the organizations should remind host countries of the desirability of ensuring that any additional facilities granted to intergovernmental organizations within the host country are extended to all United Nations system organizations, their staff and officials located in that territory.</p> <p><b>Rec.6:</b> Drawing on the findings of this report and other relevant information, the Secretary-General of the United Nations, in his capacity as Chairman of the Chief Executives Board for Coordination (CEB), should request CEB to coordinate the formulation of a model framework headquarters agreement, or at least standard articles ensuring uniformity for the approval of the General Assembly. Such a model framework, or standard articles, would be used to guide the conclusion of future and/or updating of existing headquarters agreements between United Nations system organizations and their host countries. A model framework headquarters agreement, or standard articles, should be without prejudice to any agreements already in existence, which provide for more favourable conditions.</p>	<p><b>Rec.4:</b> This recommendation is acceptable.</p> <p><b>Rec.5:</b> This recommendation is acceptable.</p> <p><b>Rec.6:</b> Members of CEB, including WHO, express reservations concerning this recommendation, as it is formulated. They note that, apart from the general expectation that it will be problematic to implement system-wide, it would not be realistic to expect a model framework applicable to all organizations of the United Nations system to be able to take account of all possible scenarios – including conditions at headquarters and in the field and special circumstances – and their associated potential difficulties. Moreover, the various existing host country agreements cover fundamentally different activities and operations, and over time different organizations have evolved customary regimes that are responsive to their particular support activities, locations and other unique circumstances. Therefore, a “one size fits all” approach may not be applicable.</p>

Title	Purpose	Recommendations	Position of the WHO Secretariat
<p><b>Series of reports on managing for results in the United Nations system:</b></p> <p><b>JIU/REP/2004/5</b></p> <p><b>Overview of the series of reports on managing for results in the United Nations system</b></p> <p><b>JIU/REP/2004/6</b></p> <p><b>Implementation of results-based management in the United Nations organizations</b></p>	<p>To identify the factors that are critical for the successful implementation of results-based management, as a broad management strategy, in the organizations of the United Nations system and provide a benchmarking framework for such implementation.</p>	<p><b>Rec.7:</b> The legislative bodies of the organizations should remind host countries of the significance of simplified procedures that would ensure the speedy processing of visas for staff and officials travelling on mission for United Nations organizations, and prevent undue delays in the substantive work of the organization as well as limit possible financial losses.</p> <p><b>Rec.1:</b> Legislative organs of participating organizations may wish to endorse [the following] benchmarking framework as a tool for them, the relevant oversight bodies and the secretariats to measure the progress towards an effective implementation of results-based management in their respective organizations, taking into account their specificities, and may wish to request their secretariats to submit a report thereon.</p>	<p><b>Rec.7:</b> This recommendation is acceptable.</p>
	<p><b>Rec.2:</b> CEB, building on existing efforts within the system, should play a more active role in harmonizing, to the extent possible, the implementation of RBM [results-based management] in the United Nations system organizations and provide a forum for the exchange of experiences among United Nations organizations in this regard. CEB could consider establishing a task force for this purpose.</p>	<p><b>Rec.1:</b> The Secretariat is in general agreement with the substance of the JIU-proposed benchmarking framework, large parts of which have already been implemented – or are in the process of being implemented – as a result of WHO’s own efforts to move towards a culture of results-based management. The Executive Board has consistently been consulted and kept informed about those efforts. However, echoing the consolidated comments of all agencies concerned, which were submitted to the United Nations General Assembly by CEB in a document of 10 February 2005,<sup>1</sup> the Secretariat considers that there is no compelling need at this juncture for the proposed benchmarking framework to be endorsed by the legislative organs of the organizations of the system, since the proposed benchmarks (together with other, quite similar success criteria) are already embodied in WHO’s operational programme and management guidelines.</p> <p><b>Rec.2:</b> With regard to the suggestion that CEB could establish a new task force in order to further harmonize of the implementation of results-based management across the United Nations system and provide a forum for the exchange of related experiences, the Secretariat shares the view expressed in CEB’s comments to the series of JIU reports.</p>	

<sup>1</sup> Document A/59/617/Add.1.

Title	Purpose	Recommendations	Position of the WHO Secretariat
<p><b>JIU/REP/2004/7</b>  <b>Delegation of authority and accountability</b></p> <p><b>JIU/REP/2004/8</b>  <b>Managing performance and contracts</b></p>		<p><b>Part I: Implementation of results-based management in United Nations organizations</b></p> <p><b>Benchmark 1:</b> A clear conceptual framework for RBM exists as a broad management strategy.</p> <p><b>Benchmark 2:</b> The respective responsibilities of the organization's main parties are clearly defined.</p> <p><b>Benchmark 3:</b> Long-term objectives have been clearly formulated for the organization.</p> <p><b>Benchmark 4:</b> The organization's programmes are well aligned with its long-term objectives.</p> <p><b>Benchmark 5:</b> The organization's resources are well aligned with its long-term objectives.</p> <p><b>Benchmark 6:</b> An effective performance monitoring system is in place.</p> <p><b>Benchmark 7:</b> Evaluation findings are used effectively.</p>	<p>These were submitted to the United Nations General Assembly at its fifty-ninth session in a document dated 10 February 2005.<sup>1</sup> CEB members consider that the existing interagency mechanisms and processes in the framework of the High-Level Committee on Programmes and the High-Level Committee on Management provide more than adequate forums for the exchange of views and experience concerning harmonization of the implementation of results-based management approaches system-wide. However, there is agreement that, as mentioned in paragraph 38 of Part II of the report, the United Nations System Staff College could have a positive role to play, particularly in strengthening system-wide human resources development to support results-based management.</p>

<sup>1</sup> See document A/59/617/Add. 1.

Title	Purpose	Recommendations	Position of the WHO Secretariat
		<p><b>Benchmark 8:</b> RBM is effectively internalized throughout the organization.</p> <p><b>Benchmark 9:</b> A knowledge management strategy is developed to support RBM.</p> <p><b>Part II: Delegation of authority and accountability in human resources management</b></p> <p><b>A. Delegation of authority</b></p> <p><b>Benchmark 1:</b> The vertical chain of command is clear and unambiguous.</p> <p><b>Benchmark 2:</b> Delegation of authority is clearly determined.</p> <p><b>Benchmark 3:</b> Delegation of authority is clearly defined in general administrative instruments and/or individual delegation orders, and is consistent.</p> <p><b>Benchmark 4:</b> Adequate management information systems support the delegation of authority.</p> <p><b>Benchmark 5:</b> Managers are empowered through adequate access to information.</p> <p><b>Benchmark 6:</b> Managers are empowered through adequate central support services and help desks for human resources management.</p> <p><b>Benchmark 7:</b> Managers demonstrate required competencies.</p> <p><b>Benchmark 8:</b> Managers are empowered through adequate training.</p> <p>[<b>Note:</b> The benchmarks on accountability and managing for performance and contracts have not been reproduced here for reasons of space, but can be found in the relevant JIU reports.]</p>	



Title	Purpose	Recommendations	Position of the WHO Secretariat
<p><b>JIU/REP/2004/9</b>  <b>Procurement practices within the United Nations system</b></p>	<p>To identify opportunities for increasing procurement efficiency and effectiveness in the United Nations system, especially through productivity enhancement, improved cooperation and coordination and technological innovations.</p>		<p>The Secretariat's position generally reflects the views submitted to the United Nations General Assembly at its fifty-ninth session by CEB in its document of 13 June 2005.<sup>1</sup></p> <p>The report is an important study that comes at a time when both the organizations of the United Nations system and the Member States are focusing on greater transparency and accountability together with more efficient and cost-effective procurement. The report explores various opportunities for increasing the efficiency and effectiveness of procurement services within the United Nations system, including through productivity enhancement and coordination and interagency cooperation and coordination and technological innovation. It also raises issues associated with procurement services within the United Nations system, while recognizing that procurement is now seen as a high-profile and high-risk function rather than an obscure administrative activity.</p> <p>CEB members are generally in agreement with the findings and the recommendations of the Unit concerning rationalization of processes, establishment of unified reporting and accountability, training of staff, use of procurement manuals, common services, electronic methods and capacity building in public procurement agencies in recipient countries.</p>

<sup>1</sup> Document A/59/721/Add.1.

Title	Purpose	Recommendations	Position of the WHO Secretariat
	<p><b>Rec.1:</b> The Secretary-General of the United Nations should continue to evaluate the results achieved to date by the Procurement Working Group of the Task Force on Common Services at headquarters and other locations, including findings on procurement performance benchmarks and other best practices resulting from procurement reforms at headquarters and other locations; the evaluation report should be discussed by HLCCM [the High-Level Committee on Management of the CEB] and IAPWG [the Inter-Agency Procurement Working Group] members, which in turn should adopt recommendations for its procurement community as appropriate (para. 12).</p> <p><b>Rec.2:</b> IAPWG should adopt, approve and implement the concept of lead agency and promote a division of labour among the organizations, aimed at further rationalization of procurement practices by its members. The emphasis as may be applicable on increased consolidation of procurement overhead costs and structures within the United Nations system, in order to enhance division of labour among its members, reduce duplication in the procurement of common user items, and maximize the use of organizational core competencies, including the lead agency concept (para. 20).</p>	<p><b>Rec.1:</b> This recommendation is acceptable. CEB members note in this regard that in its resolution 55/220 A, the General Assembly commended the procurement Services of the Secretariat. In resolution 57/279, the General Assembly also noted the efforts made by the Secretary-General to hold procurement seminars in various cities, particularly those in developing countries and countries with economies in transition. The implications of the resolution were discussed by the Inter-Agency Procurement Working Group during its deliberations on procurement reform. In addition, since 2004, the High-Level Committee on Management of the CEB has incorporated the work of the Working Group into its agenda, and procurement benchmarking was provisionally on the agenda of the thirtieth meeting of the Working Group, held in Moscow in May 2005.</p> <p><b>Rec.2:</b> CEB members are not convinced that the recommended action could be achieved by centralizing the procurement function of the organizations within the United Nations system. Moreover, they observe that there is little in the report that suggests practical approaches, acceptable to the organizations of the system, for increasing the consolidation of procurement overhead costs and structures in order to achieve substantial gains in efficiency and effectiveness. CEB members point out that, although the “lead agency” approach is a positive development, not all organizations in a lead agency position are prepared to act as service providers to the other organizations on a regular basis, and such organizations may be unwilling to take on a significant increase in procurement functions. Moreover, although they feel that the lead agency approach may be appropriate for procurement of common non-industrial items, this should not be interpreted as conferring upon the supplier(s) selected</p>	

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			<p>by the lead agency exclusive rights for selling services and goods to the United Nations system. CEB members feel that having a lead agency should not exclude the possibility of obtaining better contractual terms from local suppliers, especially for headquarters and field requirements. In the experience of some members of CEB, the best procurement results have not always been obtained by relying on the lead agency concept and it is important to maintain a degree of flexibility in this regard.</p> <p>The members of CEB also emphasize that centralization, including through the lead agency approach, could result in a monopolistic market situation in which purchasing is channelled through a relatively small number of suppliers. This in turn would reduce the opportunities for manufacturers from developing countries to sell their products to the United Nations system.</p> <p>Some members of CEB are of the view that the procurement of specialized industrial services and equipment constitutes an integral part of the technical cooperation programme of the specialized agencies and that this usually evolves during the programme implementation cycle. From this standpoint, procurement should be considered as a strategic rather than a routine function for the specialized agency. This would virtually rule out outsourcing to a centralized service. In contrast, the procurement of common non-industrial items would probably be more amenable to centralization, provided certain cost-effectiveness criteria were met.</p>

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		<p><b>Rec.3:</b> The executive heads of the International Civil Aviation Organization (ICAO), ITU and the Universal Postal Union (UPU) should bring their separate specialized procurement units under a single system of accountability for procurement operations, in particular in the case of relatively low procurement volumes (para. 29).</p> <p><b>Rec.4:</b> All executive heads should ensure that their respective procurement services have adequate and timely legal support, and that some of their existing staff receive training in the legal aspects of procurement (para. 31).</p> <p><b>Rec.5:</b> Notwithstanding the agreement reached at the 29th IAPWG meeting to focus on the project proposal entitled “Common Procurement Training Initiative for the United Nations” on a certification system for procurement officers, active consideration should continue to be given to: (a) where applicable, further increasing the procurement training budgets of the organizations; (b) integration, as far as practicable, of specialized procurement training initiatives and capacities available within the United Nations system; (c) expanded training in e-procurement methods in the context of recommendation 10(e) below; and (d) development of a technical assistance strategy supporting capacity-building in public procurement agencies in the recipient countries coupled with mobilization of resources to this end (para. 38).</p>	<p><b>Rec.4:</b> In fact, CEB members already follow this practice. They point out that their respective procurement units have adequate and timely access to legal support and that, for the future, the required legal skills may be obtained through well-designed training activities or via closer working arrangements with the legal office in the organizations of the system.</p> <p><b>Rec.5:</b> CEB members note, in the context of this recommendation, that a trainers’ training programme and the certification of procurement officers in the United Nations Secretariat will be implemented in May and June 2005. UNDP is launching a specific programmatic initiative in 2005 to support capacity building in procurement in developing countries. Some members of CEB are in favour of accelerating the implementation of the training project of the Inter-Agency Procurement Working Group, and consider that the Working Group and the Inter-Agency Procurement Services Office should join their efforts in the organization of training programmes on procurement for the benefit of the United Nations system as a whole and, in so doing, should draw upon the best practices and experiences of public- and private-sector procurement.</p>

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		<p><b>Rec.6(a):</b> The executive heads of the organizations should ensure that procurement manuals exist in the working languages of the secretariats of the organizations in line with the relevant multilingual policies of the organizations concerned, in order to foster the integrity of the procurement process in all field offices (para. 43).</p> <p><b>Rec.6(b):</b> IAPWG should arrange for the further development of its existing common procurement guidelines into a generic system-wide policy and procedures manual to serve as a benchmark which articulates common procurement principles and stages as well as standard quality outcomes, and significantly streamlines procurement procedures to be applied individually and collectively at all duty stations (para. 45).</p> <p><b>Rec.7(a):</b> In view of the significant growth in procurement activities and the resultant need for more cost-effective arrangements and practices within the United Nations system, the General Assembly should request the Secretary-General, in his capacity as Chairman of CEB, to negotiate the formalization of the mandate of the interagency cooperation and coordination role of IAPWG and require it to report annually to the General Assembly through HLCM and to make action-oriented proposals on continuous improvements in the management, performance measurement and coordination of procurement services, in the light of the findings and recommendations of the present report (para. 51).</p> <p><b>Rec.7(b):</b> IAPWG should interact more regularly with other entities in the public and private procurement sector as well as with relevant academic bodies in order to keep abreast of practices, innovations and trends outside the United Nations system (para. 50(e)).</p> <p><b>Rec.7(c):</b> Strengthening of common procurement services and other cooperative arrangements at different duty stations should be pursued more deliberately as a regular item on the agenda of IAPWG meetings (para. 50(f)).</p>	<p><b>Rec.6:</b> This recommendation is acceptable. In this regard, CEB members are of the view that the emphasis of the procurement manuals should be on common system-wide guidelines that can be supplemented with agency-specific statutory elements and adopted by each organization. They also note that the United Nations Procurement Manual has already been translated into French and Spanish, and best practices and comprehensive guidelines for offices away from headquarters and field missions have been added to its 2004 update. The Manual also covers the different means and processes for cooperation with other United Nations organizations.</p> <p><b>Rec.7:</b> Members of CEB do not support part (a) of the recommendation. They are of the view that the formal aspects of reporting on procurement are already on the agenda of the High-Level Committee on Management of the CEB (the Inter-Agency Procurement Working Group started reporting on procurement to the Committee in 2003), and thus formalizing the mandate of the Working Group adds no value. Moreover, they are not convinced that that further reporting on the subject will necessarily improve the positive results already being achieved. CEB members stress the importance of retaining the informal nature of the networking among the relevant actors in the Working Group framework, which encourages an efficient exchange of ideas between procurement practitioners.</p> <p>Parts (b), (c) and (d) of the recommendation are acceptable.</p>

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		<p><b>Rec.7(d):</b> In conjunction with recommendation 1 above, the procurement reform experience of various organizations that have implemented reforms in recent years should be shared in detailed and systematic fashion with the other organizations (para. 56).</p> <p><b>Rec.8:</b> In accordance with relevant General Assembly resolutions on common services within the United Nations system, the Secretary-General should undertake as soon as possible, with the assistance, if necessary, of an external consultant specializing in corporate mergers, a detailed review of the feasibility and efficiency benefits of the following measures:</p> <p><b>Rec.8(a):</b> Further strengthening of procurement reform at headquarters by establishing a central procurement facility at headquarters by 2010 with a view to providing energetic leadership and a frame of reference for similar streamlining of procurement activities at other duty stations, especially in the field (para. 62-63).</p> <p><b>Rec.8(b):</b> As an intermediate stage to that goal, consolidation of the procurement overhead structures and costs of the funds and programmes based at headquarters (para. 62).</p> <p><b>Rec.8(c):</b> Ways and means of strengthening collaboration and avoiding overlap between UNOPS [the United Nations Office for Project Services] procurement service and IAPSO [the Inter-Agency Procurement Services Office], including the option of merging the two entities, while ensuring that, in the event of a merger, the interagency services currently provided by IAPSO will be continued by a successor entity.</p> <p><b>Rec.8(d):</b> Should UNOPS and IAPSO be maintained as separate entities, UNDP should continue to cover the full costs of the interagency services provided by IAPSO (para. 59).</p> <p><b>Rec.8(e):</b> Extending, as appropriate, the measures recommended under (a) above to other duty stations, especially the United Nations Office at Vienna, the United Nations Office at Nairobi and field duty stations (para. 70).</p>	<p><b>Rec.8:</b> CEB members are not in agreement with parts (a), (b) and (e) of this recommendation. They are of the view that the report does not demonstrate convincingly that a single procurement facility could offer increased efficiency and effectiveness in view of the different mandates involved, the diversity and range of products procured, as well as the differences in needs between the organizations of the system. Moreover, each organization has its own legislative body, mandate and priorities, and utilizes its own enterprise resource planning system to meet its procurement needs. CEB members believe that the current modality of consortium buying and the lead agency approach are capable of achieving the same results and benefits as a central procurement facility.</p> <p>CEB members note that, with respect to parts (c) and (d) of the recommendations, the Executive Board of UNDP is already examining the relationship between the United Nations Office for Project Services and the Inter-Agency Procurement Services Office.</p>

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		<p><b>Rec.9:</b> The executive heads should ensure that the development of e-procurement solutions in their respective organizations is guided by the following basic principles, inter alia:</p> <p><b>Rec.9(a):</b> The existence of a legal and procedural framework.</p> <p><b>Rec.9(b):</b> Interagency cooperation and coordination.</p> <p><b>Rec.9(c):</b> The promotion of an incremental approach to the establishment of e-procurement.</p> <p><b>Rec.9(d):</b> The development of a relevant new skill set through training and retraining programmes (para. 83).</p> <p><b>Rec.10:</b> In view of the growing importance of the issue of government transparency in public procurement in the context of World Trade Organization agreements, as recently endorsed by General Assembly resolution 55/247 of 1 May 2001 on procurement reform, the executive heads of the organizations should, upon request, develop technical capacity-building support in their procurement portfolio programmes to support capacity-building in public procurement agencies in the recipient developing countries so that they can participate actively and strengthen their abilities to participate in procurement. The programmes in question should aim to complement ongoing activities in this area of the World Bank, OECD, ILO Turin Centre and IAPSO, among others (para. 91).</p>	<p><b>Rec.9:</b> CEB members note that electronic procurement is already being pursued by the organizations of the system. Furthermore, the revised Financial Regulations and Rules of the United Nations already allow for electronic procurement, including electronic signatures. WHO has launched an organization-wide procurement system called WHO WebBuy. UNDP, through the Inter-Agency Procurement Services Office, also has an advanced e-procurement platform and is expecting an e-procurement solution globally in 2005 as part of the introduction of its enterprise resource planning system. WMO is launching an “iProcurement” system as part of its project on integrated resources management. From a system-wide standpoint, however, the organizations of the system would need to deal with issues of data exchange and the interface between various systems, including benchmarking with non-United Nations public sectors, before e-procurement can be considered for the United Nations system as a whole.</p> <p><b>Rec.10:</b> Although CEB members appreciate the intention behind this recommendation, they are nonetheless concerned that its implementation may not be feasible at this juncture as the procurement services within the United Nations system need to achieve a greater degree of harmonization. CEB members also express reservations concerning the need to take special measures for capacity building both within the organizations themselves and in their counterparts engaged in public procurement. CEB members note that some organizations, namely UNDP and UNICEF, have already initiated actions along this line or are planning to launch special</p>

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<p><b>JIU/REP/2004/10</b>  <b>Harmonization of the conditions of travel throughout the United Nations system</b></p>	<p>To conduct a comparative analysis of various elements of travel – categories, class and means of travel, stopovers, subsistence allowances, terminal expenses, lump sum option – of officials travelling at the expense of the United Nations, and propose measures aimed at harmonizing travel policies and practices throughout the organizations of the United Nations system.</p>	<p><b>Rec.1:</b> The General Assembly should mandate the Secretary-General to review, within the framework of the United Nations Chief Executives Board for Coordination (CEB), the criteria used to determine the class of travel of staff members, with a view to adopting a common policy at the United Nations system level in particular with regard to the minimum travel time for entitlement to business class. CEB should take into account the recommendation of the International Civil Service Commission contained in its annual report of 1997.<sup>1</sup></p> <p>Among other factors to be taken into account are the drastic changes in the airline industry in recent years and the resulting deterioration of travel conditions, the increase in travel time as a consequence of tightened security and the opinion of the United Nations Medical Service on the health risks of long haul air travel and measures to minimize them (including the possibility of establishing a threshold by age for entitlement to business class).</p> <p>In addition, as a rule, only the heads of the organizations should travel first class and travel entitlements of high-ranking officials should align to business class in order to achieve greater uniformity (paras. 23-30).</p>	<p>programmes this year on a pilot basis, while others, like WMO, have fully recognized the importance of this question and are devoting significant attention to it.</p> <p><b>Rec.1:</b> The Secretariat considers that it is important to adopt a common policy regarding class of travel entitlement when participating in joint United Nations negotiations so that a significant volume can be shared on the same class of travel for routes of similar travel duration.</p> <p>As far as duty travel is concerned, WHO's current policy allows staff to travel business class when travel duration is six hours or more; temporary advisers and experts may do this when travel duration is nine hours or more.</p> <p>Other organizations' policies are varied, ranging from allowing travel by business class for any duration to imposing use of economy class for all journeys. WHO's current policy seems, therefore, to represent an acceptable compromise for harmonizing travel entitlements between all organizations concerned.</p> <p>The Secretariat believes that the option of determining class of travel entitlement by age category would be extremely difficult to apply as it would generate considerable additional administrative work in contradiction with current reforms designed to simplify travel processing. Medical concerns, however, should be taken into consideration.</p>

<sup>1</sup> Document A/52/30 "Report of the International Civil Service Commission for the year 1997", paragraph 275.



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		<p><b>Rec.2:</b> The executive heads of the organizations of the United Nations system which have not yet done so, namely WHO, ITU, WIPO and UNFPA, should extend the lump sum option to family visit and education travel.</p> <p>The Secretary-General, within the existing interagency coordination mechanisms, should examine the benefits of extending the lump sum approach to other categories of travel (on appointment, change of duty station, separation and interviews) taking into account the experience of other organizations already applying it. In this regard, the Inspector supports the recommendation of the Open-ended High-level Working Group on the Strengthening of the United Nations, Action 25(a), to apply the payment of a lump sum for repatriation travel (paras. 52, 53 and 61).</p> <p><b>Rec.3:</b> The executive heads of the organizations of the United Nations system paying a lump sum amount for home leave, family visit and education travel should use as a benchmark 75 per cent of the full economy fare (the International Air Transport Association (IATA) published fare, by most direct route) (paras. 55-60).</p>	<p><b>Rec. 2:</b> The Secretariat welcomes the proposal to extend the lump-sum option to family visits and education grant travel, which would be a major step towards streamlining statutory travel processing.</p> <p>The Secretariat considers that it would also be desirable to extend the option to any other type of statutory travel (e.g. one-way approved travel, and travel for repatriation or reassignment), with the exception of recruitment travel, which is difficult to organize when overseas recruitment is concerned. One option would be to allow those travelling to purchase their own tickets from their place of residence for recruitment travel, with an agreed amount to be refunded when processing the travel claim. The same could apply for interviews as “self-purchased” ticket processing would seem simpler to apply than the lump-sum option for this type of travel.</p> <p><b>Rec.3:</b> In the Secretariat’s view, the discussion should remain open on this point. In the interests of harmonization within the United Nations system, it might be possible to discuss lowering the percentage applied by WHO for calculating the home leave lump sum. Currently set at 80% of a full-fare economy class return ticket on the direct route, it could be reduced to 75%. Extending the lump-sum approach to other types of statutory travel (see recommendation 2) could be presented as a “package deal”, to include home leave lump-sum percentage harmonization.</p> <p>Experience in the field has shown that calculating an acceptable percentage on all routes can be difficult. The 80% entitlement for home leave is generous where major travel markets are concerned – namely Europe, the Americas and South-East Asia – but it is</p>

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		<p><b>Rec.4:</b> The executive heads of the organizations of the United Nations system which have not yet done so, namely the United Nations, the Universal Postal Union (UPU), ICAO, WIPO, ILO, IMO, WHO, ITU and WMO, should discontinue the existing provisions requiring evidence of travel under the lump-sum option, in line with the recommendation of the Open-ended High-level Working Group on the Strengthening of the United Nations, Action 25(a). Instead, travellers' self-certification, along with an adequate audit process (through random checks of supporting documentation to be kept by the staff members), should be implemented (paras. 62-63).</p> <p><b>Rec.5:</b> The General Assembly should request the Secretary-General to discontinue the practice of reporting exceptions to the approved class of travel. Existing related internal control mechanisms should remain in place. Clear criteria should be established for exceptions, particularly for upgrading travel to first class for reasons of eminency and on medical grounds. The General Assembly should legislate on the standard of accommodation applicable to the Deputy Secretary-General, the President of the General Assembly and the personal aides/security officers travelling with the Secretary-General so as to discontinue the repeated treatment of these cases as exceptions (paras. 33-36).</p>	<p>too low on some regional routes, where only full fare is available. Providing standard home leave entitlements (non-lump sum, with ticket and excess baggage provided by the Organization) might be more appropriate in such situations.</p> <p>Great care should be taken to determine the exact percentage for lump-sum amounts; consideration should also be given to the particular circumstances of each organization (e.g. in terms of route structure or available fares).</p> <p><b>Rec.4:</b> WHO shares the reservations contained in the CEB comments on this recommendation, which point to the increased risk of fraud under a self-certification arrangement and argues that this would have to be counterbalanced by a significant streamlining of the administrative processes related to travel.</p> <p><b>Rec.5:</b> The Secretariat does not report exceptions externally. Its current procedure includes forwarding documented requests to the Travel Officer, whose decision is taken once all the alternatives (including airline choice, route flown and the possibility of upgrading to higher fares) have been fully analysed. Regular audits are performed internally.</p>

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		<p><b>Rec.6:</b> The executive heads of the organizations of the United Nations common system should enforce the use of alternative modes of transportation when more cost effective in the interest of the organizations. Relevant rules and provisions should be modified as applicable in each case (paras. 37-43).</p> <p><b>Rec.7:</b> The use of rented cars should be regulated (para. 44).</p> <p><b>Rec.8:</b> In the interest of streamlining procedures for reimbursement of travel by private car, the Secretary-General should review the current mileage system with a view to replacing it by a standard rate to be applied worldwide by the organizations of the United Nations system (paras. 45-48).</p> <p><b>Rec.9:</b> The executive heads of the organizations which do not pay full advance of subsistence and/or terminal expenses (ILO, WHO, UNESCO, ICAO, UPU and IMO) should introduce this best practice currently in place in various organizations of the system in order to reduce workload for processing of travel claims. Organizations should seek to automate (online) the processing of travel claims (paras. 68-71).</p> <p><b>Rec. 10:</b> The executive heads of the organizations of the United Nations system where staff members travel business class should increase the threshold for the granting of stopovers for rest purposes from 10 to 16 hours. Conversely, staff members not travelling in business class should be entitled to have a stopover after a 10-hour journey (paras. 64-67).</p>	<p><b>Rec.6 and Rec.7:</b> The Secretariat already encourages its travellers to use other means of transportation (i.e. car or train) on any route where applicable, in order to reduce travel costs.</p> <p><b>Rec.8:</b> The Secretariat welcomes the idea of reviewing the current United Nations mileage system in order to simplify refunding of private car travel. As the CEB has pointed out in its comments however, the setting of guidelines and mileage systems is within the purview of ICSC. The United Nations Secretariat intends to raise the matter with ICSC at the next review of travel entitlements and their application.</p> <p><b>Rec.9:</b> The Secretariat is currently reforming its advance payments procedure in order to streamline the process. A new policy took effect as of October 2004.</p> <p><b>Rec.10 and Rec.11:</b> Duty travel: requests for official stopovers en route are rare. Statutory travel: A review of the statutory travel stopovers entitlement could be made part of the “package deal” of reform for statutory travel mentioned in recommendations 3 and 4 above. If approved by the relevant personnel officer, WHO staff may, for security or medical reasons, be granted an alternative destination for home leave. Discussion on home-leave minimum duration should be integrated into the reform mentioned above.</p>

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<p><b>JIU/REP/2005/3</b>  <b>Policies of United Nations system organizations toward the use of open source software (OSS) in the secretariats</b></p>	<p>To contribute in raising awareness on the increasing use of open source software (OSS) by public administrations worldwide and to highlight some of the requirements to be met by United Nations system organizations in creating an enabling environment if they intend to make more use of OSS as indicated in the new United Nations system-wide information and communication technology (ICT) strategy.</p>	<p><b>Rec.11:</b> The executive heads of the respective United Nations system organizations that have not yet done so, should adopt provisions based on best practices with regard to reverse education travel, travel of breastfeeding mothers, travel of single parents, possibility of choosing an alternative place of home leave taking into account the nationality of the spouse, and the minimum number of days to be spent in the country of home leave (paras. 11-14).</p> <p><b>Rec.12:</b> The General Assembly may wish to request the Secretary-General to initiate, in the framework of CEB, a review of the standards of travel and entitlements for members of various organs and subsidiary organs of the United Nations and organizations in the United Nations system, with a view to formulating proposals for harmonizing these standards at the United Nations system level (paras. 72-75).</p> <p><b>Main findings and recommendations</b>  <b>A:</b> Open source software (OSS) has become mainstream and has been recognized in many cases as a valid alternative to corresponding closed source software (CSS). Its availability contributes to widen the choice of software and avoid vendor lock-in by fostering competition on the market. (Chapter I, paras. 7-44).</p> <p><b>B:</b> In support of their e-Government policies, which aim to use ICT to improve access to information by all stakeholders, many Member States from both developed and developing countries have established an e-Government Interoperability Framework (e-GIF) based on open standards. In that context, many Member States and local governments are showing a growing interest in using OSS and have decided to define a software policy taking into account this new opportunity. (Chapter II, paras. 45-81).</p>	<p><b>Rec.12:</b> Not applicable to WHO. As stated in the CEB comments, the High level Committee on Management, through its human resources and finance and budget networks, periodically reviews the standards for travel and entitlements across the organizations of the system.</p>
		<p><b>Main findings, item A:</b> Open source software presents itself as an alternative information systems solution; but it is not a cost-free solution. The costs associated with open source software, including the cost of acquiring the necessary expertise to support the platforms or systems involved, have to be considered along with the benefits noted by JIU.</p> <p><b>Main findings, item B:</b> The Secretariat is interested in the experiences of other organizations, particularly organizations in diverse locations, including those where there is an abundance of technology expertise and good infrastructure and those where there is little access to either skills or infrastructure in relation to information and communication technology.</p> <p>Operating globally, the Secretariat is moving to create a global environment for information and communication technology. Any standards or solutions for this technology have to take local conditions into account.</p>	

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	<p><b>C:</b> At the international level, a number of policy statements have stressed the importance of universal access to information and communication services as well as the need for United Nations system organizations to strengthen their capacity to create, share and disseminate information and knowledge. In order to achieve that objective, it is essential to define guiding principles on the basis of which the secretariats would then need to agree on and abide by the set of standards required not only to allow the necessary compatibility among their diverse ICT systems but also to make interoperable the data and information resident within those systems. (Chapter III, paras. 82-94).</p>	<p><b>D:</b> In compliance with a request from the General Assembly in its resolution 57/295, the Secretary-General, as Chairman of the Chief Executives Board (CEB) for Coordination proposed a United Nations system-wide ICT strategy containing an ICT Charter outlining fifteen “key strategy initiatives” including one on OSS. The ICT Charter recognizes inter alia the need “to further exploit opportunities to mitigate software costs through increased usage of <b>appropriate open source software</b>” . Considering that many public administrations including United Nations system organizations are largely dependent on closed source software platforms, the recognition of the potential benefits of using OSS should translate into a new software policy to be aligned with the guidelines and standards referred to above. (Chapter III, paras. 89-94).</p>	<p><b>Main findings, item C:</b> The requirements for compatibility and interoperability between systems have to be considered in the light of the business process or processes served by the system. If the business processes are not common between organizations, there is little point in trying to standardize information and communication technology systems.</p> <p>Standards and interoperability are important and, in general terms, desirable; however, they are not cost free, particularly in the context of application across multiple organizational entities. The need for interoperability and the processes for which it is required must be identified and demonstrated on business grounds at the agency level. The choice of the standards that should be adopted must be justified; the resulting benefits must also be made clear.</p> <p><b>Main findings, item D:</b> The Secretariat is not convinced that, at present, greater use of open source software can mitigate software costs. It is already being used in several locations and the product was generally chosen because it was the best solution to a business need – not because it was the least expensive.</p> <p>The Secretariat will continue to look at the total cost of its information technology platforms, and make purchasing decisions based on a full understanding of the costs and benefits of the alternatives available.</p>

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	<p><b>Rec.1:</b> In line with its resolution 57/295 and in order to guarantee universal access to information and to foster knowledge sharing, the General Assembly should affirm that the following principles should guide the adoption of a software policy by United Nations system organizations:</p> <ul style="list-style-type: none"> <li>• <b>Principle 1:</b> All Member States and other stakeholders should have the right to access public information made available in electronic format by the organizations and no one should be obliged to acquire a particular type of software in order to exercise such a right;</li> <li>• <b>Principle 2:</b> Organizations should seek to foster the interoperability of their diverse ICT systems by requiring the use of open standards and open file formats irrespective of their choice of software. They should also ensure that the encoding of data guarantees the permanence of electronic public records and is not tied to a particular software provider.</li> </ul> <p><b>Rec.2:</b> For the implementation of the above principles, the Secretary-General, as Chairman of CEB should take stock of the experiences of Member States and undertake the necessary consultations within CEB in order to establish a United Nations system-wide Interoperability Framework (UNIF) and to report accordingly to the General Assembly at its 61st session. The proposed UNIF should take into account a number of elements including the following:</p>	<p><b>Rec.1, Principle 1.</b> The Secretariat supports the general intention of this recommendation.</p> <p><b>Rec.1, Principle 2:</b> The Secretariat believes that interoperability requirements are driven by business requirements and processes. Although in general terms it is desirable for data encoding not to be tied to a particular software provider, there are practical limitations that need to be considered. When nearly all corporate systems software is provided by a small number of global companies, and when most technical staff know only these systems (the longevity of which is ensured by their success in the market place) then it is appropriate for the United Nations to recognize this reality in order to take advantage of the cost structure in use in the corporate world.</p>

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		<p><b>Rec.2(a):</b> UNIF should be based on open standards and open file formats with a view to foster a unified approach to data encoding and sharing for the benefit of all stakeholders.</p> <p><b>Rec.2(b):</b> Any new information system, software application and/or related upgrades or replacements should comply with UNIF except in such justifiable instances approved by the respective Chief Information Officer or ICT manager of each organization.</p> <p><b>Rec.2(c):</b> Customized or bespoke software should be owned by the organizations and be made available as appropriate to other system organizations and public administrations of Member States or licensed as OSS.</p> <p><b>Rec.2(d):</b> Organizations should seek to avoid lock-in to proprietary ICT products or services and in that regard, they should level the playing field as a matter of policy by giving equal consideration to all appropriate solutions available on the market including OSS solutions, as long as such products and services comply with the requirements under UNIF and it being understood that the final choice is made on the basis of value for money.</p> <p><b>Rec.3:</b> Based on the outcome of the United Nations General Assembly's consideration of the system-wide ICT strategy, executive heads of other organizations should submit in due course the strategy to their respective governing bodies, along with implications for aligning existing ICT strategies with the new system-wide strategy and for implementing the UNIF suggested above.</p>	<p><b>Rec.2(a):</b> The United Nations system-wide Interoperability Framework, if developed, should have the objective of allowing an agency to continue to use its platform of choice, while still providing open standards and file formats.</p> <p><b>Rec.2(b):</b> The Secretariat supports the general intention of this recommendation; however, any costs incurred by moving to Interoperability Framework standards will also need to be justified as part of the business case for the new information system.</p> <p><b>Rec.2(c):</b> The management processes for implementing this approach would need to be clarified. Experience has shown that there are obstacles to successful implementation; managing and funding the maintenance and enhancement of such systems, for example, can pose a challenge.</p> <p><b>Rec.2(d):</b> The Secretariat agrees with the principle that such choices must reflect an effort to find the software that best fits the Organization and represents the best value for money. This means taking into consideration the need for a manageable and sustainable long-term solution at cost-effective levels.</p> <p><b>Rec.3:</b> Successful integration into an individual agency of the proposed system-wide information and communication strategy requires sustained and detailed collaboration on strategies between organizations. Roadmaps for achieving convergence of strategies must be developed; the implications of doing so will also have to be approved by the Secretariat's high-level committee for information and communication technology.</p>

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	<p><b>Rec.4:</b> The Secretary-General as Chairman of CEB should take the necessary measures to establish a data repository of mature OSS solutions used by United Nations system organizations and which could be accessed by the organizations and by public entities of Member States and other interested parties.</p> <p><b>Rec.5:</b> As a follow-up to the CEB review of key initiatives mentioned in the ICT Charter,</p> <p><b>Rec.5(a):</b> The Secretary-General as Chairman of CEB should include in an addendum to his further report on the ICT strategy requested by the General Assembly for the 60th session, relevant indications concerning the level of priority, savings potential, risk, effectiveness and organizational interest for implementing the proposed OSS initiative.</p> <p><b>Rec.5(b):</b> Executive heads should assess the total cost of ownership (TCO) of their current platforms and they should implement processes measuring the total economic impact of their IT [information technology] investments including their use of OSS and CSS as well as the implications for Member States. The results of their findings should be reported to their respective governing bodies in the framework of their Programme Budget performance review.</p> <p><b>Rec.6:</b> On the basis of past attempts at system-wide coordination on ICT matters, the General Assembly should:</p> <p><b>Rec.6(a):</b> Decide that the establishment of any new CEB mechanism on ICT coordination will be considered only after the CEB members: (i) have agreed on the mandate, mode of financing, powers and expected outputs of such body in relation to the proposed United Nations Interoperability Framework referred to above in Recommendation 2; and (ii) have provided reasonable assurance that agreed recommendations will be followed up and their implementation duly reported to governing bodies.</p>	<p><b>Rec.4:</b> This is certainly one approach to information-sharing, however history has shown that, used as a tool for management decision-making, a data repository tends to be passive and therefore rather weak. A “Portfolio Management” approach focuses on managing application portfolios from a business process rather than a technology point of view. This would be more helpful to organizational management decision-making.</p> <p><b>Rec.5(b):</b> The total cost of ownership of current platforms is well understood. In many cases, open source software is not able to replace these platforms, so a comparison cannot be made.</p> <p><b>Rec.6:</b> Cooperation can only be considered successful when it shows a return on investment. The Secretariat suggests that in implementing this recommendation the agencies should first agree objectives and mechanisms for encouraging cooperation and for making funding available in order to achieve the expected return on investment. If this recommendation is to be successful, business needs must be aligned within each agency and workplans and priorities must be aligned across agencies.</p>	<p><b>Rec.4:</b> This is certainly one approach to information-sharing, however history has shown that, used as a tool for management decision-making, a data repository tends to be passive and therefore rather weak. A “Portfolio Management” approach focuses on managing application portfolios from a business process rather than a technology point of view. This would be more helpful to organizational management decision-making.</p> <p><b>Rec.5(b):</b> The total cost of ownership of current platforms is well understood. In many cases, open source software is not able to replace these platforms, so a comparison cannot be made.</p> <p><b>Rec.6:</b> Cooperation can only be considered successful when it shows a return on investment. The Secretariat suggests that in implementing this recommendation the agencies should first agree objectives and mechanisms for encouraging cooperation and for making funding available in order to achieve the expected return on investment. If this recommendation is to be successful, business needs must be aligned within each agency and workplans and priorities must be aligned across agencies.</p>



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		<p><b>Rec.6(b):</b> Request the Secretary-General as Chairman of CEB to give full consideration to all possibilities of using existing mechanisms such as the United Nations Staff College, the United Nations Institute for Training and Research (UNITAR), the International Computing Centre (ICC) and the United Nations University (UNU) for relevant aspects of the implementation of any new initiative, including OSS.</p>	