JIU/NOTE/78/2

Note on Staff Welfare in the United Nations, some Specialized Agencies and IAEA

Prepared by
C. E. King
Joint Inspection Unit

Joint Inspection Unit

Geneva
March 1978

JIU/NOTE/78/2

NOTE ON

STAFF WELFARE IN THE UNITED NATIONS, SOME SPECIALIZED AGENCIES AND IAEA

Prepared by

C. E. King

Joint Inspection Unit

Geneva

March 1978

GE.78-4390

Table of Contents

		Paragraphs	Pages
INTRODUCTION		1 - 8	1 - 2
PART I.	STAFF WELFARE ARRANGEMENTS		
	Section A. Financial Assistance	9 - 34	3 - 9
	Section B. Provision of Facilities	35 - 118	9 - 27
	Section C. Advice and Services	119 - 138	27 - 33
	Section D. Support for Welfare Activities of Staff Organizations	139 - 170	33 - 38
PART II.	ADMINISTRATIVE AND POLICY QUESTIONS	171 - 198	39 - 47
PART III.	SUMMARY OF PRINCIPAL RECOMMENDATIONS	1 - 18	48 - 49

INTRODUCTION

1. The main object of this study is to describe, in comparative and factual terms, the various kinds and degrees of support (administrative and financial) given by the executive authorities of the United Nations and of the larger specialized agencies and the International Atomic Energy Agency (IAEA), within the framework of their regulations, to staff welfare activities and institutions. The following organizations are covered by the study:

United Nations (New York)
United Nations (Geneva)
Economic Commission for Africa (ECA)
Economic Commission for Latin America (ECLA) (Santiago)
Economic Commission for Latin America (ECLA) (Mexico City)
Economic Commission for Western Asia (ECWA)
Economic and Social Commission for Asia and the Pacific (ESCAP)
Food and Agriculture Organization of the United Nations (FAO)
International Atomic Energy Agency (IAEA)
International Civil Aviation Organization (ICAO)
International Labour Organization (ILO)
United Nations Development Programme (UNDP)
United Nations Educational, Scientific and Cultural Organization (UNESCO)
United Nations Industrial Development Organization (UNIDO)
World Health Organization (WHO)

2. A secondary object has been to offer such comments and recommendations as seemed appropriate, bearing in mind that, in the field of staff welfare as in other fields, the problems and the possible solutions vary from one organization to another, and that uniformity of practise is not desirable or possible in all cases. To take an obvious example, a small organization cannot be expected to provide physical facilities on the same scale as a large one.

3. The concept of "staff welfare" is a complex one which involves far more than merely physical facilities such as canteens and recreation rooms. A precise definition seems impossible. For this reason, the subject has been approached on a pragmatic basis by means of a questionnaire covering those activities and institutions which seemed to the Inspector to fall under the heading of staff welfare. Some of the choices and exclusions are no doubt open to argument; it was decided, for example, to omit staff training on the grounds that it is more concerned with improving efficiency than with promoting staff welfare.

4. Certain welfare benefits and facilities are common (with variations) to the organizations covered by this study, forming part of their social security legislation as laid down in the staff rules and regulations approved by their respective legislative bodies. Most of these benefits and facilities have been the subject of intensive study by various bodies, including the Joint Inspection Unit (JIU), and further studies may be expected. In view of this, the present study has confined itself to noting their existence and main features under the appropriate questions. The benefits in question are:

(a) those provided by the United Nations Joint Staff Pension Fund (retirement pay, dependents' allowances etc.);

(b) other benefits provided under the "common system" of pay and allowances (e.g. compensation for service-incurred death or disability);

(c) health and other insurance facilities.

5. The present study is not concerned with analysing the machinery set up under the staff rules and regulations of the organizations under survey to ensure and facilitate consultation between the staff and the Administration on questions of mutual interest, such as the Staff Council and the joint machinery set up under Article VIII of the United Nations Staff Rules and Regulations. Such analysis would go beyond the scope of the study, as defined in paragraph 1 above.

6. Except with reference to the Regional Commissions listed in paragraph 1 above, the study does not deal specifically with field staff or with the question of the extent to which the benefits and facilities available to headquarters staff are also available to field staff. The Inspector feels that this question would require separate treatment. It is clear, however, both from the replies from the Regional Commissions and from the references to field staff in the replies from the other organizations concerned, that although many welfare benefits are available to field staff, some are not, and that even those which are available in theory are not always so in practice. This may sometimes be due to external factors, as e.g. in the case of ECWA, which is occupying temporary premises; moreover, not all that is possible and desirable in a large headquarters organization, situated in a highly developed country, is possible, or even desirable, in a relatively small field station. In the Inspector's opinion, however, the situation should be reviewed in each of the headquarters organizations covered by this study with the object of ensuring that, so far as appropriate and reasonably practicable, field staff, including locally recruited staff, should have access to the same welfare benefits and facilities as headquarters staff. It is only fair to add that most of the organizations concerned, especially those with large numbers of field staff, appear to have made good progress in this direction.

7. The Inspector takes the opportunity to express his thanks to all those who have supplied him with information in reply to the questionnaire and to his further enquiries. He hopes that the present study will be of use to those concerned with personnel management and staff relations, of which staff welfare is an essential part, and with rates of pay and conditions of service, to which staff welfare is obviously relevant.

8. In the Inspector's letter forwarding the original questionnaire, it was suggested that the latter should be made available to Staff Associations. He suggests that the present study should also be made available to them.

PART I - STAFF WELFARE ARRANGEMENTS

Section A - Financial Assistance

Question A.1: Are any post-retirement benefits paid to staff members other than those provided under staff regulations and rules? If so, please give details, including total payments in each of the past three years.

9. Article VI and Chapter VI of the Staff Rules and Regulations of the United Nations, and the corresponding regulations of the other organizations covered by this study, provide for the compulsory participation of staff members in the United Nations Joint Staff Pension Fund (UNJSPF). Almost all the organizations of the United Nations system participate in the Fund, the object of which, as defined in its regulations, is "to provide retirement, death, disability and related benefits for the staff of the United Nations and the other organizations admitted to membership in the Fund." The Fund also provides benefits for survivors. It is jointly financed by contributions from the organizations and the staff.

10. Article VI of the United Nations Staff Rules and Regulations also lays down (Regulation 6.2) that "the Secretary-General shall establish a scheme of social security for the staff, including health protection, sick leave and maternity leave, and reasonable compensation in the event of illness, accident or death attributable to the performance of official duties on behalf of the United Nations." Similar provision is made in the regulations of the other organizations covered by this study. There are many health insurance schemes in operation in the United Nations system, and there are important differences between them, but all of them (with certain exceptions relating to General Service staff) provide for the continuation of subsidized health insurance without reduction of coverage for retired staff, for their eligible family members and for the survivors of staff members who die in service or who die as pensioners, provided such staff members or pensioners were insured for a given period (usually ten years) before separation 1/.

11. An analytical description of the various health insurance schemes in operation in the United Nations system will be found in JIU/NOTE/77/2 of June 1977, which also recommends various measures aimed at making the schemes more cost-effective and leading, by stages, to the eventual establishment of two main schemes, one for North America and the other (based in Geneva) for the rest of the world. The Inspector hopes that it will be possible in due course to carry out these recommendations.

12. Benefits are also payable to former staff members of the United Nations, or to their dependents as the case may be, in the form of compensation for sickness, injury or death attributable to the performance of official duties, as provided for in Appendix D to the Staff Rules and Regulations. Similar provision is made in the regulations of the other organizations covered by this study

---

1/ Benefits under the United Nations health insurance schemes were not available to retired staff until 1967.

13. ILO reports that, in addition to the benefits described above, "post-retirement benefits are paid from the Special Payments Fund for a small number of ex-officials or their survivors where the official's career and pensionable service was interrupted by the 1939-1945 War and, as a result, the official or his survivor is now facing hardship. The numbers involved are not large - currently fourteen cases. More importantly, the machinery of the Special Payments Fund was used for the years 1973 and 1974 to relieve pensioners (or their survivors) of the UNJSPF and ILO Staff Pension Fund who were facing hardship as a result of losses caused by the decline in value of the United States dollar. For this purpose, the Governing Body provided $55,000 for 1974 and $45,000 for 1975."

Question A.2: Can staff members receive financial assistance from a benevolent or similar fund contributed to by the organizations, or from a credit union which operates within the framework of the organization? If so, please give details of the fund, including total annual expenditure over the past three years. Under what circumstances and on whose authority are payments made? Are payments reimbursable? From what source or sources is the Fund financed?

14. For credit unions, see under Question B.7 below.

15. According to its terms of reference, the Staff Benevolent Fund at United Nations Headquarters was established in 1949 "to assist members of the staff of the Secretariat financially in time of need or distress, in those cases not administratively provided for in the staff rules and regulations and/or for the purpose of supplementing existing staff rules and regulations: in addition, for the provision of financial support to any undertaking which has as its object the improvement of the general welfare of the staff". Any United Nations staff member and also staff of UNICEF, UNDP and other United Nations organizations in New York (e.g. UNITAR) may apply for assistance from the Fund, which is administered by a Board composed of four staff members, nominated each year by the Staff Council, and the Staff Counsellor as an ex officio member. Aid normally consists of interest-free loans repaid by payroll deduction, but non-reimbursable grants are sometimes made.

16. In addition to regular contributions from the Staff Union and other sources, and to donations from individuals and institutions, the Fund receives a regular cash contribution from the Administration, as well as administrative assistance. The contribution was $5,000 a year for some years, but in 1976 the Fund's reserves were threatened with exhaustion and, in response to an emergency appeal, the annual contribution by the United Nations for 1976-1977 was increased to $8,000. This contribution is included in the total of $39,000 2/ requested for

---

2/ The original request was for $33,000: an additional $6,000 were requested in paragraph 22.37 of the Secretary-General's report on budget and programme performance for the biennium 1976-1977 (A/C.5/31/37 of 22 November 1976). The actual appropriation for the biennium was $36,000

staff welfare under Section 22F of the proposed programme budget for the 1976-1977 biennium. This total was allocated for each of the two years as follows:

	$
Headquarters Staff Benevolent Fund	8,000
Headquarters Recreational Council	2,500
UNOG	1,500
ECA	1,000
ECLA	2,500
ECWA	300
ESCAP	3,000
	17,800

leaving an unallocated balance for the biennium of $3,400.

17. The Staff Benevolent Fund at the United Nations Office in Geneva is intended, according to its statutes, "to help serving or retired staff members or their immediate families who are in financial need which they are unable to cover by loan or salary advance under the Staff Rules and Regulations of the United Nations". The Fund is administered by a Board of three staff members of whom two are appointed by the Committee of the Staff Council and one by the Director of the Office. The Staff Counsellor is also a member ex officio. It receives occasional contributions from the Staff Association (which corresponds to the Staff Union at United Nations Headquarters), which in turn receives an annual contribution of $1,500 from the total allocation in the United Nations budget for welfare (see paragraph 16 above).

18. United Nations staff members posted to the Regional Commissions and other field stations are entitled to receive help from the Staff Benevolent Fund referred to in paragraph 15 above. In addition, ECA has its own Benevolent Fund, from which grants (up to $100) and loans (up to $750, repayable within six months) may be made, but the Fund is self-financing and does not receive direct financial assistance from the Administration, although the latter provides administrative support, e.g., for the repayment of loans by payroll deduction. ESCAP is considering the establishment of a similar fund. None of the other Regional Commissions reports the existence of a fund specifically maintained for the relief of distress, but all (except ECWA) report the existence of "mutual assistance" funds from which staff members may obtain loans. Here again, however, the assistance given by the respective Administrations is limited to administrative support (including the provision of office premises), except in the case of ECA, whose "Saving Club" is stated to have received contributions from official funds averaging $5,000 per annum over the three years 1974-1976.

19. The figures quoted in paragraph 16 above call for two comments. The first is that a total of less than $20,000 a year for staff welfare, including the relief of hardship, seems a very modest sum for an organization employing some 12,000 people, and the Inspector was not surprised to learn that the total requested for staff welfare in the proposed programme budget for the 1978-1979 biennium has been increased by $17,000 to $53,000, i.e. $12,000 more for hardship relief and $5,000 more for the Recreational Council. He understands

that this increase has been approved. Secondly, the allocations to UNOG and the Regional Commissions should perhaps be reviewed, if this has not already been done.

20. FAO has a Staff Welfare Fund which, according to its Rules and Procedures, is intended "to finance activities designed to improve the welfare of the whole, or a large part, of the staff and their families. The Fund should not be used for charity purposes." Under its Rules and Procedures, the Fund may make allocations to the Staff Benevolent Fund and to the Association of Former FAO and WFP officials. The Fund's principal source of income is the FAO Commissary, which contributes an annual 0.5 per cent of its total sales, but it also receives income from other sources, such as donations, interest on loans to the Commissary, etc. The Benevolent Fund provides assistance in cases of distress which cannot be remedied by other means, to persons employed by the FAO and their families, normally in the form of interest-free loans. The Benevolent Fund receives no regular contributions from official sources, but in 1972 and 1974, official contributions of about $2,500 and $3,000 respectively were made in response to special requests for additional help.

21. IAEA has a Staff Welfare Fund which can be used for the relief of hardship, the support of staff welfare activities (e.g. by the Staff Council) and the financing (through a Staff Assistance Fund) of low-interest loans to staff members. The Welfare Fund is financed mainly by means of a special mark-up on the prices of tobacco products and alcoholic beverages sold in the Commissary; it receives no direct financial contribution from the organization.

22. ICAO has no benevolent or similar fund.

23. ILO has a fund, known as the Staff Assistance Fund of the ILO Staff Union, for the relief of hardship, available to all persons employed or formerly employed by the organization, including pensioners in need of additional assistance. Its main sources of income are monthly contributions from members of the staff, and donations from the Staff Union; contributions from official sources include occasional grants from the Staff Welfare Credit (see under Question D.2) and honoraria payable to officials from external sources but which, under Article 1.5 of the Staff Regulations, they are not authorized to accept. Interest-free loans or (less frequently) grants are made on the authority of any two members of a Board of four persons, each appointed annually by the Staff Union Committee. Total expenditure on non-recoverable grants during the past three years has been as follows:

1973/1974	Sw.F. 37,625
1974/1975	Sw.F. 46,997
1975/1976	Sw.F. 46,857

24. There is also an Assistance and Invalidity Fund for Part-time Maintenance Staff, which is financed from funds which become available when members of the maintenance staff leave the service of ILO before being able to take the employer's contribution to retirement benefit.

25. From 1973 to 1975, a Christmas bonus was paid to all existing and retired members of the part-time maintenance staff. This however, has had to be discontinued, owing to the decline in resources due to the suspension of further recruitment.

26. In addition to participating in the United Nations Staff Benevolent Fund, UNDP has a benevolent fund, known as the Paul Hoffman Staff Assistance Fund, established in 1975. This is supported on a 50/50 basis by the Staff Association and the Administration; the latter's contribution for the years 1975, 1976 and 1977 will total $19,000 and will continue up to (and including) 1980 at an annual rate of $4,000. Assistance from this Fund is granted only in those cases where it cannot be provided by UNDP under the Staff Rules and Regulations or through Credit Union loans and salary advances. Disbursements from July 1975 to July 1977 totalled $11,852 in loans and $1,209 in grants.

27. UNESCO has no benevolent fund contributed to by the organization.

28. UNIDO has a Staff Assistance Fund and a Staff Benevolent Fund, both of which draw their resources from the Staff Welfare Fund, which in turn is financed by means of a special mark-up on the prices of tobacco and alcohol sold in the Commissary (cf. IAEA above). The Assistance Fund provides "small loans at reasonable rates for provident and productive purposes": the Benevolent Fund provides grants or interest-free loans for the relief of hardship. Expenditure by the Benevolent Fund during the past three years (mostly in the form of loans which have been or are being repaid) was as follows:

1974	S 41,000
1975	S 72,570
1976	S 33,050

29. WHO has a Staff Benevolent Fund which receives occasional contributions from the Staff Welfare Fund, to which the Organization contributes SwF. 5,000 per annum. The statutes of the Benevolent Fund provide for direct contributions from the organization, but no such contribution has been made in recent years.

30. All the organizations covered by this study make provision in their regulations for assistance from official funds to individual staff members (in the form of salary advances or, in extreme cases, ex gratia payments) for the relief of hardship. Such payments may be made only in exceptional circumstances and must be explained and justified to the body responsible for approving, or recommending the approval of, expenditure.

Question A.3: Are any death or disability benefits (including widow's and children's benefits) paid to staff members other than those provided for under staff regulations and rules? If so, please give details, including total disbursements in each of the past three years.

31. A number of life and invalidity insurance schemes are available to staff members of the United Nations and of the other organizations covered by this study. While these schemes are not referred to in the rules and regulations of the organizations concerned, they are often described in their manuals. The schemes vary very considerably in regard to the risks covered, the amount of the premiums payable and the benefits provided, and any detailed analysis or comparison would go beyond the scope of the present study. The schemes have the following features in common:

(a) participation in them is (with at least one exception) voluntary;

(b) the cost of participation (with the same exception) is borne by the staff members concerned, the organizations' contributions being limited to administrative facilities (provision of office premises and related facilities, payroll deduction of premiums, etc.);

(c) they provide after-service coverage;

(d) the coverage is provided by commercial companies, from whom favourable terms are obtainable as a result of the bargaining power attributable to the relatively large numbers, conditions of employment, etc. of the staff concerned.

32. The exception referred to in 31 (a) and (b) above related to United Nations project personnel, for whom participation in a group life insurance scheme is compulsory under Rule 206.2 of the Staff Regulations and Rules. In this case, the United Nations or UNDP contribute to the premiums.

33. Consideration should be given to the possibility of merging the schemes referred to above, so far as this is possible. Any increase in the number of persons seeking financial protection from a risk should reduce the cost of providing it.

Question A.4: What other forms of financial assistance (e.g. low interest housing loans) are available to staff members, other than those provided under the staff regulations and rules? (Give details, including total annual expenditure over the past three years).

34. Several organizations referred to arrangements (e.g. for housing loans) not already reported in their replies to QuestionsA.1, A.2 and A,3, but the only ones involving direct financial assistance from the organizations concerned were the following:

(a) In UNDP, the Paul Hoffman Staff Assistance Fund, referred to under Question A.2 above, will grant emergency housing assistance to UNDP locally recruited staff in field offices in cases of exceptional hardship due to natural causes or loss by expropriation. In addition, the organization has paid installation or relocation grants to locally recruited staff members in connection with the moves of the UNDP Brazilian Office from Rio de Janeiro to Brasilia in 1972, and of the Malawi Office from Zomba to Lilongwe in 1974. In the case of the Malawi staff, the payments involved totalled approximately $19,500. No figures are available for Brazil but the number of staff members involved was about the same as in Malawi.

(b) UNESCO has a Housing Loan Fund set up by a decision of the General Conference in 1958. The Fund is financed from the Organization's General Fund up to the authorized limit of $1,200,000; the General Fund in return is credited with a proportion (about four-fifths) of the interest charged to borrowers, the remaining part of the interest being retained in the Housing Loan Fund to cover administrative expenses. In 1976, 33 loans were granted for an amount of F. 1,552,000.

Section B - Provision of Facilities

Question B.1: What arrangements exist for (routine and emergency) medical care? To what extent are these services available to dependents and retired staff?. Please give gross and net expenditure for the past three years, including source of funds. Are premises made available free of rent?
Special note: If, in addition to welfare functions, your Medical Service performs administrative functions of a routine nature (e.g. entrance medical examinations, expertise on claims cases, etc.), it would be of interest to have your assessment of the proportion of total costs devoted to such administrative functions.

35. All except two of the organizations under review run medical services which have two principal functions:

(a) medico-administrative work of a routine nature, including medical examinations and tests, vaccinations required for official travel, domiciliary and hospital visits, etc.;

(b) emergency and limited routine treatment (mainly of an advisory nature but including, e.g. ray therapy, injections, etc.).

36. These services are provided free of charge on premises made available free of rent by the organizations concerned. In Geneva, they are provided on a joint basis by nine participating organizations (UNOG, GATT, ILO, ITC, ITU, UNICEF, WHO (which provides the medical and other staff), WIPO and WMO), sharing the cost on a user basis. (Contributions for 1976 ranged from about 33 per cent for UNOG to less than 1 per cent for UNICEF.) In Vienna, the medical services are run jointly by IAEA and UNIDO. WHO Regional Offices have contractual staff physicians with the same principal functions as those indicated in paragraph 35 (a) and (b) above.

37. The two exceptions are ECWA, where staff members at present make their own arrangements for medical care, and ICAO, where services on the lines described above are provided by a local doctor in his own clinic, in return for a fee of $800 per month paid by the organization.

38. The services in question are not normally available to dependents or to retired staff; at United Nations Headquarters, however, dependents over ten years of age are given vaccinations needed for official travel and FAO and UNIDO have similar arrangements but with higher age limits. The nurse employed by ESCAP gives her services to dependents and to retired staff members on request. The ICAO arrangement referred to above also covers dependents.

39. A special situation is reported from ECA, where the medical services, provided by two doctors who run a small clinic, are available in principle to all United Nations staff working in Addis Ababa, numbering about 1,000, and to their dependants, estimated at about 5,000 - a total of about 6,000 persons. These arrangements are stated to be inadequate in view of the acute local shortage of medical facilities, and in cases of serious illness it is necessary to evacuate the patient to another country in Africa or to Europe. Presumably this state of affairs is known to Headquarters, and appropriate remedial measures have been taken, or are under consideration; if this is not the case, the Inspector recommends that the situation be looked into as a matter of urgency.

40. The 1976 cost of the medical services under review ranged from $410,620 at United Nations Headquarters to a little less than $10,000 for ICAO, which, as explained above, has an arrangement with a local doctor. The services of the ICAO medical consultant, however, cover essentially the organization's requirements in respect of initial and terminal examinations and medical advice required by the organization, and only incidentally the needs of individual staff members who normally rely on their own doctors. The services of the latter are provided under the official medical insurance plan administered by the Province of Quebec, to which ICAO contributes as a registered employer. The sums involved were:

1974	$CAN 65,285
1975	$CAN 80,950
1976	$CAN 137,758

41. In 1976, the cost of the Joint Medical Services in Geneva was $883,124, to which the organizations covered by this survey contributed as follows:

UNOG	32.5 per cent = $287,015
ILO	25.0 per cent = $220,781
WHO	25.5 per cent = $225,197

42. The cost of medical services has risen steeply in the past few years, e.g. for the Joint Medical Service in Geneva, 1976 costs showed an increase of approximately 60 per cent over 1974. The corresponding figures for United Nations Headquarters in New York show an increase of 37 per cent.

43. In the note following Question B.1 above, organizations were asked to estimate the proportion of their expenditure on medical services which could be attributed to routine medico-administrative functions (medical examinations and records, review of medical insurance claims, etc.). Estimates (based on work load) vary from 50 per cent (United Nations Headquarters) to 95 per cent (ICAO); UNOG's estimate is 80 per cent and IAEA/UNIDO and UNESCO give estimates of 67 and 65 per cent respectively. It was revealed in this connection that, in addition to dealing with some 6,000 locally employed staff members entitled to call on it for help, the Medical Service at United Nations Headquarters maintains records, classifies medical entries, etc., and certifies sick leave for the entire United Nations staff all over the world, totalling some 12,000 persons. The work involved increased steeply up to 1975, but has since diminished.

44. It seems appropriate to include, under the heading of medical facilities, a brief note on the provision of separate "rest rooms", additional to those normally available in the medical centres themselves, where staff may relax, or recover from a temporary indisposition, in undisturbed surroundings. As reported by the organizations concerned, such facilities are provided as follows:

(a) United Nations Office. Geneva. Two small ladies' rest rooms are available in the Palais des Nations, one of them being reserved for staff of the Language Division, which also has a room for staff of both sexes. There is a small rest room in the Petit Saconnex annex, and similar facilities are provided in the old ILO building, into which the High Commission for Refugees moved in 1977. There are no rest rooms in the building occupied by the International Trade Centre.

(b) ICAO has a small rest room where staff members who are unwell during working hours can lie down (as noted in paragraph 37 above, ICAO does not have its own medical centre).

(c) WHO has a "relaxation room".

45. The situation in regard to rest rooms in the United Nations Office in Geneva seems unsatisfactory. The Palais des Nations is a collection of buildings covering a large area, and it takes about ten minutes to walk from one and of the complex to the other, even without changing floors. This suggests that two small ladies' rest rooms, one of which is reserved for the staff of a particular division, are not enough. It is true that facilities for rest are available

in the Medical Centre, but this is rather awkwardly situated at the southern end of the complex, and in any case its use involves announcing oneself as a sick person, which may well be inappropriate. As regards the other organizations covered by this study, the Inspector is unable to judge to what extent the situation is satisfactory, although he suspects that a survey of the facilities at United Nations Headquarters would reveal inadequacies. He recommends that the situation be reviewed in all organizations where the adequacy of rest room facilities is open to doubt.

Question B.2: What arrangements exist for the care of children, such as schools, day nurseries, children's clubs, etc.? Are premises made available free of rent?

46. The situation revealed in the replies to this question is as follows:

New York

47. The United Nations International School (UNIS) is partly financed by a grant of $2 million to its Development Fund, authorized in General Assembly resolution 2612(XXIV) of 16 December 1969, and by a further grant of $2 million approved (in a decision of the General Assembly) in 1974. Of the 1,449 pupils attending the school, 549 are children of staff members of the United Nations (over 70 per cent of the total, however, belong to the international community).

48. An After-School Recreation and Study Programme was established in 1971, under the auspices of a Board of Trustees which includes United Nations and UNDP staff representatives. The Programme is open to children under 11 years of age of staff members of the United Nations and of the specialized agencies who are single parents or where both parents are working. Parents pay fees adjusted to their financial circumstances.

Geneva

49. There is a group of international schools in and near Geneva, controlled by an International Foundation. Tuition is in English and French. The total number of pupils is about 1,880, of whom about 26 per cent are children of staff members of United Nations organizations working in Geneva. Boarding facilities are available.

50. The United Nations Office in Geneva contributed SwF 250,000 to the Foundation's Development Fund in 1976 and a further SwF 100,000 in 1977. These grants were made possible by a special issue of United Nations Stamps authorized by the General Assembly resolution of 1969 referred to above.

51. ILO contributes $20,000 annually to the Development Fund.

52. WHO established a Trust Fund in 1967, from which annual contributions have been made to the International Foundation's Development Fund. Contributions over the past three years were as follows:

1974	$40,000
1975	$30,000
1976	$27,000 (approximate)

but the Trust Fund is now exhausted and no further payments are foreseen.

53. One of the schools occupies a building on a site forming part of the grounds of the Palais des Nations for which it pays a rent of SwF 5,000 per annum. This arrangement is due to end in October 1979.

54. A day nursery for children of staff members of United Nations organizations in Geneva, created on the initiative of the Staff Associations of the United Nations Office in Geneva, ILO and WHO, was opened in 1976 in premises made available, on generously favourable terms, by the Swiss authorities. Children up to the age of five are accepted, and parents pay fees corresponding to their official salaries. The nursery has received a one-time grant of $25,000 from the United Nations, authorized by the General Assembly. ILO will contribute $12,500 annually in 1978 and 1979 (the 1978 contribution has been paid in advance). WHO contributed $9,000 in 1976 and $12,500 in 1977, and has undertaken to pay a further $12,500 per annum during the 1977-1978 biennium. On the staff side, the Staff Association of the United Nations Office in Geneva has contributed SwF 400,000. The Governing Board includes eight members nominated by the staff associations and administrations of UNOG, ILO, WHO and one other organization, chosen in rotation.

55. The nursery plans to open a Junior Activities Centre as an adjunct to its day-care service. This Centre will look after children up to the age of 12 during the mid-week school break and certain holiday periods.

56. The Social Activities Group in ILO organizes an annual Christmas Party for children of staff members, financed by modest contributions from parents 3/. The Astronomical Group has set up a Junior Section for children of international officials interested in astronomy, with film shows, lectures, etc., given in premises provided free of charge by ILO.

Paris

57. UNESCO runs a children's club which is open one day a week and during school holidays other than the summer holidays, using premises provided free of charge by the organization. The running costs are shared by the parents and UNESCO, which contributed $13,300 in 1974, $17,000 in 1975 and $17,500 in 1976.

Vienna

58. The IAEA Staff Council runs a kindergarten for children of IAEA staff members. This is self-financing, but the Organization provides free administrative support such as book-keeping and disbursements, the hiring of personnel and medical advice.

3/ The Inspector understands that similar parties are given in all the larger organizations covered by this study.

59. A joint IAEA/UNIDO committee has been established to examine the possibility of setting up kindergarten and nursery facilities for the children of IAEA, UNIDO and other United Nations personnel in the new complex of buildings now being constructed by the Austrian Government.

60. As reported under Question 5 in Part II of this study, the need for a centre where young children can be looked after while their parents are at work is strongly felt at United Nations Headquarters (including UNDP) and in FAO (where it is stated that the Director-General would be prepared to give consideration to financial support for such a centre, should a viable proposal be submitted to him). The children's school which would form part of the "United Nations Centre" considered desirable by ECA would also no doubt include similar facilities.

61. It will have been noted from the foregoing that:

(a) The United Nations has given financial support to international children's schools in New York and Geneva;

(b) ILO and WHO have also supported (and, in the case of ILO, continue to support) the Geneva schools;

(c) The United Nations has given financial support to the day nursery in Geneva to which ILO and WHO are also giving support;

(d) UNESCO gives financial and other support to a children's club;

(e) IAEA gives administrative support to a Kindergarten;

(f) The Director-General of FAO has expressed willingness to consider financial support for a day nursery, should a viable proposal be submitted to him.

These facts appear to the Inspector to justify the conclusion that the principle of financial support for educational and other facilities for children of staff members is generally accepted in the United Nations system. The Inspector, therefore, supports the recommendations regarding day care centres made in paragraph 111 (e) of the JIU Report on Women in the Professional Category and Above in the United Nations System (JIU/REP/77/7 of December 1977), with the additional recommendation that special consideration should be given to helping handicapped children.

Question B.3: What recreation facilities exist, such as staff libraries, staff lounges, sports facilities, etc.? Are premises made available free of rent?

62. A list of the facilities reported is given below. Unless otherwise stated, they are provided free of rent or related charges by the organizations concerned. "Rest rooms", as distinct from staff lounges, have been listed under Question B.1 (Medical Facilities). For further information regarding administrative assistance given to recreational activities, see under Question D.2.

United Nations Headquarters

63. A few small internal rooms scattered throughout the building are used by the Chinese, French, Russian and Spanish book clubs. There is a club room which can be divided into two parts, but which holds a maximum of 75 persons only. The auditorium in the Dag Hammarskjöld Library is also used for certain club activities; it contains 190 seats but, being an amphitheatre with a stage, it is of limited usefulness. Facilities for relaxation on the fifth floor, which used to have some comfortable seating arrangements, now consist of seven chairs in a row along a widening in the corridor. Some alternative seating arrangements have been set up in the South Lobby, but they lack privacy and are often pre-empted by bazaars, blood-donation drives and other activities. Two rooms on the 39th floor serve in turn for table tennis, exercise classes, ballet, judo and karate, but there is no shower room. There are no facilities for e.g., basketball.

64. No rent is charged for the above facilities, but when the Dag Hammarskjöld Auditorium is used in the evening, the cost of an electrician and of security personnel has to be paid.

United Nations Office, Geneva

65. Premises are made available to the staff library and four book clubs (Arabic, Chinese, Russian and Spanish). The Language Division has a small staff lounge, already referred to under Question B.1. Staff members, including staff of other international organizations in Geneva, have access to special facilities for lake bathing and tennis, and to a well-equipped chalet-type hotel in the Alps, but these are run without the participation of the Administration.

ECA

66. No recreation facilities were available until 1977, but the enlargement of the Commission's premises in that year included plans for library and sports facilities (basketball, volley ball and tennis).

ECLA (Santiago)

67. The only facilities consist of the official conference rooms and the restaurant, which can be used for concerts, film shows, etc. There is an official library where staff may read newspapers, periodicals, etc., but no separate staff library.

ECLA (Mexico City)

68. The snack bar is used after hours as a staff lounge.

ECWA

69. No recreation facilities exist at present.

ESCAP

70. There is a staff library, and facilities are available for table tennis, chess, etc. Further facilities (e.g. for billiards) were planned in connection with the renovation of the Netherlands Building, due to be completed by August 1977.

FAO

71. There is a staff library, run by wives of staff members under the aegis of the Staff Co-operative. There are staff lounges in each of Buildings C, F and G, with facilities for table tennis, chess, etc; the staff lounge in Building C has a stage and is used for theatrical rehearsals and performances. It also has a bar. A room in Building A is used as a music room but is not available during the biennial sessions of the FAO Conference. Space is also provided on an ad hoc basis for film shows, dancing, etc. These recreational activities are conducted under the general umbrella of the Staff Co-operative. The facilities are provided free of rent by the organization. Facilities are also made available, through the Staff Co-operative, for outdoor sports, including athletics, basketball, cricket, fishing, football, swimming, volley ball and golf.

IAEA

72. A small recreation area, consisting of two rooms, is available free of rent; it is generally used for small club parties, television and some club activities, e.g., gymnastics and yoga.

ICAO

73. A staff lounge of approximately 700 square feet (65 square metres) is available to the staff during working hours. The staff are also free to use the organization's library, but this is of course basically technical.

ILO

74. ILO provides the following facilities free of rent and related charges:

(a) A staff lounge for the use of serving and retired staff members, equipped with a dance floor, a bar, a television corner and (in an annex) table tennis tables;

(b) An office and sitting-room for retired staff members who wish to meet in the ILO building;

(c) Adjacent to the lounge, four large rooms, one of which houses a staff library of 15,000 volumes in English, French and Spanish, also available to retired staff, and another, a library of about 2,500 records;

(d) The ILO cinema, which is available for film shows and other purposes, including children's parties;

(e) A bowls area in the grounds near the building.

UNDP

75. In addition to the facilities available in the United Nations Headquarters building, UNDP has established, in its own Headquarters in the UNDC building a "David Owen Memorial Reading Room". The UN/UNDP staff lounge on the second floor of the UNDC building was due to be enlarged and moved up to the eleventh floor in September 1977.

76. UNDP also runs guest houses at 13 duty stations for the use of newly-arrived staff until they are able to find their own accommodation. The rent paid by the occupants goes towards the purchase and replacement of furnishings, refrigerators, etc. for the houses, which are managed by the local UNDP offices. In three of the countries concerned, the guest houses form part of compounds equipped with bars, tennis courts, swimming pools and other facilities; in one case, these facilities were donated by USAID.

UNESCO

77. There is a staff library, run by the Staff Association, a staff lounge and a fully-equipped sports room for volley ball, basketball, gymnastics, etc.; the latter appears to be the only facility of its kind among the organizations covered by this survey. It includes changing rooms and showers for users, and is also available, on special request, during weekends.

UNIDO

78. There is, in one of the UNIDO buildings, a staff lounge, equipped with a television set, a radio-record player and a refrigerator. The lounge includes a lending library, administered by the Staff Council. There are no sports facilities, other than those rented by some of the sports clubs.

WHO

79. The facilities consist of a staff library, a record library, a staff lounge and a games room. Space and related facilities are made available for staff parties and for the annual Christmas Party for children.

80. The term "recreation", as used in this question, covers a wide range of facilities, from a lounge where one can read one's newspaper for half an hour after lunch to a room equipped for table tennis or other forms of physical exercise. The need to provide facilities for such purposes is generally accepted by large organizations, including business firms; indeed, many such organizations provide, or contribute towards the cost of providing, facilities for outdoor recreation. There is no reason why an international organization should not do the same, provided the necessary financial support can be found. Precisely what facilities are desirable and possible will depend on local circumstances, but in the Inspector's view, every large organization should make a point of providing adequate accommodation for at least:

(a) Passive relaxation, i.e., one or more lounges where staff can read, watch television, etc.;

(b) Table tennis and other forms of indoor physical exercise;

(c) Book clubs and, if possible, a staff lending library.

81. In this connection, the Inspector draws attention to the unsatisfactory state of affairs at United Nations Headquarters. He is well aware of the extreme pressure on space in the Secretariat building, but considers that the time has come for the Administration, in consultation with the staff, to press for improvements, at least on the 39th, 5th and ground floors. Provision for such improvements should be included in future plans for re-allocation of office space. Things are no better in the Palais des Nations in Geneva, where there is no staff lounge and no room available for table tennis. The setting up of a Committee on the lines of the Recreation Council at Headquarters (see under Question D.2) might prove a useful step.

Question B.4: What catering facilities exist, such as restaurants, cafeterias, coffee service, etc.? Are premises made available free of rent? What are the arrangements in regard to heating, cleaning and electricity? What financial guarantees, if any, are provided?

82. With the exceptions of ECA (bar/snack bar only), ECWA (no facilities) and ICAO (cafeteria only), all the organizations questioned have a restaurant and at least one self-service cafeteria or snack bar; the larger organizations have several cafeterias or similar facilities, as well as one or more conventional restaurants. In some organizations (including United Nations Headquarters), the restaurant is reserved for delegates and senior members of the Secretariat. (The Headquarters restaurant is, however, open to the public for lunch at 11.30 a.m.)

83. ECA hopes to open a cafeteria and bar on its premises by the end of 1977.

84. In two organizations (IAEA and UNESCO), the catering services are run by the organization itself on a no-profit basis. In the remaining organizations, the services are run by concessionnaires operating on a contractual basis. The terms of the contracts vary considerably; the usual arrangement is that the concessionnaire pays neither rent nor related charges (except for cleaning), but is subject in return to price control exercised by the Administration or by a supervisory committee on which the staff of the organization concerned is represented. In the United Nations Office in Geneva, the concessionnaire pays $126,000 per annum for "amortization of equipment and related administrative expenditure", plus $39,000 per annum for electricity and water. In some organizations, including United Nations Headquarters, the facilities are run on a "no loss, no profit" basis and the concessionnaire receives a fee for his services. In ILO, the concessionnaire pays rent for the premises which he occupies, plus the cost of electric power and cleaning and four per cent of the turnover on private parties. His prices, which form part of the contract, cannot be changed without the agreement of the Administration. In WHO, the concessionnaire pays five per cent of his gross receipts to the Organization, but no other charges; his prices are also subject to control by the Administration. Similar price control is exercised in ESCAP and ICAO by joint Administration/staff committees.

85. Vending machines or trolley services for coffee, tea, etc., are generally available in the larger organizations, but the Inspector heard complaints of inadequate facilities in the United Nations Headquarters building.

86. From the welfare point of view it is obviously an important advantage to be able to have a hot meal on the premises, and the benefit is all the greater if the prices charged to consumers are lower than those they would have to pay in ordinary cafés and restaurants. So far as the Inspector is aware, all the catering facilities listed above are able to offer such price advantages, mainly because the premises and basic equipment necessary for their operation are made available by the organization concerned at no cost to the operator, or at relatively low cost compared with the rental and other charges which he would have to bear in a commercial establishment. The Inspector does not know of any attempt to calculate the "cash value" of access to subsidised catering facilities, but it seems to him that such calculations could be relevant to the determination of rates of pay, e.g. in places where facilities of the kind in question do not exist, and should be considered.

87. The Inspector notes that it is the general practice to associate the staff with the supervision and control of catering facilities run for their benefit. This is clearly desirable as a matter of principle.

Question B.5: What shopping facilities exist, such as commissary, tax-free store, gas station, etc.? Are premises made available free of rent? Do all staff have access to the facilities in question? If not, please state what categories of staff have access to them.

88. The following organizations have commissaries or similar stores available to all staff members:

(a) United Nations Headquarters has a small "Co-operative", selling a limited range of non-perishable food-stuffs and other articles. There are, in addition, a gift shop, a souvenir shop and a bookshop which cater primarily for the visiting public, but at which United Nations staff members receive a discount. There is a repair workshop for cars, but no petrol pumps. Goods sold in the United Nations building are not duty-free, but are exempt from New York State tax and (with the exception of the Co-operative and the repair workshop) from New York City sales tax.

(b) United Nations Office in Geneva has a commissary operating under the aegis of the Staff Council and known as SAFI (Service d'achat des fonctionnaires internationaux) which sells a wide range of non-perishable foodstuffs and other goods 4/. The SAFI is available, on payment of a small annual subscription, to serving and retired staff members of the United Nations and of the specialized agencies and their families and also to other persons working in or connected with the Palais des Nations, including members of delegations and permanent missions,

---

4/ Contrary to widespread belief among the local public, the imported goods sold in SAFI are not exempt from Swiss customs duty.

and to other international organizations in Geneva. SAFI is run by a manager appointed by and responsible to a Management Committee consisting of three members appointed by the Staff Council and two members appointed by the Director-General of UNOG. SAFI pays an annual sum (at present SwF. 24,000) to the United Nations to cover rent and related charges and administrative services. Its profit after paying all operational expenses are allocated, in agreed proportions, to a working fund, a reserve fund, Swiss charities and to its own members, who are entitled to an annual refund calculated as a percentage of their purchases. Any surplus goes to a special welfare fund administered by the Staff Council (not to be confused with the Staff Benevolent Fund referred to under Question A.2) and to charities of an international character.

Members of SAFI are granted rebates by certain commercial firms in the Geneva area (including, e.g. Annemasse in neighbouring French territory). Serving and retired staff of United Nations organizations situated in Geneva may join an organization known as CASBIA through which they can obtain petrol, certain makes of cars and certain car insurance facilities at reduced prices.

(c) FAO has a Commissary selling imported consumable goods to all staff members of the organization and also to staff members of United Nations agencies having offices in Rome, and to Permanent Representatives to FAO. The goods are exempt from Italian customs duty (see paragraph 89 below). The Commissary is self-supporting and pays no rent for the premises which it occupies, but it pays for staff salaries, equipment, maintenance and cleaning, cables and long-distance telephone calls. It pays 0.5 per cent of its gross income for the indirect services rendered by the organization and 0.5 per cent to the Welfare Fund: payments under these two headings totalled $18,395 in 1974, $23,119 in 1975 and $21,367 in 1976. Any remaining surplus is payable to the Welfare Fund. There is also a petrol pump in FAO, operated by a contractor on a commercial basis and available to all staff. This petrol is not duty-free, but, under the Headquarters agreement, staff in grades P-1 and above are entitled to coupons enabling them to buy, on a quota basis, tax-free petrol and oil at designated stations throughout Italy. (Coupons are also available on a limited basis to non-local General Service staff.)

(d) IAEA has a commissary open to all staff members and selling "a wide range of food-stuffs and related commodities duty-free for personal use and within certain monetary and quantitative limitations" fixed by agreement with the Austrian Government. The Commissary is an integral part of the IAEA Secretariat and pays no rent for its premises, but pays for utilities (light, heating, telephone, etc.) from its own funds. The Secretariat provides the necessary administrative services (book-keeping, hiring of personnel, inventory keeping, etc.) free of charge. Administration and management of the Commissary are the responsibility of an executive officer, who is a member of the Division of General Services of IAEA and exercises his functions in consultation with a Joint Commissary Advisory Board on which the staff is represented. The executive officer determines the prices at which the Commissary may sell its goods.

(e) UNESCO has a Commissary to which all staff, including retired staff, have access. The Commissary is run by a Management Committee whose members are elected by the UNESCO staff and which comes under the direct authority of the Director-General. The goods sold in the Commissary are not exempt from customs duty or other French taxes. The Commissary staff, who are not UNESCO staff members, are paid from the proceeds of the sale of goods; space, telephone services and utilities are provided free of charge.

UNESCO has two petrol pumps. Users pay either in cash at the official price, or by means of diplomatic petrol coupons available (on a rationed basis) to staff members in grades P-5 and above. The sale of petrol coupons allows a small margin of "profit" which is paid into the Headquarters Utilization Fund.

(f) UNIDO operates a duty-free Commissary on lines similar to those noted above in connection with the IAEA Commissary. In addition to UNIDO staff, the Commissary is available to the staff of the United Nations Relief and Works Agency (UNWRA), temporarily assigned to Vienna, to accredited Government representatives to UNIDO and to staff of the Organization of Petroleum Exporting Countries (OPEC) granted diplomatic status by the Austrian Government.

89. It will be noted from the information summarized above that the Commissaries operated by FAO, IAEA and UNIDO sell duty-free goods to all staff members of the organizations concerned, including staff not otherwise enjoying diplomatic privileges. This concession is embodied in formal agreements negotiated with the Italian Government, in the case of FAO, and the Austrian Government, in the case of IAEA and UNIDO. In the other organizations included in this survey, the purchase of articles imported free of duty is restricted to those officials who are entitled to diplomatic privileges 5/. Facilities for the "in-house" purchase of a limited number of brands of duty-free liquor (and, in some cases, of tobacco), usually in restricted quantities, are available to officials with diplomatic privileges at United Nations Headquarters, in the United Nations Office in Geneva, in ICAO and in UNESCO. In ESCAP, such officials may import duty-free liquor, tobacco and groceries twice a year under collective arrangements made by the Administration. In ECA, officials with diplomatic privileges have access to a Government-run "diplomatic store".

90. The arrangements described above are additional to the facilities granted by Governments to staff members of United Nations organizations who possess diplomatic privileges to purchase duty-free petrol, and to import goods duty-free, through commercial channels.

91. In ECA, a proposal to set up a United Nations Staff Shop has been approved, in principle, by United Nations Headquarters, and is under discussion with the Ethiopian authorities. The draft regulations proposed by ECA provide for the sale of goods imported duty-free, and for control of prices by a board which will presumably include representatives of the staff. The board will also supervise the proposed new cafeteria and bar (see under question B.4 above).

5/ I.e. internationally recruited staff, other than nationals of the country concerned, in or above a certain minimum grade. This is usually P-5, but there are variations, e.g. at United Nations Headquarters, it is D-2 and in ICAO, P-4.

92. ECLA (Mexico) reports an unofficial arrangement by staff representatives which enables staff members to obtain discounts on their purchases in certain local shops.

93. It was suggested to the Inspector that the United Nations in New York should approach the United States authorities with a view to setting up a Commissary where staff members, including staff not otherwise enjoying diplomatic privileges, would be able to buy goods imported free of customs duty, as in Rome and Vienna (see paragraph 89 above). The Inspector hereby records this suggestion, but without himself making any recommendation concerning it. In his experience, Governments tend to have very definite ideas about diplomatic privilege, and concessions readily granted by one Government may be regarded as out of the question, for a variety of reasons, by another.

94. On the other hand, there seems to the Inspector to be a prima facie case for improving the somewhat meagre facilities now available at United Nations Headquarters, e.g. by setting up a Commissary on the lines of the SAFI in Geneva. Even if the goods sold in it were not exempt from customs duty, it might be possible to secure exemption from State and/or City Sales Tax. A Commissary has a number of advantages. In the first place, there is the obvious convenience of being able to do at least some of one's shopping at or very near one's place of work. Secondly, to the extent that it is subsidized by the organization concerned, e.g. by occupying rent-free or low-rent premises, a Commissary is able to pass the savings on to its customers in one or more of the following ways:

(a) By charging lower prices than those payable in commercial stores;

(b) By offering an annual rebate to its customers, based on their purchases during the year;

(c) By contributing from its profits to a welfare or similar fund, as is done in FAO, IAEA and UNIDO (see under Question B.5).

95. As in the case of catering establishments (see Question B.4), the availability of subsidized shopping facilities represents, at any rate potentially, a financial advantage to the staff concerned; on the other hand, the lower costs do not necessarily take the form of lower prices at the shopping counter, and it might be difficult, if not impossible, to calculate the advantage in money terms.

96. As in the case of catering establishments, it is desirable that the staff should be associated with the supervision and control of shopping facilities of the commissary type.

Question B.6: What other commercial facilities are provided such as banks, travel agencies, post and telegraph offices, book and newspaper stands, etc.? Are premises made available free of rent?

97. With three exceptions (ECLA (Mexico), ECWA and ICAO), all the organizations covered by this survey have a bank operating on their premises, sometimes with more than one branch; as regards the exceptions, ECWA, as already mentioned, is occupying temporary premises and ECLA (Mexico) and ICAO are situated within easy reach of banking and other facilities mentioned in the question.

98. All except five of the organizations have a travel agency on their premises. The exceptions are ECWA, ECLA (Santiago), ESCAP (where a travel agency is under consideration), ICAO (see paragraph 97 above) and UNDP (which, however, can use the travel agency installed in the nearby Secretariat building of the United Nations).

99. Banks and travel agencies pay rent to the organization concerned for their offices except in ECA, where they are provided with rent-free accommodation, and WHO, where both the bank and travel agency pay an annual contribution based on turnover. The cost of utilities (light, heating, etc.) is either included in the rent or paid separately.

100. Post offices are installed in the United Nations Secretariat buildings in New York and Geneva and in ECA, ESCAP, FAO, ILO and WHO. These post offices occupy rent-free premises or (as in FAO) pay a nominal rent. There is no post office in UNESCO, but one is situated close to the main building.

101. Separate telegraph offices are available in the United Nations Offices in New York and Geneva, and in WHO. They occupy rent-free premises.

102. News-stalls are available in all the organizations under review except ECLA (Mexico), ECWA and ICAO. (In ECLA (Mexico) and ICAO, newspapers etc. can be bought nearby.) In most cases they also sell books, travel guides, etc. and two or three run additional lines such as cigarettes, chocolates, etc. These facilities are in the hands of concessionnaires; in six of the 12 organizations involved, the concessionnaire pays either a fixed rent for the space occupied or a contribution based on his annual turnover. In the remaining six organizations, no rent appears to be charged or contribution levied. The Inspector recommends that in those organizations where no rental or similar payments are made by concessionnaires of bookstalls and/or news-stalls, the possibility of charging rent, or a fee based on turnover, should be considered.

103. The convenience, from the point of view of the staff, of having the facilities in question in the building in which one works is obvious, especially when the latter is situated at some distance from a commercial area, as in the case of the Palais des Nations in Geneva. On the other hand, such arrangements tend to put the agencies involved in a monopoly position, and this may operate to the disadvantage of their customers by depriving them of services which they would otherwise enjoy. In New York, the Inspector heard complaints of this kind from staff members, relating to the banking and travel services available in the Headquarters building. He suggests that such complaints should be investigated and, if found reasonable, discussed with the agencies concerned, who have an interest in having as many satisfied customers as possible. It also seems desirable that contracts with such agencies should, within reason, provide for the special services likely to be needed by international recruited officials.

Question B.7: Is there a Credit Union in your Oganization? If so, what facilities does the Organization provide (i.e. rent-free premises, help with clerical staff, etc.)?

104. Only four of the organizations under review have Credit Unions of their own:

(a) United Nations Headquarters in New York, where the United Nations Federal Credit Union occupies premises in the UNDC building for which it pays a concessionary (but not token) rent approved by the General Assembly. The UNFCU is financially self-supporting.

(b) United Nations Office in Geneva, where the Credit Union of International Civil Servants occupies rent-free premises in the Palais des Nations and in ILO. The staff, including two staff members seconded from the United Nations Secretariat, are paid from the Union's own funds. Staff members of GATT, ILO, IMCO (in London), ITU, UNICEF, WIPO and WMO may join the Union.

(c) FAO, where the Credit Union has, since 1 January 1976, been integrated with the Organization under a new statute approved by the FAO Conference. Under the terms of its statute, the Union reimburses "clearly identifiable" costs (i.e. printing and staff salaries other than those paid by the Organization) to FAO, and also pays an agreed annual sum (revised periodically) to cover other costs (personnel servicing, etc.); for 1976, this sum totalled $13,000.

(d) UNESCO, where a Credit Union, known as SEPU (Service d'épargne et de prêt du personnel de l'UNESCO) occupies rent-free office space in the Organization, but pays its staff from its own funds.

105. The advantages to the staff concerned of an "in-house" Credit Union or similar institution are self-evident. To the extent that it receives an indirect subsidy from the Organization concerned, it is able, other things being equal, to offer better terms to its users than an outside institution operating on a commercial basis.

Question B.8: Mention any other facilities not included above (e.g. provision of parking space, etc.).

106. Most of the replies were concerned only with the provision of parking space for vehicles. Private parking facilities (i.e. excluding street and other public parking) are reported as follows:

- United Nations Headquarters: rented underground parking (1,105 vehicles).
- United Nations Office in Geneva: free open-air parking for all staff members within grounds of Palais des Nations 6/; limited rented inside space.
- ECA: free outside parking.
- ECLA (Santiago): free inside parking (200 vehicles).
- ECLA (Mexico City): limited rented inside parking space (18 vehicles).
- ECWA: no private facilities.

6/ Some of this space is reserved for delegates on the occasion of major conferences.

- ESCAP: reserved free parking for D-1 and above only.
- FAO: free guarded outside parking for 647 vehicles.
- IAEA: no private facilities.
- ICAO: no private facilities.
- ILO: free covered parking for 1,400 vehicles. Special parking space is provided for handicapped staff.
- UNDP: as for United Nations Headquarters.
- UNESCO: limited inside rented parking.
- UNIDO: outside parking for 250 vehicles; inside parking for 90 vehicles; all reserved space is rented.
- WHO: free outside parking; some rented inside space.

107. ECLA (Santiago) provides free transport for staff to and from the office along a fixed route. UNOG and FAO provide free shuttle services between scattered buildings.

108. ECLA (Mexico) has reached an agreement with a local bank whereby the latter waives the normal penalty payments for staff members maintaining accounts which fall below the minimum required deposit level.

109. ILO provides special washroom facilities for physically handicapped staff.

110. UNIDO provides office space for representatives of the two commercial firms with which most staff members insure their cars. These persons give advice and assistance in connection with the duty-free purchase and registration of cars, etc.

111. Parking problems seem on their way to becoming universal, but the most casual visitor to e.g. United Nations Headquarters in New York or FAO in Rome, will agree that in some places they have attained an impressive degree of acuteness. The Inspector does not presume to offer solutions for such extreme cases, which can only be dealt with on a basis of mutual compromise and understanding of the realities of the situation by all the parties involved - the car-users (delegates as well as officials), the Administration and the local authorities. A possibility to be borne in mind is the provision of bus services for commuters, as in Santiago (see paragraph 107 above), but the opportunities for such service are probably very limited.

112. The general policy in regard to the provision of parking space for non-official vechicles seems to be to charge a fee for indoor space, but to provide outside space (if available) free of charge. This seems reasonable.

113. Attention is drawn to the ILO's practice of providing special car-parking and wash-room facilities for physically handicapped staff.

Question B.9: If any of the above-mentioned facilities involves expenditure by your Organization, please give details for the past three years.

114. In reply to this question, most organizations stated that they were not able to provide estimates of the "hidden" or "overhead" costs of the various forms of support (administrative assistance, loan of clerical staff, provision of rent-free or low-rent office or other space and related utilities, etc.) which they gave to welfare activities and referred to information about direct and readily identifiable expenditure provided in their replies to previous questions. The United Nations Office in Geneva, however, referred to a recent analysis of support services provided in 1976 by UNOG to its "users". According to this analysis, the following costs could be attributed to staff welfare activities undertaken by the Staff Association, by the Federation of International Civil Servants' Associations and by the various cultural and recreational clubs organized by staff members:

		$
(i)	administrative support (two secretaries on a full-time basis)	37,300
(ii)	common services (office space, furniture, equipment and supplies; utilities; cleaning and maintenance; communications)	93,700
(iii)	conference services (interpretation, translation, reproduction, distribution and other support staff for meetings)	234,100
		365,100

115. The above total excludes the cost to UNOG of a number of activities or facilities contributing to staff welfare (staff training, Joint Medical Services, library services, catering facilities, travel agency, bookshop, SAFI, day-care facilities for infants).

116. ICAO estimates the cost of welfare services provided by the Organization as follows:

		$	$
Medical consultants' stipend	1974	6,000	
	1975	6,000	
	1976	9,600	21,600
Cafeteria, capital investment			(55,000)
Cafeteria staff	1974	9,000	
	1975	9,500	
	1976	10,200	28,700

		$	$
Space rental (cafeteria), lounge, restroom and commissary)	1974	1,400	
	1975	10,200	
	1976	10,200	
			21,800
			72,100

117. Recurrent expenditure on welfare services in ICAO has therefore averaged about $25,000 per annum over the past three years, to which should be added an appropriate sum in respect of capital expenditure (perhaps $1,833, i.e. $55,000, divided by the 30 years' duration of the lease of the new headquarters building).

118. It is interesting to compare the ICAO estimates with similar estimates provided by UNIDO as follows:

		1974	1975	1976
Catering facilities	S	386,923	446,010	489,000 (est.)
Commissary	S	114,410	117,985	149,264
	S	501,333	563,995	638,264
Approximate dollar equivalent	$	30,080	33,840	38,295
Joint Medical Service (UNIDO share)	$	57,483	125,020	80,036
	$	87,563	158,860	118,331

Section C - Advice and Services

Question C.1: What arrangements exist for assisting staff members in solving personal settling-in problems, such as obtaining identity cards, visas, customs clearance for personal effects, motor vehicle import and registration, finding housing and negotiating leases, etc.?

119. All the organizations under review give assistance to new staff members in connection with their settling-in problems, although the extent to which this assistance is provided on a systematic and institutional basis naturally depends on the size of the organization and other local circumstances. As might be expected, the two United Nations Offices in New York and Geneva and the larger agencies have comprehensive arrangements involving various administrative units; thus, in New York, the newcomer is offered help as follows: