



**Report**  
**on the utilization of office accommodation**  
**at the Headquarters of the United Nations**  
**Educational,**  
**Scientific and Cultural Organization**  
**(UNESCO)**

*Prepared by*  
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**Joint Inspection Unit**

**Geneva**  
**November 1975**



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EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION (UNESCO)

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## FOREWORD

The Inspectors regret that it was not possible to issue at an earlier date this report concerning the utilization of office accommodation at the Headquarters of the United Nations Educational, Scientific and Cultural Organization (UNESCO). Since the General Assembly of the United Nations requested that the study of the utilization of office accommodation should cover all of the organizations in the United Nations system, it was inevitable that reports concerning certain organizations would be issued later than reports concerning other organizations. Further, since the General Assembly requested the Inspectors to report to it at its thirtieth session commencing in September 1975, the Inspectors felt obliged to give priority to the completion of reports likely to be of special interest to the General Assembly, namely those dealing with United Nations Headquarters in New York and the organizations headquartered in Geneva where the United Nations has its major office for Europe. As a result, reports concerning the other organizations in the system, such as UNESCO, could not be completed as early as the Inspectors would have desired.

The Inspectors wish to record their gratitude to the Director-General of UNESCO, the Deputy Director-General, the Director of the Bureau of General Services and his Deputy and other members of the UNESCO Secretariat for the extensive assistance given in the course of the preparation of this report. The office accommodation situation at UNESCO is particularly complex because of the number, character and usage of the buildings involved and a large amount of detailed information had to be sought and was readily and fully supplied. The Inspectors especially appreciated the fact that complete co-operation was forthcoming from the UNESCO Secretariat even at times when its staff were heavily engaged in the preparation of, or participation in, Executive Board sessions in 1975.





## I. BACKGROUND AND SCOPE OF STUDY

1. At the twenty-eighth session of the General Assembly of the United Nations, its Fifth (Administrative and Budgetary) Committee discussed the item "construction, improvement and major maintenance of premises", and in that connexion considered, inter alia, a Joint Inspection Unit (JIU) report on Office Accommodation for United Nations staff in Geneva (JIU/REP/73/2 (A/9164)). The Committee decided to recommend to the General Assembly that the JIU be requested "to study the question of the utilization of office accommodation within the United Nations system and to submit its recommendations to the General Assembly at its thirtieth session" [underlining inserted]. At its 2206th plenary meeting on 18 December 1973, the General Assembly approved this recommendation. It was understood that the requested study related only to office accommodation at the headquarters of the organizations in the United Nations system.
2. In January 1974, the JIU decided to include the study of the utilization of office accommodation in its programme of work for 1974/75 and Inspectors Bender and King agreed to undertake this task as soon as they completed other studies in which they were then engaged.
3. The Inspectors decided that rather than prepare one consolidated report concerning all the organizations, it would be preferable to prepare separate reports on each organization so that the organizations could receive individual reports concerning them at the earliest possible dates. This course would also make it unnecessary to burden each organization with reports relating specifically to other organizations.
4. It should be noted that the General Assembly's request to the JIU called not only for a study of the general question of the utilization of office accommodation but also for a study of the particular question of the provision of such accommodation for extra-budgetary staff. In its report on the utilization of office accommodation at United Nations Headquarters (JIU/REP/74/6 (A/9854)), the Inspectors included a special chapter (chapter IV) concerning the provision of office accommodation for extra-budgetary staff at that Headquarters. However, they decided to discontinue this practice in later reports, such as the present, and to deal in

those reports only with the general question of the utilization of office accommodation at the headquarters of various specialized agencies. They have dealt with the particular problem of the provision of office accommodation for extra-budgetary staff in a single report (JIU/REP/75/6 (A/10279)) relating to the entire United Nations system.

II. THE PRIOR HISTORY OF THE OFFICE ACCOMMODATION PROBLEM  
AT THE HEADQUARTERS OF THE UNITED NATIONS EDUCATIONAL,  
SCIENTIFIC AND CULTURAL ORGANIZATION (UNESCO)

5. UNESCO, which came into being as a permanent organization on 16 November 1945, accepted the offer of the French Government to accommodate its Secretariat in Paris. In 1946, it established its first Headquarters in the premises of a former hotel there.

6. The Organization grew rapidly and the need for more appropriate accommodation was soon felt. In 1949, during its fourth session, the General Conference resolved (4 C/Res. 29) that:

"The Director-General is instructed to enter into negotiations with the Government of the Republic of France with a view to examining the possibility of establishing in Paris the UNESCO headquarters in a building which would meet the increasing needs of the Organization.

"A Headquarters committee shall be established for the purpose of reviewing, on the basis of the Report of the Director-General, the problems involved in the expansion and maintenance of headquarters accommodation for the current and prospective needs of the Organization." 1/

7. The Headquarters Committee submitted a first report to the fifth session of the General Conference in 1950. This concluded that the Organization needed buildings of its own. Based on the calculation of an expert, the needs of the Organization were estimated by the Committee at 45,000 m<sup>2</sup> of gross floor space and a minimum of 16,000 m<sup>2</sup> of land.

8. In June 1951, the French Government offered UNESCO substantial material facilities for the construction of a permanent Headquarters for the Organization in Paris, notably a 30-year interest-free loan and a site located at the Place de Fontenoy, near the Ecole Militaire. After further discussion which led to the rejection of plans involving an alternative site offered by the French Government, construction of Building I (Bâtiment principal) and Building II (Bâtiment des conférences) on the Place de Fontenoy site was started in February 1955. Building I

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1/ The mandate of the Headquarters Committee has been renewed at regular intervals by the General Conference. It is composed of 21 Member States and reports to the General Conference which fixes its terms of reference.

was occupied in August 1958 and Building II in September 1958. The cost of constructing Building I was FF 26,821,258 (\$ 5,473,726) and the cost for Building II was FF 8,706,967 (\$ 1,776,932) in each case at the rate of FF 4.90 to the dollar.<sup>2/</sup>

9. UNESCO's space requirements were originally estimated at 18,522 net m<sup>2</sup> but were reduced to 14,639 net m<sup>2</sup> in accordance with a decision of the seventh session of the General Conference. However, as early as 1956, while the construction of the Headquarters was still in progress, the need for an additional building became obvious. The General Conference accordingly authorized, during its ninth session in 1956, the construction of an additional four-storey building to provide further accommodation for the Secretariat, the permanent delegations, the United Nations Information Centre and certain international non-governmental organizations. Building III (Bâtiment Saxe) was completed in October 1958, adding 2,160 net m<sup>2</sup> of office space. Its construction cost was FF 3,533,683 (\$ 721,160, at the rate of FF 4.90 to the dollar).<sup>3/</sup>

10. By 1960, less than two years after the move to its permanent Headquarters, the increase in both regular budget and extra-budgetary staff caused by the extension of the Organization's activities had resulted in serious overcrowding of the main Headquarters building and the Director-General recommended the construction of a fourth building, preferably on the same site. The proposal was approved in principle by the General Conference in 1960, but soon ran into difficulties. Because of local town planning requirements, the authorities were unable to agree to the construction of a further multi-storey building on the site. Eventually, approval was given by all concerned for the construction, below ground level, of Building IV (Bâtiment des Fatics) which became available for occupation in November 1965. It provided some 3,590 net m<sup>2</sup> of office space and its construction cost was FF 29,619,768 (\$ 6,044,850, at the rate of FF 4.90 to the dollar).<sup>4/</sup>

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<sup>2/</sup> The cost of constructing both of these buildings, and also Building III (see paragraph 9), was financed by 20-year and 30-year interest-free loans totalling FF 38,638,800, guaranteed by the French Government through a semi-public organization, the "Caisse des dépôts et consignations".

<sup>3/</sup> See footnote 2/.

<sup>4/</sup> The cost of constructing this building was financed by UNESCO itself with the help of short-term bank loans.

11. During the period in which Building IV was under consideration and subsequently under construction, additional office space was made available by rearrangement of space allocations in Building I and the construction adjacent to this building, at a total cost of FF 1,380,400 (\$ 282,000 at the rate of FF 4.90 to the dollar) of six temporary prefabricated buildings, of which only two, P5 and P6, remain. However, even before the completion of Building IV, it became clear that still more accommodation would be required. Negotiations with the French Government eventually resulted in the construction of a fifth building on a site situated some 300 metres from the Headquarters complex. Building V (Bâtiment Miollis), whose construction cost was FF 40,706,101 (\$ 7,881,296 at various rates of exchange)<sup>5/</sup> provided some 7,182 net m<sup>2</sup> of office space (part of which is below ground level) and was occupied in February 1970. To it were transferred, from Building III, the offices of permanent delegations to UNESCO and the United Nations Information Centre and, from outside rented premises, the secretariats of a number of international non-governmental organizations.

12. In 1971, an annex to Building II was constructed in order to expand conference-related facilities. The cost of construction was FF 9,020,878 (\$ 1,771,854 at various rates of exchange).<sup>6/</sup>

13. In order to meet needs foreseeable beyond 1972, the General Conference, at its fifteenth session in 1968, approved the construction of a sixth building (15 C/Resolution 26.2). The French Government's offer of a site in the vicinity of the fifth building was accepted and, after some delay, construction work was begun in March 1974. Completion of the building is scheduled for the second-half of 1977. It will accommodate offices, two conference rooms, a cafeteria, an "économat" and

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<sup>5/</sup> The cost of constructing Building V was financed partly by UNESCO itself and partly by two loans from the United Nations Development Programme (UNDP). One loan was in the amount of \$ 1 million at an interest rate of 5 3/8 per cent. The second loan was in the amount of \$ 1,500,000 at an interest rate of 7 per cent. Both loans were repaid in five years.

<sup>6/</sup> The cost of constructing the annex to Building II was financed by UNESCO itself.

an underground garage, with a total usable area of about 13,570 m<sup>2</sup>, of which 7,860 m<sup>2</sup> will be net office space. Its estimated construction cost is FF 96,942,000 (\$ 21,400,000 at the rate of FF 4.53 to the dollar).<sup>7/</sup>

14. In addition to the short- and medium-term solutions outlined above, a long-term solution has been considered for several years. This will be discussed in chapter IV of the report.

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<sup>7/</sup> The cost of constructing Building VI will be financed partly by a loan guaranteed by the French Government through the "Caisse des dépôts et consignations". UNESCO obtained an initial loan of FF 48 million and an additional loan of FF 28 million has now been confirmed. The rate of interest for both loans will be 7 1/2 per cent. The balance of the estimated construction cost, FF 20,942,000 will probably be financed by the Organization and/or, if necessary, by bank loans.

### III. THE PRESENT SITUATION

#### A. UNESCO Headquarters buildings - general

15. The UNESCO Headquarters is made up of five permanent buildings (Buildings I-V), one permanent building (Building VI) under construction and two prefabricated buildings P5 and P6. The total cost of constructing these buildings, plus four prefabricated buildings which have been removed, amounts to FF 207,710,177 (\$ 43,579,964 at various rates of exchange). The Main Building (Building I) and Buildings II-IV, plus the prefabricated buildings, are on land fronting on the Place de Fontenoy. A diagram of this group of buildings is contained in Annex I. Building V is located some 300 metres away on land fronting on the Rue Miollis. Building VI is being constructed on land immediately adjacent to Building V. A diagram of these two buildings is contained in Annex II.

16. All the buildings are the property of UNESCO. However, the land upon which they are located was made available by, and is the property of, the host country which has granted UNESCO a 99-year lease. UNESCO pays only a nominal rent, FF 10 per annum, for the land on which Buildings I-IV are located and FF 100 per annum for the land upon which Building V is located. It is anticipated that the rental for the land on which Building VI is being constructed will also be FF 100 per annum.

#### B. Capacity of the buildings

17. The five permanent buildings, plus the basement of Buildings I, II and III and the two prefabricated buildings, provide 24,919 m<sup>2</sup> of net office space distributed as shown in Table I.

Table I

#### NET OFFICE SPACE IN UNESCO HEADQUARTERS BUILDINGS

Building	m <sup>2</sup>
Building I (Main Building)	10,562
Building II (Conference Building)	60
Building III (Saxe Building)	2,100
Basements (Buildings I, II and III)	130
Building IV (Patio Building)	3,590
Building V (Miollis Building)	7,182
Prefabricated Buildings	935
Total	24,919

18. As of 20 August 1975, the UNESCO buildings were occupied by 2,636 persons. This figure would have been 2,777 had all established posts been filled. With this occupancy level, the proper capacity of the buildings appears to have been reached and, indeed, slightly exceeded. This does not mean that all buildings are filled to capacity or have the same density of occupancy. Building I appears to be considerably overcrowded whereas Buildings III and V can probably accommodate some increase in occupancy. The overall situation is that until 1977, when Building VI is completed, UNESCO cannot accommodate any significant number of additional staff in its buildings unless a further reduction in occupancy standards is made and it is doubtful that this can be accomplished without serious overcrowding.

(1) Building I (Main Building)

19. Building I has a ground floor, seven floors above ground and a basement.<sup>8/</sup> It has 17,351 m<sup>2</sup> of usable space, of which 10,562 m<sup>2</sup> constitute office space. This office space is located almost entirely on floors 1-6<sup>9/</sup> and is distributed as shown in Table 2:

Table 2  
NET OFFICE SPACE IN  
BUILDING I (MAIN BUILDING)

Floor	m <sup>2</sup>
7th	90
6th	1,940
5th	1,868
4th	2,016
3rd	1,680 <sup>a/</sup>
2nd	1,846 <sup>b/</sup>
1st	1,122
Ground	-
Total	10,562

<sup>a/</sup> Excludes Medical Service (240 m<sup>2</sup>).

<sup>b/</sup> Includes typing pools (320 m<sup>2</sup>).

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<sup>8/</sup> The basements of Building I, II and III form a common basement and are dealt with together in paragraphs 28 and 29.

<sup>9/</sup> The ground floor is devoted to entrance and public areas, the Library and printing workshops. The seventh floor houses a restaurant, cafeteria, bar, kitchens and storerooms.



20. At the time the construction of this building was planned, it was estimated that its capacity would be some 800 persons using desk-offices plus 100 persons in special use areas on all floors, including the ground floor, and the basement. As of 20 August 1975, the building, including all floors and the basement, was occupied by 1,259 persons.<sup>10/</sup> Of these, almost 1,000<sup>11/</sup> occupied the principal office portion of the building, namely floors 1-6, and had an average per capita office space allocation of about 10.6 m<sup>2</sup>.<sup>12/</sup>

21. The increase in the capacity of the building over that originally estimated was achieved, at least in part, by reducing occupancy standards. Examples of reduced occupancy standards in Building I for both Professional and General Service staff are given in paragraph 119. The capacity was also increased by converting certain space designed for other purposes into office space. For example, ten rooms designed for Secretariat meeting rooms were converted into offices with the result that the Secretariat now considers that there is an acute shortage of space for meetings. Further, a number of documentation centres were converted into office space. Some 200 m<sup>2</sup> of office space was made available on the second floor by transferring, to a specially constructed basement mezzanine floor, a documents distribution unit. Finally, many file cabinets were removed from offices and placed in corridors, thus making it possible to accommodate more staff in the office space.

22. It is clear that no additional staff can be accommodated in Building I. Indeed, it appeared to the Inspectors that the building was overcrowded and that the occupancy of the building should be somewhat reduced. It should be added, however, that the impression of overcrowding, and indeed the actual overcrowding where it exists, results, at least in part, from the accumulation of files and documentation in corridors and in individual offices. This matter is discussed further in paragraphs 127-129.

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<sup>10/</sup> This figure would have been 1,344 had all established posts been filled.

<sup>11/</sup> This figure would have been something like 1,060 had all established posts been filled.

<sup>12/</sup> This figure would have been just under 10 m<sup>2</sup> had all established posts been filled.

(2) Building II (Conference Building) and annex

23. Building II has a ground floor, a mezzanine floor and a basement.<sup>13/</sup> The ground and mezzanine floors house five conference rooms and related areas and contain no office space. It has a two-level annex in which the delegates' bar and lounge are located. This annex has only 60 m<sup>2</sup> of office space.

(3) Building III (Saxe Building)

24. Building III has a ground floor, four floors above ground level and a basement.<sup>13/</sup> It has 2,382 m<sup>2</sup> of usable space, of which 2,160 m<sup>2</sup> consist of office space divided into 120 offices of three different sizes, namely 15 m<sup>2</sup>, 18 m<sup>2</sup> and 21 m<sup>2</sup>. The distribution of the office space is shown in Table 3:

Table 3  
NET OFFICE SPACE IN  
BUILDING III (SAXE BUILDING)

Floor	m <sup>2</sup>
4th	540
3rd	540
2nd	540
1st	540
Ground	-
Total	2,160

25. At the time the construction of this building was planned, it was intended to allocate only 648 m<sup>2</sup> to Secretariat staff and to allocate the balance to permanent delegations to UNESCO and the United Nations Information Centre for which there were no occupancy criteria. As of 20 August 1975, the building was occupied by 172 persons.<sup>14/</sup> This meant an average allocation per person of about 12.5 m<sup>2</sup> <sup>15/</sup>, which was in excess of the average allocation of 11.5 m<sup>2</sup> or 11.6 m<sup>2</sup> (125 sq. ft.) which UNESCO, and other organizations in the United Nations system, consider desirable to

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<sup>13/</sup> See paragraphs 28 and 29.

<sup>14/</sup> This figure would have been 184 had all established posts been filled.

<sup>15/</sup> This figure would have been about 11.7 m<sup>2</sup> had all established posts been filled.

ensure that staff work in favourable conditions. It was significantly above the average allocation of 10.6 m<sup>2</sup> in Building I.

26. This high average per capita space allocation in Building III results from the manner in which the offices are occupied. For example, some offices of 21 m<sup>2</sup> are used to accommodate two secretaries or two P-3s and some offices of 18 m<sup>2</sup> are used to accommodate a single P-4.<sup>16/</sup> The Inspectors were informed that this situation had developed because of the size and shape of the offices. It was said that portions of the offices had considerably less natural light than the balance of the space in them and that staff were reluctant to rely to any significant extent on artificial light. It was also said that there were heating problems in some of the offices. The Inspectors were told that attempts had been made to obtain better utilization of the space by the use of glass partitions and open-plan arrangements but that these had not been successful.

27. The Inspectors were not completely satisfied with this explanation since they had noted that both in Geneva (e.g. at the headquarters of the World Health Organization (WHO)) and at United Nations Headquarters in New York, offices no more desirable than those in Building III had been used to accommodate more staff than were accommodated in some of those in Building III. It appeared to the Inspectors that the capacity of Building III was somewhat greater than the present occupancy level and that the occupancy level could be somewhat increased without imposing unreasonable occupancy standards.

#### (4) Basements of Buildings I, II and III

28. The basements of Buildings I, II and III form a common basement. They contain 430 m<sup>2</sup> of office space, of which some 260 m<sup>2</sup> (10 offices) are used primarily for conference offices. These offices are also used to accommodate consultants and short-term staff when not required for conference purposes. The balance of the usable space (5,641 m<sup>2</sup>) houses the Library, cinema, radio and television studios, press room, visitors' lounge, computer facilities<sup>17/</sup>, conference rooms VI, VII and

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<sup>16/</sup> See Table 8 on page 37 for comparisons with occupancy standards at the headquarters of the International Labour Office (ILO).

<sup>17/</sup> Actually the computer is housed in an extension to the basement of Building I and is located between Building IV and the Place de Fontenoy.

VIII and related facilities, a photo-mechanical library, the telephone switchboard, various workshops, the delivery bay and the main guard room.

29. The basements were occupied, as of 20 August 1975, by 138 persons. It appeared to the Inspectors that, although there was no overcrowding, there was very little possibility of increasing the occupancy of the basements, particularly of the 430 m<sup>2</sup> of office space.

(5) Building IV (Patio Building)

30. This building has three levels, all below ground level. It contains 6,659 m<sup>2</sup> of usable space, plus a parking area of 9,250 m<sup>2</sup> on the third level. It has 3,590 m<sup>2</sup> of office space which is distributed as shown in Table 4:

Table 4

NET OFFICE SPACE IN  
BUILDING IV (PATIO BUILDING)

Level	m <sup>2</sup>
1st	2,036.50
2nd	1,553.50 <sup>a/</sup>
3rd	-
Total	3,590.00

<sup>a/</sup> Excludes offices of the Executive Board (91 m<sup>2</sup>) and of the President of the General Conference (32.50 m<sup>2</sup>).

31. In addition to providing office space, the building houses conference rooms IX (Executive Board), IX bis and X, the conference lobby, facilities for delegates and other conference facilities.

32. At the time the construction of this building was planned, it was estimated that its capacity would be 330 persons. As of 20 August 1975, Building IV was occupied by 351 persons<sup>18/</sup>, of whom 341 occupied the first and second levels.

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<sup>18/</sup> This figure would have been 376 had all established posts been filled.

This meant an average per capita office space allocation of about 10.5 m<sup>2</sup>.<sup>19/</sup> The Inspectors consider that the occupancy of the building has reached the full capacity level.

(6) Building V (Miollis Building)

33. Building V has a ground floor, eight floors above ground level and three levels below ground level. It has 11,521 m<sup>2</sup> of usable space (plus a 4,100 m<sup>2</sup> parking area), of which 7,182 m<sup>2</sup> constitute office space. The office space is distributed as shown in Table 5:

Table 5

NET OFFICE SPACE IN  
BUILDING V (MIOLLIS BUILDING)

Floor	m <sup>2</sup>
8th	679
7th	679
6th	679
5th	665
4th	427
3rd	637
2nd	679
1st	679
Ground	476
1st level below ground	938
2nd level below ground	644
3rd level below ground	-
Total	7,182

34. At the time the construction of this building was planned, it was estimated that its capacity would be 700 persons, including staff of the Secretariat, permanent delegations to UNESCO, the United Nations Information Centre and a number of

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<sup>19/</sup> This figure would have been about 9.8 m<sup>2</sup> had all established posts been filled.

international non-governmental organizations. As of 20 August 1975, the building was occupied by 741<sup>20/</sup> persons, of whom about 690 occupied office space and related areas. This meant an average per capita office space allocation of about 10.4 m<sup>2</sup>.<sup>21/</sup>

35. Of the occupants on 20 August 1975, only some 321 were UNESCO staff. These staff appear to the Inspectors to have somewhat more spacious accommodation than those in the other UNESCO buildings and the Inspectors formed the impression that the capacity of the space occupied was somewhat greater than the occupancy level. However, the possibility of any addition to the present occupancy level is, at best, a limited one.

36. All of the office space on floors 5-9 and much of that in the first and second levels below ground, is occupied by permanent delegations to UNESCO. The Inspectors were not in a position to make a fully informed judgement on whether or not the space occupied by delegations was used to capacity. However, they were informed that, at times, as many as 277 persons occupy the 2,954 m<sup>2</sup> of office space allotted to delegations and, at such times, the space would appear to be used to capacity. The same appears to be generally true of the office space occupied by the United Nations Information Centre in the first level below ground and by international non-governmental organizations (NGOs) on the ground floor and in the first and second levels below ground. Although the average per capita space allocation to non-governmental organizations of 12.3 m<sup>2</sup> (64 persons occupy 791 m<sup>2</sup>) suggests that it might be possible to accommodate a few more persons in the NGO areas, the amount of documentation maintained by these organizations would make it difficult to increase the occupancy level.

37. A total of 389 m<sup>2</sup> in the second basement of Building V is occupied by the UNESCO commissary. Of this, only 84 m<sup>2</sup> is considered to be office space.

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<sup>20/</sup> This figure would have been about 754 had all established posts been filled.

<sup>21/</sup> This figure would have been about 10.2 m<sup>2</sup> had all established posts been filled.

(7) Prefabricated buildings P5 and P6

38. The two prefabricated buildings have a ground floor and a first floor. They contain 1,285 m<sup>2</sup> of usable space, of which 935 m<sup>2</sup> is office space.

39. As of 20 August 1975, the buildings were occupied by 115 persons and the average per capita space allocation was only slightly more than 8 m<sup>2</sup>. In the view of the Inspectors, the prefabricated buildings cannot accommodate more staff and, indeed, are overcrowded to an extent which may be dangerous. For example, to make use of one of the fire exits, it is necessary to pass through an occupied office and around a desk.

40. These buildings, which were estimated to have a life of six years when they were erected, have already been occupied for 11 years and are not in good condition. It is planned to remove them when Building VI is completed in 1977.

(8) Building VI (see chapter IV for additional details)

41. Work on this building has been proceeding in two stages. Part of the land on which it is being constructed became available in March 1974 and construction on that part started immediately. Negotiations are still in progress for expropriation of the remainder of the land and it is hoped that it will become available at the end of 1975; construction has not yet commenced there. The building is scheduled to be available for occupancy in the second half of 1977 (see paragraph 138).

42. The building is expected to have 7,860 m<sup>2</sup> of office space. It is expected to have a capacity of about 700 persons, assuming an average per capita space allocation of 11.5 m<sup>2</sup>.

43. When the building is available for occupancy, it is estimated that 6,500 m<sup>2</sup> of space will be allocated immediately because of the need to remove the prefabricated buildings, to relieve overcrowding in other buildings, particularly Building I and to provide additional space for permanent delegations.

44. As a result, only 1,360 m<sup>2</sup> of space will be available for occupancy in the future as the need arises to accommodate additional personnel. Of this, 300 m<sup>2</sup> will be earmarked for permanent delegations, leaving a maximum of 1,060 m<sup>2</sup> of space for possible expansion of UNESCO's Headquarters staff. It is estimated by the UNESCO Secretariat that the 1,060 m<sup>2</sup> of office space would make it possible to accommodate, at most 100 new staff members, or only some 92, if a per capita space allocation of 11.5 m<sup>2</sup> is used in the calculation.

C. Details of occupancy of the UNESCO buildings

45. As mentioned in paragraph 18, the UNESCO buildings were occupied as of 20 August 1975, by 2,636 persons. There are indicated in the following paragraphs, the number and types of occupants in each building.

(1) Building I

46. As of 20 August 1975, Building I was occupied on a permanent basis by 1,259 persons, of whom 1,164 were UNESCO staff and 95 were not UNESCO staff members. The type and number of occupants are listed in Table 6:

Table 6

OCCUPANCY OF BUILDING I AS OF 20 AUGUST 1975

Type of occupant	Number of persons	Space occupied m <sup>2</sup>
UNESCO Secretariat	1,164	10,562 <sup>a/</sup>
<u>Other occupants</u>		
Restaurant Services	60	2,230
Guard Service	8	-
Travel Agency <sup>b/</sup>	15	84
Bank <sup>c/</sup>	9	50
News stand <sup>d/</sup>	3	40
TOTAL	1,259	-

<sup>a/</sup> Office space.

<sup>b/</sup> Thomas Cook and Son - see paragraphs 51-54.

<sup>c/</sup> La Société générale - see paragraphs 55-58.

<sup>d/</sup> Brentano's - see paragraphs 59 and 60.

47. Occupants of Building I who are not UNESCO staff members are the following:

(a) Restaurant Services

48. The Bureau of General Services of UNESCO manages these Services which operate a restaurant, a cafeteria, snack bar and a bar on the seventh floor of Building I, the delegates' bar on the upper level of the annex of the Conference Building and



a staff bar and cafeteria in the first and second below-ground levels of Building V. There are 82 employees of the Restaurant Services, of whom 60 work in Building I and in the Conference Building annex and 22 work in Building V. These employees are not staff members of UNESCO.

49. The Restaurant Services do not make a profit; on the contrary, they are receiving during the 1975/1976 biennium, a subsidy of \$ 29,100 which is provided for in Part V (Common Services) of the regular budget.

(b) Guard Service

50. UNESCO employs, on contract, the 70 members of its Guard Service who work in three shifts (17 on the day shift) and are stationed throughout the various buildings. These employees are not considered to be staff of the Secretariat. Eight are stationed in Building I during the day and the balance are stationed as shown in the paragraphs below dealing with individual buildings.

(c) Travel agency (Thomas Cook and Son)

51. Under an agreement last up-dated on 18 November 1974 and effective for the period 1 January 1975-31 December 1976, UNESCO makes office space in Buildings I and V available to the travel agency to enable the latter's staff to make arrangements for official UNESCO travel and for private travel of UNESCO staff and their families, for delegates and official visitors to UNESCO and for representatives, delegates and staff members of the United Nations and the specialized agencies. Cook occupies 84 m<sup>2</sup> on the ground floor of Building I and has 15 employees there. It occupies 40 m<sup>2</sup> on the ground floor of Building V and has four employees there.

52. Under the agreement, UNESCO supplies to Cook not only accommodation but also appropriate furniture, including safes and telephone equipment, guard service, maintenance, electricity and heating of the offices, as well as the distribution and collection of internal mail. Cook has a direct telephone line to its main office and pays for the rental of this line and for calls made on it. For the use of the telephone lines made available by UNESCO, Cook pays for long-distance calls but not for local calls.

53. For the office accommodation and the facilities and services made available to it, and for "the exclusive right ... to maintain travel offices in UNESCO's premises", Cook has agreed to pay UNESCO \$ 65,000 per annum for the years 1975 and 1976, or about \$ 524 per square metre of space occupied.

54. This arrangement which UNESCO has with Cook is somewhat similar to that which WHO has with Cook in Geneva. At WHO headquarters, Cook has nine staff occupying an office of 99 m<sup>2</sup> and for the period 1 November 1973-31 October 1974 paid WHO Sw F 191,180 (about \$ 72,000 at the rate of Sw F 2.75 to the dollar). The principal difference between the two arrangements appears to be that, at WHO, Cook is provided only with unfurnished offices.

(d) Bank (La Société générale)

55. Under an agreement entered into on 31 December 1959, and extended from year to year, UNESCO provides office accommodation to the bank to enable it to provide full banking services to the Organization, its staff and to persons duly accredited to UNESCO. The bank occupies 57 m<sup>2</sup> on the ground floor of Building I and has nine employees there. It occupies 26 m<sup>2</sup> on the ground floor of Building V and has two employees there.

56. Under the agreement, UNESCO provides to the bank not only office accommodation but also telephone equipment, guard service, maintenance, electricity, cleaning and heating of the offices, as well as the distribution and collection of internal mail. Like Cook, the bank has a direct telephone line to its main office and pays for the rental of this line and for calls made on it. For the use of the telephone lines made available by UNESCO, the bank pays for long-distance calls and pays \$ 300 per year to cover the cost of local calls. Furniture and equipment, and the cost of alterations requested, are paid for by the bank.

57. For the office accommodation and the services and facilities made available by UNESCO, and for the exclusive right to provide banking services in UNESCO's premises, the bank paid rent in 1975 at the rate of \$ 37,500 per annum (at the rate of FF 4.80 to the dollar). This rent was calculated on the basis of the occupancy by the bank of only 63 m<sup>2</sup> (instead of the present 83 m<sup>2</sup>) of space prior to July 1975. For the 83 m<sup>2</sup>, the rent is calculated to be \$ 47,000 (at the rate of FF 4.80 to the dollar) but, because the bank paid \$ 23,540 in 1975 for alterations, UNESCO agreed that the new rate would not become effective until July 1976. The new annual rental will mean that the bank will pay about \$ 566 per square metre of space occupied, as compared with the rate of \$ 110 per square metre fixed in 1959 when the contract was signed. Under the terms of the contract, the rent is adjusted every two years to take account of increases in salaries and service charges.

58. The rental received by UNESCO from the bank, which provides full banking services and is one of the most important banks in France, compares favourably with that received by the large international organizations in Geneva which have branches of major banks in their headquarters buildings. In Geneva, the bank having an office (82 m<sup>2</sup>) at WHO headquarters is paying in 1975 an annual rental of Sw F 40,000 (about \$ 14,500 at the rate of Sw F 2.75 to the dollar). Also in Geneva, ILO will receive as rent in 1976 an amount of Sw F 40,000 from the bank having an office (84 m<sup>2</sup>) at its headquarters and during the period 1977-1979, will receive an amount of Sw F 50,000 per annum (about \$ 18,200 per annum at the rate of Sw F 2.75 to the dollar). The bank having two offices (a total of 167.61 m<sup>2</sup>) in the Palais des Nations (Office of the United Nations at Geneva) pays no rent.

(e) News stand (Brentano's Booksellers-Stationers)

59. Under an agreement entered into originally on 17 July 1958, UNESCO provides Brentano's with space to operate two news stands for the sale of newspapers, periodicals, books etc. at UNESCO Headquarters. One news stand occupies 40 m<sup>2</sup> on the ground floor of Building I and three persons are employed there. The second news stand occupies 10 m<sup>2</sup> on the ground floor of Building V and two persons are employed there.

60. In the past, Brentano's paid UNESCO an annual rent amounting to seven per cent of receipts from its sales at UNESCO during the year. However, as a result of an exchange of letters in April and May 1975, Brentano's rent during the period through 1977 will be adjusted annually on the basis of a consumer's price index. It is estimated that Brentano's rent for 1975 will probably amount to FF 46,500.

(2) Building II and annex

61. As of 20 August 1975, Building II and its annex were occupied on a permanent basis<sup>22/</sup> by five persons, of whom three were employees of the Restaurant Services (see paragraphs 48 and 49) and two were employees of the Guard Services (see paragraph 50).

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<sup>22/</sup> This phrase is used to exclude persons occupying Building II and/or the annex in connexion with particular meetings or conferences.

(3) Building III

62. As of 20 August 1975, Building III was occupied by 172 persons, all of whom were UNESCO staff, except for one employee of the Guard Service (see paragraph 50).

(4) Basements of Buildings I, II and III

63. As of 20 August 1975, the basements of Buildings I, II and III were occupied by 138 persons, all of whom were UNESCO staff, except for two employees of the Guard Service (see paragraph 50).

(5) Building IV

64. As of 20 August 1975, Building IV was occupied by 351 persons, all of whom were UNESCO staff except for one employee of the Guard Service (see paragraph 50).

(6) Building V

65. As of 20 August 1975, Building V was occupied by 741 persons, of whom 321 were UNESCO staff and 420 were not. The type and number of occupants are listed in Table 7 on page 21.

66. Occupants of Building V who are not UNESCO staff members are the following:

(a) Permanent delegations to UNESCO

67. In Building V, 2,954 m<sup>2</sup> of office space were occupied, as of 20 August 1975, by an estimated number of 277 officials of 67 permanent delegations to UNESCO.<sup>23/</sup> This space included all the office space on the sixth, seventh and eighth floors, plus additional space (238 m<sup>2</sup>) on the fifth floor and in the first (238 m<sup>2</sup>) and the second (224 m<sup>2</sup>) levels below ground. It represents more than 40 per cent of the total office space in Building V and a little more than the office space occupied by UNESCO staff in that building.

68. The office space made available to delegations is furnished and equipped in accordance with standards applied in the Secretariat. UNESCO does not furnish office machines to delegations and the cost of special furniture or installations

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<sup>23/</sup> Office accommodation is provided to delegations pursuant to resolution 44 adopted by the General Conference at its tenth session in 1958. See Annex III for the names of these delegations.

Table 7

OCCUPANCY OF BUILDING V AS OF 20 AUGUST 1975

Type of occupant	Number	Space occupied m <sup>2</sup>
<u>UNESCO Secretariat</u>	321	2,947 <sup>a/</sup>
<u>Other occupants</u>		
67 permanent delegations	277	2,954 <sup>a/</sup>
10 international NGOs	64	791 <sup>a/</sup>
United Nations Information Centre	15	406 <sup>a/</sup>
Commissary	28	389 <sup>b/</sup>
Children's Club	-	213 <sup>c/</sup>
Restaurant Services	22	880
Guard Service	5	28
Travel agency <sup>d/</sup>	4	40
Bank <sup>e/</sup>	2	26
News stand <sup>f/</sup>	2	10
Hairdressing salon	1	14
TOTAL	741	-

a/ Office space.

b/ Of this amount, 84 m<sup>2</sup> is office space.

c/ Originally office space.

d/ Thomas Cook and Son - see paragraphs 51-54.

e/ La Société générale - see paragraphs 55-58.

f/ Brentano's - see paragraphs 59 and 60.

requested by delegations is billed to them. UNESCO provides services in respect of caretaking, maintenance and the lighting and air-conditioning of the offices, the distribution and collection of mail and documents, as well as free telephone calls, both internal and local. If alterations are requested by delegations to their telephone systems (inter-office telephones, telex, direct lines to the outside etc.) or to the standard fittings (carpets, curtains etc.), they are made at the expense of the delegations on the basis of estimates prepared by UNESCO's Buildings Division. The delegations must take out special insurance if they wish to be covered against loss or theft of movables, valuables or works of art which are their own property.

69. For the office space and the facilities and services made available to them, delegations in 1975 are paying UNESCO an amount of \$ 91.01 per annum per square metre of space (at the rate of FF 4.80 to the dollar). This amount is made up of (a) \$ 16.43 per square metre, representing a contribution to the amortization of the cost of constructing and equipping the space rented and (b) \$ 74.58 per square metre representing a proportionate share of general and service charges and of the shortfall for the previous biennium for such charges. Office supplies and long-distance telephone calls are not included in the figure of \$ 74.58 and are charged separately.

70. The rate of \$ 91.01 per annum per square metre of space which is charged to delegations cannot be related to the rates charged to the travel agency or the bank since those two tenants are paying not only for space, facilities and services, but also for an exclusive right to do business in UNESCO's premises. However, the Inspectors are informed by UNESCO's Secretariat that the level of commercial rents in the UNESCO area is some "Frs 700 or Frs 800 per square metre, to which should be added heating, lighting, cleaning and guards' services, etc.". Since the full rental rate for delegations of \$ 91.01 per annum per square metre of space translates, at the rate of FF 4.80 to the dollar into about FF 437 per annum per square metre, it seems clear that the rental charge to delegations is substantially less than commercial rates.

71. The rental of space to a delegation is covered by a written lease. The initial term of the lease runs from the date of signature to 1 January of the following year and is renewable indefinitely for periods of one year. However, either party may terminate the lease upon written notice of at least three months.

72. The lease mentioned in paragraph 71 contains the following clause.

"In accordance with the provisions of Article 10 of the Regulations on the utilization of premises, the premises enumerated in Clause 1 of the present contract are intended to serve the purpose of enabling the lessee to represent his country duly in dealings with Unesco. In consequence, the lessee undertakes to assign the aforesaid premises exclusively to the use of members of the Permanent Delegation and not to surrender any of the rights or facilities granted to him by the present contract to third parties, either for payment or free of charge."

73. In response to a question from the Inspectors, the UNESCO Secretariat stated that "it is naturally difficult to state to what extent this clause is complied with".

74. UNESCO's practice of renting office accommodation in one of its buildings to any national delegation which desires it, appears to be an exceptional one which has no exact, or even close, parallel in the United Nations system. It is true that the International Civil Aviation Organization (ICAO) in Montreal, Canada, sub-leases space, in a building which it rents, to some 30 of the 132 national delegations accredited to it. However, the delegations to which space is rented are those which are members of the ICAO Council, which acts to some extent like a board of directors and supervises a large part of ICAO's activities on a day-to-day basis. Further, national delegations are entitled to rent space in the ICAO building only so long as their governments remain members of the ICAO Council.

75. It is also true that some years ago a few national delegations occupied space in buildings belonging to the United Nations in Geneva but that practice was abandoned when it became necessary to use the space for Secretariat accommodation. At United Nations Headquarters in New York, it was proposed more than 20 years ago to construct an office building for delegations on the Headquarters site, but the project was abandoned because of lack of sufficient interest among delegations. In recent years, three national delegations have occupied, rent-free, a limited amount of space in the Conference Building at United Nations Headquarters. In paragraph 93 of their report (JIU/REP/74/6 (A/9854)) on the utilization of office accommodation at United Nations Headquarters, the Inspectors said that they "were unable to find a basis for the Secretariat's provision of office space free of charge to a few Missions to the United Nations when it was not in a position to

provide such space for other Missions.". The Inspectors added that "given the shortage of space at Headquarters, it is questionable whether space should be made available to Missions even if rent is paid.".

76. Obviously, no question arises about UNESCO's practice of renting office space to national delegations if it has adequate space to permit all delegations to rent space if they so desire and if it has sufficient space to accommodate Secretariat staff properly. On the first point, it would appear that UNESCO may well, at some time in the future, face a substantial problem since there is the possibility that all national delegations might wish to rent space and this would almost double the number of delegations to be accommodated. Apart from this theoretical possibility, the following facts should be noted. When Building V became available in 1970, it was necessary to allocate 1,205 m<sup>2</sup> more of office space to delegations than they had occupied in the past. Since that time, 20 delegations without office space in UNESCO premises have requested space totalling 632 m<sup>2</sup>. In addition, 21 delegations already having office accommodation in UNESCO premises have requested additional space totalling 643 m<sup>2</sup>. These requests, which the UNESCO Secretariat considers reasonable, cannot be met at the present time but will in due course be submitted to the Headquarters Committee and are expected to be met when Building VI becomes available in the second half of 1977.<sup>24/</sup> The latest preliminary plans drawn up

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<sup>24/</sup> The allocation of office space to delegations which have no offices, or of additional office space to delegations already accommodated, is usually carried out when new buildings come into service. Each delegation is invited by the Director-General to state its office space requirements and the Director-General then submits a plan of space allocation to the Headquarters Committee for agreement. This plan is based on the standards applied in allocating office space within the Secretariat, taking account so far as possible of the expressed needs of the delegations. Certain delegations request additional space if they have nationals who frequently attend meetings and conferences at Headquarters or if they have a substantial amount of documentation. If the office space available for delegations is less than the total space requested by Member States, priority in the allocation of space is given to those Member States which have informed the Director-General in writing that all the members of their permanent delegation have been appointed exclusively to represent them at UNESCO.



for that building foresaw an additional 1,000 m<sup>2</sup> of office space being allocated immediately to delegations when the building becomes available in 1977 and an additional 300 m<sup>2</sup>, of the reserve of 1,360 m<sup>2</sup> which will then exist, being earmarked for further delegation needs. This would leave a reserve of only 1,060 m<sup>2</sup> of office space remaining in Building VI to meet further requests by delegations (some have already been intimated) and to meet all other needs.

77. It thus appears that (a) UNESCO does not have sufficient office space at present to meet the needs of all permanent delegations which have requested space, (b) UNESCO is likely to have, in the second half of 1977, sufficient space to meet delegation needs at that time but (c) there will be very little, if any, reserve space to meet any additional delegation requests which might be forthcoming in the future.

78. One of the criteria for the allocation of office space at UNESCO appears to be that Secretariat accommodation needs have priority over the needs of delegations.<sup>25/</sup> In this connexion, the following should be noted. In the view of the Inspectors (see paragraph 18), there is already some overcrowding in Building I and "until 1977, when Building VI is completed, UNESCO cannot accommodate any significant number of additional staff in its buildings unless a further reduction in occupancy standards is made and it is doubtful that this can be accomplished without serious overcrowding". After 1977, as will be discussed in chapter IV of this report, if UNESCO maintains its present plans for the use of space in Building VI, it will have to rely on the same small reserve of 1,060 m<sup>2</sup> of office space mentioned in paragraph 76 to meet any new staff requirements over and above those authorized for the 1975/1976 biennium. Thus in 1977 or shortly thereafter, unless there is no further increase in UNESCO staff at Headquarters, or unless a new building is constructed or UNESCO engages in outside rental, the need to provide office accommodation for Secretariat staff will make it impossible to meet delegation requests for additional office space.

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<sup>25/</sup> The order of priority for the allocation of space was established by the Director-General in consultation with the Headquarters Committee pursuant to Resolution 9C/45.

79. The Inspectors recognize that the practice of accommodating national delegations to UNESCO in UNESCO premises is a matter of policy to be decided by governments. Nevertheless, they are impelled to make the following comments. First of all, this practice involves UNESCO in a situation which makes it somewhat more difficult than in other organizations for the Secretariat to plan to meet office accommodation needs since the Secretariat cannot estimate and control delegation needs in the same way as it can staff needs. In the second place, the Secretariat naturally cannot monitor the use of space allocated to delegations in the same way as it can the use of space allocated to staff and accordingly cannot make certain that the space is fully and economically used in connexion with UNESCO business. Thirdly, it appears somewhat questionable to have space occupied by delegations on a first-come first-served basis when there is not enough space available to meet the needs of all delegations. This practice appears to place some delegations in a preferential position of the kind which the Inspectors questioned at United Nations Headquarters in New York (see paragraph 75). In the fourth place, while it is undoubtedly convenient and, in most cases, probably less expensive, for delegations to lease office space in UNESCO premises rather than elsewhere, it is doubtful that this is essential since this practice is not followed in other organizations of which the same governments are members, nor is it followed today by almost half of the delegations to UNESCO itself. Finally, as at United Nations Headquarters in New York and at the headquarters of other specialized agencies, national delegations to UNESCO are presumably in a position individually to find small blocks of office space in various locations reasonably near to UNESCO Headquarters or to obtain accommodation in their own embassies accredited to the government of the host country. The Secretariat, on the other hand, needs large solid blocks of space in order to operate efficiently and cannot take advantage of small scattered blocks of office space which might be available for commercial rental. Further, the dispersal of the UNESCO Secretariat into any new building which might be constructed by UNESCO at any significant distance away from the first six buildings would undoubtedly have a greater adverse effect on UNESCO operations than if permanent delegations were obliged to locate their offices elsewhere.

80. In view of the foregoing, the Inspectors suggest that, for the future, this practice of providing office accommodation for national delegations should be reviewed. As stated earlier, the practice is not open to question if adequate office space is available. However, in view of the situation which exists today and of that which is likely to exist, even after the completion of Building VI, thought should be given to the action which should be taken to avoid a conflict between delegation and staff needs. It is suggested that if either delegations or staff must move into rented space, or into a new building located at any significant distance from the existing buildings, it would be preferable to move delegations rather than the UNESCO Secretariat. It might even be preferable to have delegations move to other quarters for which they themselves would be responsible rather than to construct a seventh UNESCO building to meet expansion needs. These comments do not relate, of course, to any long-term solution, such as is discussed in chapter IV, for relocating the entire UNESCO Headquarters.

(b) International non-governmental organizations

81. In Building V, 791 m<sup>2</sup> of office space were occupied as of 20 August 1975 by 64 employees of ten international non-governmental organizations.<sup>26/</sup> This space was located partly on the ground floor (203 m<sup>2</sup>), partly in the first level below ground (294 m<sup>2</sup>) and partly in the second level below ground (294 m<sup>2</sup>). It constituted about 11 per cent of the total office space in the building.

82. Office space is made available only to those international non-governmental organizations having category A status, i.e. which have formal agreements and "consultative and associate relations" with UNESCO. With respect to such organization, UNESCO's directives (UNESCO Manual, Appendix 4C, issue No. 220, 31 August 1967, paragraph IV (c) (ii)) provide that:

"UNESCO shall strive as far as possible to provide office accommodation on the most favourable terms for those organizations in this category with which it is particularly necessary for the Secretariat to keep in constant touch."

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<sup>26/</sup> These organizations are listed in Annex IV.

Thus, although there are some 50 organizations which have category A status, only ten are provided with office space in Building V.

83. Office space and related services and facilities are made available to those ten organizations on essentially the same terms as are applied in the case of rental to national delegations (see paragraph 68). A notional rent for space allocated to the organizations is calculated in the same manner as is the actual rent paid by national delegations (see paragraph 69) and accordingly amounts to \$ 91.01 per annum per square metre of space (at the rate of FF 4.80 to the dollar).

84. The word "notional" is used in paragraph 83 because, in fact, non-governmental organizations do not really pay rent. An amount calculated to represent the rent due by each such organization for the space it occupies is simply shown as a deduction from the financial subvention given to each by UNESCO. Apart from the directive quoted in the preceding paragraph concerning the provision of office accommodation "on the most favourable terms", the granting of subventions to non-governmental organizations to cover the payment of rent is provided for in a UNESCO directive (UNESCO Manual, Appendix 4C, issue No. 220, 31 August 1967, paragraph VI.3) which states that:

"Subventions may also be granted to organizations created at Unesco's instance or carrying out activities which would otherwise devolve upon Unesco, to cover administrative expenses (such as staff salaries, renting of premises, office supplies and communications) recognized as essential for the smooth functioning of the organization concerned in cases where it is unable to meet them from its own resources."

85. Rentals of space to non-governmental organizations are not covered by the same type of written lease as are rentals to national delegations and there is no condition with respect to the use of the rented premises similar to that in the clause, quoted in paragraph 72, which is contained in delegation leases. On this point, the UNESCO Secretariat stated the following to the Inspectors:

"... non-governmental organizations are not bound by this clause. These organizations are granted subventions and receive free office space as a set-off against providing assistance in carrying out specific tasks concerning the programme of Unesco. Although the subventions granted by Unesco may not be used otherwise than for carrying out the tasks specified by the Executive Board when authorizing the granting of the said subvention, there is no regulation which prevents the NGOs

from carrying out, on Unesco's premises, other activities laid down in their Statutes. The space allocated is usually very small, more particularly so in view of the large amounts of documentation which they have at their disposal, and according to the criteria for space allocation laid down by the Headquarters Committee, first the Secretariat and then the permanent delegations have priority over non-governmental organizations."

86. During the period 1950/1958, between seven and ten non-governmental organizations were accommodated in the UNESCO Headquarters building in the Avenue Kleber. In 1959, ten organizations were accommodated in the newly completed Building III. However, in 1960 more space in that building was required for the Secretariat and delegations and, in view of the status of non-governmental organizations as "non-priority users" (11C/ADM/18-paragraph 12.2), accommodation for them was rented in a building in the Rue Franklin. This situation continued until 1970<sup>27/</sup> when Building V became available. Thus, the principle appears to have been established that if there is a shortage of space in UNESCO buildings for Secretariat staff and national delegations, non-governmental organizations must give up their space and be located in outside premises. In view of the existing situation described earlier in this report - particularly in paragraph 78 - namely that adequate space does not exist to meet the Secretariat and delegation needs, it would appear that the continued allocation of office space in Building V to non-governmental organizations is open to question.

87. As in the case of the office accommodation provided for delegations, the provision of such accommodation for non-governmental organizations is a matter of policy for decision by governments. However, the Inspectors are aware of only a few other organizations in the United Nations system which provide office space to non-governmental organizations free of charge and in those cases, it is done only on a very limited scale which is hardly comparable with the situation at UNESCO. WHO makes a total of 65 m<sup>2</sup> of office space in two of its temporary buildings available for use free of charge by five officials of two non-governmental organi-

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<sup>27/</sup> Except that during the period 1966/1969, some non-governmental organizations were also accommodated in one of UNESCO's prefabricated buildings.

zations which are in official relationship with WHO, namely, the Council for International Organizations of Medical Sciences, which is one of the organizations having offices at UNESCO, and the Federation of World Health Foundations. At United Nations Headquarters in New York, 39 m<sup>2</sup> of space in the Conference Building are provided rent-free to the World Federation of United Nations Associations for occupancy by three officials. With respect to that situation, the Inspectors stated the following in paragraph 94 of JIU/REP/74/6 (A/9854):

"So long as the space assigned is limited as is presently the case and can be made available, this would appear to be an appropriate arrangement for this unique non-profit, world-wide federation whose sole objective is to promote understanding of and support for the United Nations. However, it seems clear that it is not essential that the organization have an office in the Headquarters buildings and that an office in close proximity would be adequate."

88. The Inspectors understand that the non-governmental organizations in question were established on the initiative of and under the auspices of UNESCO to assist it in certain areas of its activities. However, without expressing an opinion on the propriety and desirability of UNESCO's continuing to provide subventions to non-governmental organizations, the Inspectors would point out that the possible desirability of providing subventions does not necessarily imply the desirability of providing, as part of these subventions, office space in the UNESCO building which is badly needed for Secretariat use. Further, there is no apparent reason why, if the non-governmental organizations were located in outside but adjacent rented quarters, they could not operate just as efficiently vis-à-vis units of the Secretariat located at the Place de Fontenoy as they can when accommodated in Building V.

89. Accordingly, the Inspectors recommend that the practice of providing office accommodation in UNESCO buildings for non-governmental organizations be reviewed at an early date and consideration given to the possibility and desirability of once again locating these organizations in outside premises. It seems clear that the completion of Building VI will not obviate the need for such consideration in view of the small amount of reserve space which will be provided in that building. The need for such consideration can be avoided only if there is to be no further significant expansion of Secretariat or delegation accommodation needs at Headquarters or if the present plans for the use of Building VI are substantially modified.

(c) United Nations Information Centre

90. As of 20 August 1975, 405 m<sup>2</sup> of office space in the first level below ground of Building V were occupied by 15 United Nations employees and a documentation centre.<sup>28/</sup> The United Nations occupies this space rent-free as part of a reciprocal arrangement under which it provides space rent-free for the UNESCO Liaison Office at United Nations Headquarters in New York. UNESCO's office space in New York (302 m<sup>2</sup>) is less than that occupied by the Centre in Building V but it is located in the main United Nations Secretariat building on the twenty-second floor. At both headquarters, heating, electricity and other normal services are provided free of charge except that in New York UNESCO pays \$ 15 per month for telephone rental and local calls. In both locations, the cost of long-distance telephone calls and the installation of additional telephone lines is paid for by the user organization.

91. In the view of the Inspectors, this arrangement, under which the Information Centre occupies rent-free space in Building V, is an appropriate one, particularly given the oft-expressed view of governments that international organizations of which they are members should seek, to the extent possible, to use common premises in order, inter alia, to minimize administrative costs. It is true that space below ground is perhaps not the best for the Centre.

92. Like non-governmental organizations, the Centre appears to have been considered by the Headquarters Committee as a "non-priority user" and if UNESCO's Secretariat and delegation accommodation needs cannot be met adequately in its buildings, then the Centre, like the non-governmental organizations, presumably will have to be located in outside premises. However, under the criteria for office space allocation at UNESCO, the Centre, as a unit of the United Nations, would appear to have a higher priority with respect to office accommodation than do the non-governmental organizations and on that basis would not move until after they did.

(d) UNESCO commissary

93. As of 20 August 1975, 28 employees of the commissary occupied 84 m<sup>2</sup> of office space and 305 m<sup>2</sup> of non-office space in the second level below ground of Building V. The commissary makes available to staff members and "assimilated personnel" supplies

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<sup>28/</sup> The United Nations Information Centre also had the possibility of using 26 m<sup>2</sup> of office space in Building IV but no member of the Centre occupies the space on a permanent basis. The space was primarily reserved for use by senior United Nations officials when in Paris but at times was used by the UNESCO Secretariat to accommodate consultants. After 20 August 1975, this space was relinquished by the Centre in return for an office of 21 m<sup>2</sup> in Building V.

and services procured by it. "Assimilated personnel" includes UNESCO employees other than staff members who worked at Headquarters, retired employees, members and staff of permanent delegations accredited to UNESCO, members of the staff of the United Nations or specialized agencies stationed in Paris, members of accredited non-governmental organizations having office space at UNESCO, UNESCO fellowship holders working in Paris and several other categories of persons working at Headquarters.

94. The commissary is operated on a non-profit making basis. It is considered to be an integral part of the Secretariat and it is managed under the overall responsibility of the Assistant Director-General for Administration, by a Management Committee. The employees of the commissary are not staff members.

(e) Children's Club

95. As of 20 August 1975, 213 m<sup>2</sup> of space in the first level below ground of Building V were allocated for use by a Children's Club. The Club is open to children, from four to twelve years of age, of staff members, members of permanent delegations to UNESCO and other persons employed at Headquarters and the average level of attendance is about 60 children of about 25 nationalities. It functions under the supervision of the Director, Bureau of Personnel, and of the Staff Welfare Unit of that Bureau. A Committee, chaired by a representative of the Director, Bureau of Personnel, and including the Club's Director, Welfare Officer and representatives of the parents and of the Staff Association, meets regularly to make suggestions or to review the Club's functioning. The Club carries out a programme of activities, under the supervision of the staff of an outside organization with which UNESCO has a contract, every Wednesday and during Christmas, Easter and other short holidays between mid-September and the end of June. Expenditure is met equally from charges made to parents and from a subsidy provided in the budget of the Bureau of Personnel (\$ 26,800 for the 1975/1976 biennium).

96. In so far as the Inspectors have been able to determine, UNESCO is the only Organization in the United Nations system which uses space in one of its buildings for a project like the Children's Club. In Geneva, a day care centre is in the process of being established for the young children of officials of the international



organizations headquartered there, but that centre will be located in outside rented premises. In Vienna, there is what is known as the "IAEA kindergarten" open to children between the ages of three and six, of staff members of the International Atomic Energy Agency (IAEA), of the United Nations Industrial Development Organization (UNIDO) and of missions and embassies, but it is located in outside rented premises.

97. It should be noted that the Children's Club is not the only user of the space in question. When the Club is not functioning, the space is used from time to time for language classes and for small meetings.

98. The space used by the Children's Club was originally intended for use as office space and could readily be reconverted for such use. Given UNESCO's need for office accommodation and the fact that a Children's Club could function in outside premises (or might be absorbed in a full-time UNESCO day care centre whose establishment is under consideration), the Inspectors suggest that, if and when additional office space is needed, careful consideration should be given to the possibility and desirability of reconverting the space in question for use as office space.

(f) Restaurant Services

99. As of 20 August 1975, 22 employees of those Services operated a staff bar (280 m<sup>2</sup>) in the first level below ground and a cafeteria and kitchens (600 m<sup>2</sup>) in the second level below ground of Building V (see paragraphs 48 and 49 for further information concerning these Services).

(g) Guard Service

100. As of 20 August 1975, five employees of the Guard Service were located in Building V (see paragraph 50 for further information concerning this Service).

(h) Travel Agency

101. As of 20 August 1975, four employees of Thomas Cook and Son occupied 40 m<sup>2</sup> of space on the ground floor of Building V (see paragraphs 51-54 for further information concerning the travel agency).

(i) Bank (Société générale)

102. As of 20 August 1975, two employees of the Société générale occupied 26 m<sup>2</sup> of space on the ground floor of Building V (see paragraphs 55-58 for further information concerning the bank).

(j) News stand (Brentano's Booksellers-Stationers)

103. As of 20 August 1975, two employees of Brentano's Booksellers-Stationers operated a news stand occupying 10 m<sup>2</sup> of space on the ground floor of Building V (see paragraphs 59 and 60 for further information concerning the news stand).

(k) Hairdressing salon

104. As of 20 August 1975, one individual operated a hairdressing salon occupying 14 m<sup>2</sup> of space. She also spent part of her time operating an additional salon (18.75 m<sup>2</sup>) in the prefabricated buildings.

(7) Prefabricated buildings P5 and P6

105. As of 20 August 1975, the prefabricated buildings were occupied on a permanent basis by 114 persons, of whom 108 were UNESCO staff and six were employees of the UNESCO Staff Savings and Loans Service occupying 50 m<sup>2</sup> of space.

D. Occupancy standards

106. The UNESCO Secretariat informs the Inspectors that:

"The criteria applied in the allocation of offices among the various categories of staff have been established with the following two essential requirements in mind:

to enable all the Secretariat services to enjoy the fairest and best possible working conditions;

to take account of the office modules, which vary from one building to another."

107. The office modules<sup>29/</sup> in the various UNESCO buildings are the following:

<u>Building</u>	<u>Module (in m<sup>2</sup>)</u>
I	16
II	(not applicable) <sup>30/</sup>
III	15, 18 and 21
IV	6.5
V	7

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<sup>29/</sup> At UNESCO, a module, sometimes referred to as "the space behind a window", is measured (for width) from the centre of one window pier to the next and (for length) from the window to the inner corridor well.

<sup>30/</sup> Building II is the Conference Building which has only a few offices which are occupied on a temporary basis (see paragraph 23).

108. On the basis of these modules, the following criteria are applied in the various buildings:

Building I

D-2 and above	2 modules (32 m <sup>2</sup> )
D-1, P-5 and P-4	1 module (16 m <sup>2</sup> )
P-3 and below	1/2 module (8 m <sup>2</sup> )

Building II

(Not applicable - no permanently occupied office).

Building III

In view of the diversity of the modules (15 m<sup>2</sup>, 18 m<sup>2</sup> and 21 m<sup>2</sup>), ad hoc criteria have been worked out with the user service.

Building IV

Assistant Director-General	5 modules (32.5 m <sup>2</sup> )
D-2	4 modules (26 m <sup>2</sup> )
D-1	3 modules (19.5 m <sup>2</sup> ) <sup>31/</sup>
P-5, P-4, P-3	2 modules (13 m <sup>2</sup> )
P-2 and below	1 module (6.5 m <sup>2</sup> )

Building V

Assistant Director-General	5 modules (35 m <sup>2</sup> )
D-2	4 modules (28 m <sup>2</sup> )
D-1	3 modules (21 m <sup>2</sup> ) <sup>31/</sup>
P-5, P-4, P-3	2 modules (14 m <sup>2</sup> )
P-2 and below	1 module (7 m <sup>2</sup> )

109. It is immediately obvious from the foregoing that the variations in the size of the office modules in the different buildings have made it impossible for UNESCO to apply uniform occupancy standards at its Headquarters. For example, a D-1 in

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<sup>31/</sup> Except for Directors of Offices and Bureaux, who are given the same space allocations as D-2s.

Building I is allocated 16 m<sup>2</sup> of space, whereas a D-1 in Building V is allocated 21 m<sup>2</sup>; a P-3 in Building I is allocated 8 m<sup>2</sup> of space, whereas a P-3 in Building V is allocated 14 m<sup>2</sup>.

110. The fact that the occupancy standards in Buildings IV and V vary more by grade level than those in Building I, results from the availability in Buildings IV and V of movable partitions, whereas Building I has fixed partitions.<sup>32/</sup> The UNESCO Secretariat has commented as follows on the advantages of movable partitions in the two newer buildings:

"The adaptation of the premises to the special needs of each department in Buildings IV and V is made easier by the use of movable partitions which, though twice as expensive as fixed ones, make it possible for the premises so equipped to be converted immediately, thus more than offsetting the initial outlay."

111. The size of the office modules in the UNESCO buildings creates problems in establishing reasonable occupancy standards. The offices are too large for single occupancy by most junior Professional or General Service staff and yet the modules in Buildings IV and V are in many cases too small to make double occupancy feasible. Modules of the size existing in the UNESCO buildings tend to make space allocations in general too generous or too limited. The fact that UNESCO's allocations today are perhaps too limited in many cases is indicated by comparison between them and the occupancy standards used in the new ILO building in Geneva which are made possible by an ILO office module of about 6 m<sup>2</sup>.<sup>33/</sup> The ILO standards are set forth in Table 8 on page 37.

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<sup>32/</sup> The fixed partitions in Building I, originally constructed from plaster-based panels, are gradually being replaced by semi-movable chipboard partitions.

<sup>33/</sup> The Inspectors consider the ILO occupancy standards for Professionals to be reasonable and adequate. They consider that the ILO standards for some General Service staff can appropriately be reduced.

Table 8

OCCUPANCY STANDARDS IN THE ILO HEADQUARTERS BUILDING

Grade level	Space allocations
<u>Professional</u>	
Director-General	30 m <sup>2</sup> (five modules) as a working office 72 m <sup>2</sup> as a representational office <u>a/</u>
Deputy/Assistant Directors-General	36 m <sup>2</sup> (six modules)
D-2	30 m <sup>2</sup> (five modules)
D-1	24 m <sup>2</sup> (four modules)
P-5	18 m <sup>2</sup> (three modules)
P-4	12 m <sup>2</sup> (two modules)
P-3	9 m <sup>2</sup> (share three modules)
P-2	9 m <sup>2</sup> (share three modules)
P-1	9 m <sup>2</sup> (share three modules)
General Service	9 m <sup>2</sup> (share three modules) <u>b/</u>

a/ Used for receiving distinguished visitors, holding small receptions etc..

b/ In special circumstances, General Service staff occasionally have single occupancy of 12 m<sup>2</sup> and 18 m<sup>2</sup> offices.

112. Given the space modules in the UNESCO buildings, the Inspectors consider that the occupancy standards set forth in paragraph 108 generally are reasonable and provide for as efficient use of office space as is possible. However, they have two reservations. They consider that in Buildings IV and V, particularly the latter, it would not be inappropriate, if additional space were needed, to reduce the allocations to P-3s to a half module by doubling up these officials in single module offices, provided that their functions were compatible. Secondly, they have doubts about the use of what are referred to as ad hoc criteria in the case of Building III. As indicated in paragraphs 26 and 27, the Inspectors consider that

the use of 21 m<sup>2</sup> offices to accommodate two secretaries or two P-3s and 18 m<sup>2</sup> offices to accommodate single P-4s, is open to question from the point of view of efficient use of office space. At the same time, the Inspectors noted that in Building III, there was one 15 m<sup>2</sup> office occupied by three persons, four 10 m<sup>2</sup> offices each occupied by two clerks, one 9 m<sup>2</sup> office occupied by two clerks and two 8 m<sup>2</sup> offices each occupied by two clerks.<sup>34/</sup> The Inspectors are not satisfied that such wide variation in space allocation can be fully justified. They believe that an effort should be made to fix formal and more uniform occupancy standards for Building III as is done with respect to the other buildings.

E. Space management<sup>35/</sup> and planning at UNESCO

113. There is no separate Secretariat unit which deals with these matters at UNESCO. Responsibility for them is shared as indicated below.

114. The office of the Director of the Bureau of General Services is responsible for the allocation of office and other accommodation. It maintains a central index of these allocations and of the occupants of office and other accommodation.

115. An Inter-Departmental Committee on the allocation of office space, comprising a representative from the Bureau of General Services, one from the Bureau of the Budget and one from the Bureau of Personnel, makes recommendations to the Director of the Bureau of General Services for the allocation of space on the basis of the staff establishment and any special requirements of particular units. Meetings of the Committee are convened by the Bureau of General Services as required, and normally during the last quarter of each year to examine the effects on space requirements of any changes in organizational structure to take place in the following year. The Committee consults departmental representatives as necessary and submits a report to the Director of the Bureau of General Services who forwards it, together with his comments, to the Assistant Director-General for Administration for decision.

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<sup>34/</sup> This indicates the variety of office sizes now existing in Building III as a result of ad hoc partitioning.

<sup>35/</sup> The procedures for the allocation of office space are set forth in item 1215 of the UNESCO Manual.

116. Changes in allocation of office space, as approved by the Assistant Director-General for Administration, are communicated by the Director of the Bureau of General Services to the Assistant Director-General or Director concerned. If necessary, as a result of these changes, departmental administrative offices propose, for the approval of their Assistant Director-General or Director, a revised plan for the distribution of offices.

117. As is evident from the foregoing, once a block of space has been allocated to a sector or department, it is that sector or department which decides how the space is to be used. The application of the formal occupancy standards for the various buildings is not considered to be mandatory in the allocation of space within a sector or department and the head of the sector or department may authorize exceptions to be made in certain cases to allow for the special needs of individual staff members.

118. The last general allocation of space amongst sectors, departments and bureaux was made in April 1970 when Building V became available. Since that time, as staff increased in various areas of the Secretariat, those areas had to absorb those increases in the space they had, both by reducing occupancy standards and by giving up certain special use areas.

119. The reduction in occupancy standards was most noticeable in Building I. As of February 1975, there were 31 cases in that building in which P-4s and P-5s shared offices of 16 m<sup>2</sup>, one case in which three P-4s and P-5s shared an office of 16 m<sup>2</sup>, four cases in which P-4s had single occupancy of offices of 8 m<sup>2</sup>, six cases in which junior Professionals had single occupancy of 8 m<sup>2</sup> offices and fourteen cases in which three General Service staff shared offices of 16 m<sup>2</sup>.

120. With respect to the conversion of special use areas into office space, it has already been mentioned in paragraph 20 that Secretariat meeting rooms and documentation centres have been converted into office space; in all, 2,400 m<sup>2</sup> of special use areas have been converted into office space.

121. This need to absorb staff increases within existing space has had a greater impact on some areas than on others. With respect to this, the UNESCO Secretariat made the following comment to the Inspectors:

"The process of compression and the removals it necessitates are frequently unwelcome to the departments concerned, which usually regard themselves as less well done by than their neighbours. It is for this reason that, in order to restore equality in the apportionment of scarce resources, the Bureau of General Services has from time to time to propose a 'redrawing of frontiers' between departments, if the internal lay-out of the premises makes this possible, in cases where the unit area allocated to the staff members in the departments concerned is very different."

122. Apart from obtaining additional office space by reducing occupancy standards and converting special use areas into office space, an additional amount (200 m<sup>2</sup>) of office space was made available, on the second floor of Building I, by transferring from it, to a specially constructed basement mezzanine floor in that building, a unit responsible for the distribution of documents.

123. As of 20 August 1975, the overall average per capita office space allocation in the UNESCO buildings, calculated, in the case of Secretariat staff, on the basis of established posts, had fallen to about 10 m<sup>2</sup> per person. This average is, considerably less than the 11.6 m<sup>2</sup> (125 sq. ft.) which is generally taken as a desirable average allocation in the United Nations system. The Bureau of General Services has tried to alleviate the situation to some extent by suggesting "open space" arrangements for accommodating staff, but these have been given "a very cool reception" and have not been pressed since they would not provide any substantial amount of additional space.

124. Given the fact that the rate of growth of UNESCO Headquarters staff has not been matched in recent years by an increase in office space, the Inspectors consider that those responsible for space management at UNESCO, and particularly the Bureau of General Services, should be commended for having found it possible to accommodate the present level of staff. At the same time, the Inspectors wish to point out certain matters and situations which they believe call for special attention, and in some cases corrective action.

125. Mention has already been made, particularly in paragraph 109, to the inequality of treatment in space allocation given to staff having the same grade levels. It is true that the allocations should relate primarily to functions rather than grade levels and that different allocations to staff of the same grade levels cannot be



criticized if based on function. However, the inequality at UNESCO appears to result primarily from the fact that the buildings have office modules of different size. Further, as indicated in paragraph 111, the modules tend to be too large for single occupancy or too small for double occupancy. The Inspectors wish to suggest that in any future construction by UNESCO, more attention should be paid than in the past to the need to have, to the extent possible, an appropriate and uniform office space module. They wish also to suggest that all future UNESCO buildings have movable partitions to provide the necessary flexibility for efficient space management. These suggestions are made particularly in view of the discussions which have taken place in UNESCO about the possibility of relocating the entire Headquarters in a new building or set of buildings.

126. Secondly, the Inspectors have certain doubts about the desirability of locating a large part of UNESCO's Administrative Sector, particularly the Bureau of Personnel and the Bureau of the Financial Controller, in Building V, and away from the substantive sectors at the Place de Fontenoy. It appeared to the Inspectors that there was a greater number of personnel contacts and a greater flow of paper between the administrative bureaux mentioned and the substantive sectors than among the substantive sectors themselves. The Inspectors recommend that this situation be reviewed in connexion with the reallocation of space which will occur when Building VI becomes available.

127. Thirdly, the Inspectors are concerned at the situation which exists, particularly in Building I, with respect to the maintenance of large volumes of correspondence files and particularly of copies of documents, within and outside of individual offices. They have not found a comparable situation in any of the other organizations which they have visited. They consider that the file cabinets along the halls of Building I not only create a physical hazard in the case of fire or other disasters but also add unnecessarily to the feeling of overcrowding in the building which results from the lowering of occupancy standards there.

128. The Inspectors examined some of the files in the corridors and spoke to certain senior officials about the masses of documentation these files contained. These officials confirmed the Inspectors' view that there was no adequate reason for the accumulation of this documentation inside and outside of individual offices.

They said that several efforts had been made in the past to correct the situation but had failed because individual substantive sectors and departments failed to comply with recommendations and suggestions emanating from the administrative sector. They added that a further effort was now being made by a committee headed by the Deputy Director-General and it was probable that any solution would have to be imposed at the Director-General level.

129. It is true that because of the nature of its tasks, UNESCO is inevitably a large producer and accumulator of printed matter. However, it is difficult to accept that it was necessary, in 1969<sup>36/</sup>, to accumulate 40,000 kilograms of paper, an amount which would fill 18 offices of 14 m<sup>2</sup> each. The Inspectors are informed that the rate of accumulation has slowed down to some extent since 1969 due, inter alia, to efforts to reduce the length of documents, to reduce the circulation of some of them, to avoid the accumulation of reserve stocks and to eliminate out-of-date documentation. Yet it seems clear that more must be done to avoid having a greater proportion of space in UNESCO buildings occupied by paper and a smaller proportion occupied by staff. In the view of the Inspectors, the first new effort should be to eliminate the documentation in the file cabinets in corridors and reduce that in individual offices.

130. A fourth point with respect to the management of office space relates to the fact, mentioned in paragraph 117, that once space is allocated to a sector or department, that sector or department controls the use of the space and is able to make exceptions to occupancy standards in individual cases. While the Inspectors accept the need for a measure of flexibility of this kind, they are concerned that there is no central control over the making of exceptions. It is difficult to ensure the equality of staff if each major area of the Secretariat is free to make its own judgement as to what exceptions should be made and it is difficult to prevent exceptions made in one area for good reasons from being used as a justification for exceptions in other areas for reasons which are not so good. Further,

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<sup>36/</sup> A special study of the problem was made at that time.

when the authority to make exceptions leads to the abandonment of formal occupancy standards in favour of ad hoc criteria, as in the case of Building III, it means that the so-called exceptions have become the rule and that uniformity of treatment is lost.

131. In the view of the Inspectors, the making of any substantive exceptions to formal occupancy standards by the sector or department should be made only after consulting with the Bureau of General Services and receiving a "concurrence" or at least a "no objection" from that Bureau. If the Bureau of General Services should oppose the proposed exception, then the matter should be presented to the Assistant Director-General for Administration, and, if a difference of views continues to exist, the matter should be put to the Deputy Director-General for decision.

132. There is one major difficulty in the management of office space at UNESCO which is almost completely beyond the control of the Secretariat. This lies in the fact that although the matter has been studied for many years (see paragraphs 157-160), no decision has been made whether UNESCO's Headquarters will remain where they are now located - and any further expansion will take place there - or whether the Headquarters will be located elsewhere in Paris. This makes it difficult for the UNESCO Secretariat to plan to use its present buildings and that now being constructed in the most efficient way or to plan the increase in office accommodation necessary to meet expansion needs. The difficulty would, of course, be largely removed if it were decided that UNESCO's Headquarters staff would not expand in the future but such a decision has not been taken nor does it seem likely to be taken in the near future.

133. The difficulty may be illustrated as follows. If it were known now that UNESCO's Headquarters would be moved to another location, say in 1982, the Secretariat would almost certainly use the available space in its buildings somewhat differently than it would if it knew that the Headquarters would remain in the Place de Fontenoy area for at least 25 more years. For example, if a complete move were to be made in 1982, the Secretariat would be likely to take one or more of the following steps to ensure that Building VI would meet UNESCO's needs until 1982: (a) abandon plans to move the cafeteria and commissary from Building V to Building VI, (b) try to locate the non-governmental organizations

and the Children's Club in rented space outside of the UNESCO buildings, (c) reduce the amount of space to be allocated to delegations in Building VI, (d) limit staff increases at Headquarters to the minimum. If, on the other hand, no move of the Headquarters was to be made for at least another 25 years, the Secretariat undoubtedly would think in rather different terms.

134. Given the present uncertainty about the retention of the present Headquarters site, or a move to a new site, the Secretariat finds it difficult to act efficiently to meet either eventuality. Steps now being proposed by the Secretariat, such as the relocation of certain staff, particularly from Building I, to Building VI to ease overcrowding, the provision of additional office accommodation to delegations in Building VI, the creation of expanded cafeteria and commissary facilities in Building VI and the retention of the present cafeteria kitchens in Building V for possible use in the future, all suggest that the Secretariat assumes that the Headquarters will remain at its present location indefinitely. On the other hand, even though it is proposed to use almost all the space in Building VI as soon as it is completed, the Secretariat appears to be formulating no proposals for a new building or for outside rentals or for an end to staff expansion in the near future. It seems that unless this situation is recognized and dealt with at an early date, UNESCO's office accommodation problems will become serious shortly after 1977. This matter is discussed further in chapter IV of this report.

135. Finally, with respect to the management of office space at UNESCO, the Inspectors have already discussed earlier in this chapter the current practice of allocating office space in UNESCO buildings to permanent delegations, non-governmental organizations and other non-Secretariat users and they will not repeat those observations here.

136. Apart from the matter of the management of office space, there is the matter of planning to provide office space to meet future requirements of the Organization. At UNESCO the Director of the Bureau of General Services is responsible, under the authority of the Assistant Director-General for Administration, for studying medium- and long-term office requirements. When the programmes thus drawn up have been approved by the Director-General they are examined by the Headquarters Committee (see paragraph 6) which makes recommendations to the General Conference. The extent of UNESCO's planning to meet future requirements is discussed in the following chapter of this report.

#### IV. FUTURE PROSPECTS

137. Ever since 1962, with the assistance of the French Government, UNESCO has been seeking a long-term solution to its Headquarters accommodation problems in Paris. (This matter is discussed more fully in paragraphs 158-163.) Pending the finding of such a solution, UNESCO has been meeting its short-term and medium-term accommodation needs by constructing additional buildings, as described in chapter II. Building VI, which is now under construction, represents the latest effort to cope with such needs. (Certain facts concerning this building have already been mentioned briefly in paragraphs 41-44 and these are set forth in greater detail and discussed in the following paragraphs.)

138. The UNESCO Secretariat expects that Building VI will be available for occupancy between July and September 1977. However, the Inspectors have been given the following additional information. A part of the site was not yet available for construction as of 15 November 1975. Litigation, with respect to its expropriation by the French Government was still in progress and the owners of the land were seeking a cancellation of the existing expropriation order. Should this effort fail, the land could become available by the end of 1975 and the entire building could be completed in 1977 as planned. Should the effort succeed, it would become necessary to attempt to obtain a new expropriation order and this could delay the completion of the building very substantially. Should this occur, the construction on that part of the land already owned by UNESCO would be completed (it would comprise about 75 per cent of the original project) but the approval of the French authorities would have to be obtained before this portion of the building could be put into operation.

139. Building VI will comprise eight blocks of different heights: two of six storeys, two of eight storeys, one of twelve storeys, two of fifteen storeys, and one of sixteen storeys.<sup>37/</sup> The Inspectors understand that, in drawing up the plans of Building VI, the possibilities of building a single high-rise block were limited, first, by town-planning regulations in force in that part of Paris, and second, by

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<sup>37/</sup> The sixteenth floor will be reserved for machinery to operate elevators and for air-conditioning units.

the necessity of ensuring that the height of each of the four sides of the building would not be more than the distance separating each façade from the buildings on the opposite side of the public highway. The heights of the different towers composing Building VI were therefore determined on this basis.

140. The building will have  $7,860 \text{ m}^2$  of net usable office space which will be made up of 542 offices, each having an average area of  $14.5 \text{ m}^2$  (the partitions will be movable), distributed as follows:

- 38 on the ground floor and two levels below ground,  
where there will be a view onto a patio
- 300 from the first to the sixth floor (50 on each  
floor)
- 78 from the seventh to the ninth floor
- 108 from the tenth to the fourteenth floor
- 18 on the fifteenth floor  
542

141. The building is expected to be able to accommodate some 700 persons on the assumption that the average per capita office space allocation will be  $11.5 \text{ m}^2$ .

142. It is planned that the building will also contain the following:

- (a) a cafeteria and commissary occupying an area of  $1,800 \text{ m}^2$  on the two levels below ground; these will replace the cafeteria and commissary now in Building V which are considered to be too small;
- (b) entrance hall, meeting rooms, documentation centres and workshops occupying  $1,510 \text{ m}^2$  on the ground floor and in the basement;
- (c) garages occupying  $6,280 \text{ m}^2$  on three basement levels, namely  $1,770 \text{ m}^2$  on the first level,  $2,220 \text{ m}^2$  on the second level and  $2,290 \text{ m}^2$  on the third level.

143. Of the total of  $7,860 \text{ m}^2$  of office space, it is estimated that  $6,500 \text{ m}^2$  will be required immediately in 1977, when the building is completed, for the following purposes:

- 1,200 m<sup>2</sup> for special use areas,
- 1,000 m<sup>2</sup> for permanent delegations,
- 1,400 m<sup>2</sup> to replace the prefabricated buildings, which will be demolished,
- 2,900 m<sup>2</sup> to relieve overcrowding; part of this space will also be converted into special use areas.

144. If the estimate in paragraph 143 is correct, Building VI will have in 1977 only 1,360 m<sup>2</sup> of reserve space. Of this amount, it is estimated that some 300 m<sup>2</sup> will be earmarked for permanent delegations.<sup>38/</sup> Thus, there will remain only a little more than 1,000 m<sup>2</sup> of space to accommodate additional staff. The UNESCO Secretariat states that "due to the present structure of the Secretariat (a greater proportion of higher grades than in 1960, or even 1970) ... an average of 11.5 m<sup>2</sup> (per person) would be necessary for staff members to work under favourable conditions.". On this basis, the reserve space of 1,060 m<sup>2</sup> would accommodate only some 92 additional staff members.

145. It should be noted that the foregoing estimate of reserve space which will be available in 1977 takes account, in so far as new posts are concerned, only of those authorized for the 1975/1976 biennium.<sup>39/</sup> It does not take account of accommodation needs resulting from any new Headquarters posts which may be established for the 1977/1978 biennium.

146. Several questions arise from the proposed use of Building VI, as set forth in paragraph 143, and the situation which would exist if it were used as proposed. It appears that the proposed move of the commissary into 760 m<sup>2</sup> of space in Building VI from the present location in 389 m<sup>2</sup> of space in Building V, is based on the fact that the space presently occupied is not considered to be large enough.

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<sup>38/</sup> There is at this time no assurance that this would satisfy the requests of delegations for space. The Inspectors understand that some delegations which have not yet made requests, intend to do so before the building is completed.

<sup>39/</sup> One hundred new posts, 90 budgetary and ten extra-budgetary, were authorized for the biennium. As of the end of September 1975, all of the extra-budgetary posts, but only ten of the budgetary posts were filled.

The Inspectors agree that at present the commissary is often overcrowded, partly because of the large variety of items on sale there, and that, if there were no competing needs, it might be desirable to provide more space for the commissary. However, given the very limited amount of office space which will be available to UNESCO in 1977 to meet the accommodation needs of additional Secretariat staff and of national delegations, the Inspectors suggest that consideration might well be given to the retention of the commissary, with perhaps a more limited variety of items for sale, in its present location and the conversion of the 760 m<sup>2</sup> of space in Building VI, to which it is now proposed to move the commissary, into office space.

147. If it is decided to move the commissary to Building VI as now proposed, there is of course the possibility of using the space now occupied by the commissary in Building V as office space. This space was originally intended for use as office space - 84 m<sup>2</sup> of it is still so used - and it could readily be reconverted to such use. However, the Inspectors understand that some consideration is being given to using this space for the operation of a day care centre for young children of staff members and of other individuals associated with UNESCO. As in the case of the Children's Club, the Inspectors know of no other organization in the United Nations system which uses space in one of its buildings for the operation of a day care centre. Such a centre is in the process of being established in Geneva for the children of the officials of international organizations headquartered there but it will be located in outside rented premises. A similar centre is being proposed in Vienna for the children of the staff of international organizations headquartered there but it would be located in outside rented premises. Given the need of UNESCO for office space, the Inspectors recommend that careful consideration be given to the question whether it would not be preferable to reconvert the present commissary space into office space and to locate the proposed day care centre in outside rented premises.

148. The proposed move of the cafeteria from Building V to Building VI also gives rise to questions. At present, the cafeteria proper in Building V occupies 250 m<sup>2</sup> of space and the related kitchens and sanitary facilities occupy another 350 m<sup>2</sup> of space. It is now proposed to allocate 420 m<sup>2</sup> of space in Building VI for the new cafeteria proper and an additional 620 m<sup>2</sup> of space in Building VI for related kitchen and sanitary facilities.



149. The present cafeteria and related facilities were located in Building V only five years ago and should not be moved unless this action is really necessary. Presumably they are still adequate for occupants of Building V, since that building is not overcrowded, and the proposed move appears to be based on the expectation that the occupancy of Building VI in 1977 will add additional cafeteria users. In this connexion, it should be noted that more than half of the office space in Building VI will be used by persons who are presently accommodated in the Place de Fontenoy buildings and presumably now use the restaurant and cafeteria facilities there, and could continue to do so although with some inconvenience. The only persons who will be housed in Building VI and will be potentially new UNESCO cafeteria users will be the staff of permanent national delegations who will occupy up to 1,300 m<sup>2</sup> of space in Building VI, and Secretariat staff appointed in the future who will occupy only some 1,000 m<sup>2</sup> of space in that building. In view of this fact - and of the fact that in Paris, as in Geneva, a large percentage of Secretariat and delegation staff prefer to eat outside of the Headquarters buildings - there would appear to be a question whether an increase in the totality of UNESCO's restaurant and cafeteria resources, although admittedly desirable from the standpoint of convenience, is really essential and has priority over UNESCO's office space needs. The Inspectors suggest that the need to move and enlarge the cafeteria be reviewed before a final decision to make the move is taken. In such a review, consideration might be given to the possibilities of (a) increasing the seating capacity of the cafeteria in Building V by a better arrangement of tables, or possibly by the use of different cafeteria furniture, (b) converting part of the restaurant in Building I, which is only partly used for a good part of the year, into additional cafeteria space, and (c) spreading the serving of lunch over an additional period of time.

150. If it is decided to move the cafeteria to Building VI as now proposed, a question arises as to how best to use the space now occupied by the cafeteria and related facilities in Building V. The Inspectors understand that consideration is being given to retaining the kitchens in Building V on the theory that it may again be necessary in the future to provide some type of restaurant or cafeteria service in that building. In the meantime, it is proposed to extend the bar and to use the present cafeteria space for diplomatic and other receptions. Given UNESCO's office

space needs, the Inspectors suggest that consideration should be given to a possible alternative use of the space now occupied by the cafeteria which would result in making more office accommodation available. If the cafeteria space cannot be converted directly into office space, perhaps it might be possible to use it to create some of the meeting rooms now proposed to be located in Building VI, thus enabling more space in that building to be used for office accommodation.

151. A particular reason for the suggestion that plans for the occupancy of Building VI, and especially those relating to the commissary and cafeteria, be reviewed is the fact that those plans were formulated some time ago when the Secretariat mistakenly believed that Building VI would provide, in 1977, a larger reserve of office space than now appears to be the case. The earlier estimate of reserve space was based on the assumption that Building VI would provide a total usable area of 9,114 m<sup>2</sup> <sup>40/</sup> whereas, as the Secretariat has now discovered, the amount of usable space will be only 7,860 m<sup>2</sup> (see paragraph 140).

152. It may be asked what immediate use would be made of the additional office space which would become available if present plans for the occupancy of Building VI were modified along the lines suggested or if, for example, no additional office space in Building VI were allocated to delegations. One answer would be to rent the space to outsiders at commercial rates as is done by ILO in the case of its new building in Geneva and by the Universal Postal Union (UPU) in the case of its building in Berne. In this connexion, it should be noted that in its 1968 report (15 C/44 ADD. - paragraph 46.5) concerning Building VI, the Headquarters Committee stated that "since the additional building would be occupied only gradually, as needs increase, the letting of unused offices could appreciably reduce running expenses and the cost of amortization of the building".

153. The Inspectors have attempted, but without success, to establish with a reasonable degree of certainty how long UNESCO's office accommodation needs are likely to be met by space which will become available when Building VI is completed. They find it difficult to understand estimates concerning this matter which have been made in

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<sup>40/</sup> The preliminary studies made by the architect had assumed "a usable area of approximately 10,000 m<sup>2</sup>" (15 C/44 ADD. - paragraph 46.1).

the past. As recently as 18 November 1974, the General Conference of UNESCO, in 18 C/Resolution 33, recalled, and appeared to consider as still valid, a statement which it had made in 16 C/Resolution 33 that "the construction of a sixth building will meet the need for premises up to 1985, but that after that date an adequate solution will have to be found to the problems arising from the depreciation of the existing plant, increases in the Organization's activities and the difficulties which might follow further dispersal of premises" [underlining inserted].<sup>41/</sup> One month later, in the reply dated 20 December 1974 to the first questionnaire of the Inspectors, the UNESCO Secretariat stated that UNESCO's "additional medium-term needs ... might be met up to 1981/1982 by the construction of a sixth building" [underlining inserted]. Now it appears that when that building is completed in 1977 and immediate accommodation needs are met, it will be possible to accommodate less than 100 additional staff members in that building. This would suggest that Building VI may not meet additional needs for any significant period after 1977 and that additional premises will have to be found very soon after the completion of Building VI unless (a) the rate of expansion of UNESCO's Headquarters staff is drastically reduced or expansion is brought to an end, or (b) some significant change is made in the occupancy of the present buildings, for example, the removal of international non-governmental organizations, the United Nations Information Centre and/or permanent delegations, or (c) the proposed use of 6,500 m<sup>2</sup> of space in Building VI immediately upon completion (see paragraph 143) is substantially modified.

154. In so far as the future rate of growth of UNESCO's Headquarters staff is concerned, the Inspectors note that in 1966, the Secretariat made a study of the long-term needs of the Organization and the staff growth rate to be taken into account

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<sup>41/</sup> The earlier estimate made in 1968 by the Headquarters Committee (15 C/44 ADD. - paragraph 10) that the building "would enable the need for premises to be met at least until 1985" appears to have been based on the assumption that the building would have "a usable area of approximately 10,000 m<sup>2</sup>". It is particularly surprising that the date 1985 should have been repeated in the 1974 Resolution of the General Conference (18 C/Resolution 33) since, during the Conference, the Assistant Director-General for Administration had informed the Administrative Commission that Building VI would probably be completely occupied in 1981" (18 C/115, part IV, paragraph 90).

as a basis for such a study. At its forty-ninth session in September 1966, the Headquarters Committee was presented with a proposal fixing the growth rate at 3.3 per cent, or approximately 70 posts, per annum for the 15-year period 1972/1987. However, since the Headquarters Committee took no formal decision on the proposal, the Secretariat did not proceed with the study and instead submitted to the General Conference measures to cope with medium-term needs which were expected to be met by the construction of Building VI.

155. It is noted further that during the last three biennia, the UNESCO General Conference has authorized the creation of 441 new posts at Headquarters, which meant an average of about 147 posts per biennium, or some 73 posts per annum. This figure is remarkably close to the Secretariat's estimate of 70 posts per annum made in 1966. It is true that the authorized increase of only 100 posts for the biennium 1975/1976 is well below the average rate of 147 per biennium for the last three biennia and may suggest that the rate of increase is slowing down. However, it is noted that in the 1971/1972 biennium the increase was only 127 posts and that 214 posts were approved for the 1973/1974 biennium.

156. Clearly the Inspectors are not in a better position than the Secretariat to forecast the future rate or growth, if any, of UNESCO's Headquarters staff. The Inspectors have the impression that the Director-General would like to halt, or at least drastically slow down, the rate of expansion at Headquarters and indeed would like to transfer a number of Headquarters posts to the field to strengthen UNESCO's regional offices. They understand, however, that this may be difficult and may take time in view of UNESCO's history of centralized control of programmes and the resulting manner in which programmes are formulated at the present time. They also understand that there is a widespread reluctance on the part of UNESCO's Headquarters staff to accept transfers to the field. The Inspectors would not wish to venture an opinion as to how this matter might develop.

157. With respect to the possibility of acquiring additional premises to meet UNESCO's short- and medium-term needs, the Inspectors have found that, as of October 1975, UNESCO had no specific plans for the acquisition of further premises to deal with any office accommodation needs which could not be met by the completion of Building VI. Should UNESCO consider adding, either by construction or by

rental, additional premises to its present Headquarters complex, attention must be paid to the fact that the present dispersal of staff has already resulted in certain inefficiencies and that the situation would surely be aggravated if additional premises were located away from both the Place de Fontenoy buildings and Buildings V and VI.

158. As mentioned in paragraph 137, since 1962 UNESCO and the French Government have been seeking what has been referred to as a "long-term solution" for relocating and reuniting the Headquarters. Presumably the project would be somewhat similar to the recent relocation of the Headquarters site of the ILO in Geneva and the bringing together in one newly constructed building of staff previously housed in several buildings. Developments in recent years concerning a long-term solution for UNESCO are the following.

159. At its fourteenth session in 1966, the General Conference decided not to avail itself of the French Government's proposal to transfer UNESCO Headquarters to the neighbourhood of Trappes, situated to the south-west of Paris, but to maintain its preference for a long-term solution in Paris itself (14 C/Resolution 35).

160. At its fifteenth session in 1968, the General Conference adopted the same position towards a proposal to reconstruct the Headquarters buildings in the area to be renovated at Quai de Bercy, as this proposal only partly met the criteria laid down by the Headquarters Committee at its 52nd and 54th session (15 C/Resolution 33).

161. At its seventeenth session in 1972, the UNESCO General Conference recalled that advantage should be taken of the respite provided by the construction of Building VI to continue examining other long-term solutions which would meet the criteria defined by the Headquarters Committee and which would, in particular, ensure the total reconstruction of the Headquarters within Paris.

162. In 1973, the French Government proposed that the Headquarters be transferred to buildings to be constructed in the near future in Paris in the area known as the "Tête-Défense". Both the Director-General and the Headquarters Committee considered that, in spite of the interest offered by the site, the proposed solution was unsatisfactory and they were unable to recommend acceptance of it by the General

Conference. The eighteenth General Conference agreed with the Director-General and the Headquarters Committee but urged that the search for a long-term solution should continue. It authorized the Director-General to continue his consultations with the French authorities and invited the French Government to continue the search for a long-term solution and to inform the Director-General of any possible new location for the Headquarters so that the General Conference might be able to take up an option on the site if it appeared to conform with the future needs of the Organization. The representative of France stated that his Government would continue its search for a new site as requested by the General Conference.<sup>42/</sup>

163. It is the impression of the Inspectors that little progress is being made in the search for a so-called long-term solution and there appear to be some doubts and little optimism with respect to it in the Secretariat. Accordingly, a long-term solution of the kind thus far discussed does not appear to the Inspectors to be a probability or even a possibility in the near future and, at present, there is no likelihood that it will provide expansion possibilities for UNESCO at the time space in Building VI will be exhausted. Even after such a solution has been agreed upon, its implementation is likely to require seven to ten years.<sup>43/</sup>

164. In view of the foregoing, the Inspectors recommend that, at an early date, the appropriate organs of UNESCO should consider the following related questions:

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<sup>42/</sup> However, at the 65th session of the Headquarters Committee in February 1974, the representative of France had stated concerning the "Tête-Défense" proposal that should UNESCO not accept the offer made to it, "the French Government would probably not be in a position for a fairly long time to propose a new long-term solution, in view of the increasing scarcity of available sites within the capital". (18 C/67 - paragraph 18). In the Administrative Commission meeting during the eighteenth General Conference, the representative of France maintained that position but added that "the French Government would not seek to evade its obligations as host state, and that it would continue its search if requested to do so by the General Conference, and re-examine certain possibilities of finding a site, notably the banks of the Seine to which reference had been made during the debate" (18 C/115, part IV, paragraph 92).

<sup>43/</sup> 15 C/44 ADD. - paragraph 47; 18 C/64 - paragraph 69.

- (a) Will the nature and formulation of UNESCO programmes and the methods of their execution be such in the future as to require further staff expansion, particularly at Headquarters - and, if so, what is the rate of expansion likely to be - or will programmes in the future be such as to allow for decentralization and not require staff expansion, particularly at Headquarters?
- (b) If expansion of staff at Headquarters is to continue, should a further medium-term solution to the office space problem be sought by one or more of the following:
- (i) constructing a new building;
  - (ii) renting additional space;
  - (iii) modifying the present plans for the immediate use of 6,500 m<sup>2</sup> of office space in Building VI as soon as it is completed, for example, abandoning the proposed move of the commissary and/or the cafeteria from Building V to Building VI or converting the present commissary and/or cafeteria space in Building V so as to make additional office space available;
  - (iv) removing from the UNESCO buildings one or more of the following:
    - Children's Club,
    - Offices of international non-governmental organizations,
    - Offices of the United Nations Information Centre,
    - Offices of permanent national delegations to UNESCO?
- (c) In connexion with (b), should the order of priorities used in the past for the occupancy of UNESCO buildings be maintained?
- (d) Should a renewed effort be made to meet UNESCO's possible expansion and other needs through a long-term solution of the type which has been sought since 1962, namely, one which would relocate and reunite the Headquarters?

## V. SUMMARY OF PRINCIPAL FINDINGS, SUGGESTIONS AND RECOMMENDATIONS

### A. UNESCO Headquarters buildings

1. UNESCO owns four permanent and two temporary (prefabricated) Headquarters Buildings on land fronting on the Place de Fontenoy in Paris. It also owns an additional permanent building, some 300 metres away, in the Rue Miollis and, immediately adjacent to it, is constructing a sixth permanent building. All the land on which the buildings are located is owned by the French Government and is leased to UNESCO for 99 years at a nominal rent (paragraphs 15-16).

### B. Capacity and occupancy of the Headquarters buildings

2. The Headquarters buildings now in use contain 24,919 m<sup>2</sup> of office space and on 20 August 1975 were occupied by 2,636 persons. This figure would have been 2,777 had all established posts been filled. With this occupancy level, it appears that the proper capacity of the buildings had been reached and, indeed, slightly exceeded. However, the density of occupancy is not the same in all buildings and while Building I appears to be overcrowded, Buildings III and V could probably accommodate some increase in occupancy. The overall situation is that, until 1977, when Building VI is scheduled for completion, UNESCO cannot accommodate any significant number of additional staff in its buildings without a further reduction in occupancy standards and it is doubtful that this could be accomplished without serious overcrowding (paragraphs 17-18).

3. Building I has 10,562 m<sup>2</sup> of office space. When its construction was planned, it was estimated that the capacity of the building would be some 800 persons in desk-offices and 100 additional persons elsewhere. As of 20 August 1975, the building was occupied by some 1,259 persons. Almost 1,000 of these were in the principal office portion of the building (floors 1-6) and had an average per capita office space allocation of about 10.6 m<sup>2</sup>. Had all established posts been filled, there would have been some 85 additional persons in the building and the average per capita office space allocation would have been less than 10 m<sup>2</sup> (paragraphs 19-20).

4. The capacity of Building I has been increased beyond the original estimate by reducing occupancy standards, by converting certain special use areas to office space and by removing file cabinets from offices and placing them in corridors.



Nevertheless, the Inspectors consider that the building is overcrowded and that its occupancy should be reduced (paragraphs 21-22).

5. Building II is the UNESCO Conference Building and it has only 60 m<sup>2</sup> of office space (paragraph 23).

6. Building III has 2,160 m<sup>2</sup> of office space. On 20 August 1975 it was occupied by 172 persons and the average per capita office space allocation was about 12.5 m<sup>2</sup>. Had all established posts been filled, there would have been about a dozen additional persons in the building and the average per capita office space allocation would have been about 11.7 m<sup>2</sup>. The higher average office space allocation in this building than in the other UNESCO buildings is attributable to the size and shape of the offices in the building and the resulting manner in which the offices are used. However, the Inspectors consider that the occupancy level could be somewhat increased without imposing unreasonable occupancy standards (paragraphs 24-27).

7. The basements of Buildings I, II and III contain only about 430 m<sup>2</sup> of office space, of which some 260 m<sup>2</sup> are used primarily for conference offices. As of 20 August 1975, some 138 persons occupied these basements and there was little possibility of increasing this occupancy (paragraphs 28-29).

8. Building IV has 3,590 m<sup>2</sup> of office space. As of 20 August 1975, it was occupied by some 351 persons of whom some 341 occupied the office space portion of the building (the first and second levels) and had an average per capita office space allocation of about 10.5 m<sup>2</sup>. Had all established posts been filled, there would have been some 25 additional persons in the building and the average per capita office space allocation would have been about 9.8 m<sup>2</sup>. The Inspectors consider that the occupancy of the building cannot be increased (paragraphs 30-32).

9. Building V has 7,182 m<sup>2</sup> of office space. As of 20 August 1975 it was occupied by some 741 persons of whom 690 occupied office space and related areas and had an average per capita office space allocation of about 10.4 m<sup>2</sup>. Had all established posts been filled, there would have been some dozen additional persons in the building and the average per capita office space allocation would have been about 10.2 m<sup>2</sup>. More than half of the office space in the building was occupied by

permanent national delegations to UNESCO, international non-governmental organizations and the United Nations Information Centre. The Inspectors believe that the capacity of Building V is somewhat greater than the present occupancy level but that the possibility of raising that level is, at best, a limited one (paragraphs 33-37).

10. The prefabricated buildings (P5 and P6) contain 935 m<sup>2</sup> of office space. As of 20 August 1975 they were occupied by 115 persons who had an average per capita office space allocation of only slightly more than 8 m<sup>2</sup>. These buildings are not in good condition and are overcrowded to an extent which may be dangerous. UNESCO intends to remove them in two years when Building VI is completed (paragraphs 38-40).

11. Building VI (see paragraph 27 of this summary).

C. Occupancy of the Headquarters buildings by non-Secretariat staff

12. The UNESCO Headquarters buildings are occupied to a considerably greater extent by non-Secretariat staff than are the Headquarters buildings of any other organizations in the United Nations system. As of 20 August 1975, Building I had 95 non-Secretariat occupants and Building V had 420 such occupants. No questions arise concerning the occupancy by certain of these non-Secretariat staff, namely, those employed by the commissary, restaurant services, guard service, travel agency, bank, new stand and the hairdressing salon - the Headquarters buildings of other organizations in the United Nations system have similar occupants for the convenience of the secretariat staff. It should also be noted that UNESCO has made very favourable financial arrangements with the bank and travel agency having offices in its buildings (Tables 6 and 7 and paragraphs 47-60, 65-105).

13. Questions do arise concerning the following non-Secretariat occupants of Building V, in view of the present and prospective difficult accommodation situation faced by the staff of the Secretariat.

(a) Permanent national delegations to UNESCO

14. As of 20 August 1975, some 277 staff of 67 delegations were accommodated in Building V and occupied 2,954 m<sup>2</sup>, that is, some 40 per cent of the office space there. There is no comparable situation in any other organization in the United Nations system although ICAO, in Montreal, rents office space to the 30 delegations

represented on its Council, which acts somewhat as a board of directors for that organization. The delegations to UNESCO pay rent but pay substantially less than the commercial rate. Some 21 delegations to UNESCO having office space have requested additional amounts totalling 643 m<sup>2</sup>, 20 delegations having no space have requested amounts totalling 632 m<sup>2</sup> and additional requests are likely. There is no space available now to meet these requests but they are expected to be met when Building VI is completed. However, after present needs are met, there will be very little, if any, reserve space in that building to meet future delegation requests. Similarly, there will be little reserve space in that building to meet Secretariat staff expansion needs. If those needs continue to increase, then, unless a further new building is constructed or there is outside rental, by 1977 or shortly thereafter, the need to provide office accommodation for Secretariat staff will make it impossible to meet delegation requests for additional office space. Under UNESCO's occupancy criteria, established by the Director-General and the Headquarters Committee, the accommodation needs of the Secretariat have priority over those of national delegations (paragraphs 67-78).

15. While the policy of providing office accommodation for national delegations is entirely a matter for Member States, nevertheless, in view of certain aspects of the practice and because of the shortage of office space which exists and is likely to continue to exist, the Inspectors suggest that this matter should be reviewed. They consider that thought should be given now to the action which should be taken to avoid a conflict between delegation and Secretariat staff office accommodation needs (paragraphs 79-80).

(b) International non-governmental organizations

16. As of 20 August 1975, some 64 staff of ten non-governmental organizations were accommodated in Building V and occupied 791 m<sup>2</sup>, that is, about 11 per cent of the office space there. These organizations pay a notional rent but this is covered by the financial subventions which they receive from UNESCO. Under UNESCO's criteria for the occupancy of its premises, non-governmental organizations are considered to be "non-priority users". For all but one year between 1950 and 1970 (with certain exceptions in the 1966-1969 period), they were accommodated in outside premises rented by UNESCO. They have been accommodated in Building V since it was completed in 1970 (paragraphs 81-86).

17. Although the United Nations and the World Health Organization provide some office space to one and two non-governmental organizations respectively, this is done on a very limited scale which is not comparable to the practice in UNESCO. Although the non-governmental organizations located in Building V were established on the initiative and under the auspices of UNESCO, it does not appear essential that they should occupy office space in UNESCO buildings, particularly if there is a shortage of space to accommodate Secretariat staff properly. Accordingly, while recognizing that this is a policy matter to be dealt with by Member States, and without expressing an opinion on the continuation of subventions to these organizations, the Inspectors recommend that the practice of providing office space to the non-governmental organizations should be reviewed at an early date and that consideration should be given to the possibility and desirability of once again locating them in outside rented premises (paragraphs 87-89).

(c) The United Nations Information Centre

18. As of 20 August 1975, 405 m<sup>2</sup> of office space in Building V were occupied rent-free by 15 employees and a documentation centre of the United Nations Information Centre. This occupancy is part of a reciprocal arrangement under which the UNESCO Liaison Office at United Nations Headquarters in New York occupies space in the Secretariat building there, rent-free. The Inspectors consider this to be an appropriate arrangement. They note, however, that under the UNESCO occupancy criteria, the Centre is considered to be a "non-priority user" and will have to be located in outside premises if the accommodation needs of the Secretariat and of delegations cannot be met by the office space available. Under those criteria, presumably the Centre would be required to move out only after the non-governmental organizations were located in outside premises (paragraphs 90-92).

(d) Children's Club

19. As of 20 August 1975, 213 m<sup>2</sup> of space (formerly office space) were allocated to a Children's Club which functions under UNESCO supervision and meets normally once a week and also during holidays occurring during the school year. The Club is open to children of staff members, delegation members and other persons employed at Headquarters and has an average attendance of 60 children. It is financed partly by UNESCO and partly by the parents of the children. When the Club does not meet, the space allocated to it is used fairly regularly for language classes and small meetings (paragraphs 95, 97-98).

20. No other organization in the United Nations system has anything similar to the Children's Club located in its Headquarters buildings. The Inspectors suggest that, if and when UNESCO needs additional office space, careful consideration should be given to the possibility and desirability of re-converting the space in question for use as office space (paragraphs 96, 98).

D. Occupancy standards

21. Because of variations in the size of the office modules in the various UNESCO buildings, it is impossible for UNESCO to apply uniform occupancy standards. The problem is made more difficult by the absence of movable partitions in Buildings I and III and the fact that there are three different sizes of office modules in Building III. However, given these problems, the Inspectors consider that the UNESCO occupancy standards generally are reasonable and provide for as efficient use of office space as is possible. They have two reservations with respect to this. They consider that it would not be inappropriate to reduce space allocation to some P-3s in Buildings IV and V, particularly the latter. They also believe that an effort should be made to fix formal and more uniform occupancy standards for Building III (paragraphs 106-112).

E. Space management and planning at UNESCO Headquarters

22. There is no separate Secretariat unit which deals with these matters. The office of the Director of the Bureau of General Services is responsible for the allocation of office accommodation. Recommendations for such allocation are made to him by an Inter-Departmental Committee, comprising representatives of the Bureaux of General Services, Budget and Personnel. Such recommendations are submitted by the Director of the Bureau of General Services, with his comments, to the Assistant Director-General for Administration. Changes in the allocation of office space approved by the Assistant Director-General for Administration are communicated by the Director of the Bureau of General Services to the head of the sector, department or bureau concerned (paragraphs 113-116).

23. The last general allocation of office space at UNESCO Headquarters was made in 1970 when Building V was completed. Staff increases since that time have had to be absorbed by sectors, departments and bureaux within the space originally allocated to them. This has been accomplished primarily by a significant reduction in

occupancy standards, particularly in Building I. Some 200 m<sup>2</sup> of office space in Building I was also made available by transferring a document distribution unit to a newly constructed basement mezzanine floor in that building. In addition, as mentioned in paragraph 4 of this summary, other special use areas were converted to office space and filing cabinets were moved from offices to corridors. By 20 August 1975, the average per capita office space allocation for all UNESCO buildings had fallen to about 10 m<sup>2</sup> (paragraphs 118-123).

24. The Inspectors believe that those responsible for space management at UNESCO Headquarters, and particularly the Bureau of General Services, should be commended for having found it possible to accommodate the present level of staff in UNESCO's Headquarters buildings (paragraph 124).

25. However, certain matters call for attention or corrective action:

- (a) In any future building construction undertaken by UNESCO, more attention should be paid than in the past to the need to have more appropriate and uniform space modules and to have movable partitions (paragraph 125).
- (b) The location of a large part of UNESCO's Administrative Sector in Building V should be reviewed (paragraph 126).
- (c) A serious attempt should be made to remove the file cabinets from the corridors of Building I and reduce the amount of documentation maintained in individual offices (paragraphs 127-129).
- (d) Greater central control should be established over the making of exceptions to formal occupancy standards (paragraphs 117, 130-131).
- (e) It is important for the efficient management of space in the Headquarters buildings that UNESCO should decide, at an early date, whether the Headquarters will remain where they are in Paris or will be located elsewhere in that city (paragraphs 132-134).

26. At UNESCO, the Director of the Bureau of General Services is responsible, under the authority of the Assistant Director-General for Administration, for studying medium and long-term accommodation requirements. When the programmes, thus drawn

up, have been approved by the Director-General, they are examined by the Headquarters Committee which makes recommendations concerning them to the General Conference (paragraph 136).

F. Future Prospects

27. UNESCO's latest attempt to meet its short- and medium-term needs is represented by Building VI which is now under construction and is scheduled for occupancy between July and September 1977. However, as of 15 November 1975, construction was taking place on only part of the site since the ownership of the balance was in litigation. The building, if completed as planned, will have 7,860 m<sup>2</sup> of office space. It is estimated that it will accommodate some 700 persons, assuming an average per capita office space allocation of 11.5 m<sup>2</sup>. However, upon completion, 6,500 m<sup>2</sup> of office space are expected to be used immediately to accommodate staff now in the prefabricated buildings and in other overcrowded buildings, such as Building I, to provide additional office accommodation for permanent national delegations and to provide special use areas. Thus in 1977, there are expected to be only 1,360 m<sup>2</sup> of reserve office space to meet new needs and 300 m<sup>2</sup> of this reserve space is expected to be ear-marked for additional delegation needs. This will leave only some 1,060 m<sup>2</sup> of office space available for Secretariat expansion, that is, room to accommodate less than 100 additional staff (paragraphs 137-145).

28. Questions arise concerning the proposed use of the new building, particularly since plans for such proposed use were formulated some time ago when the Secretariat mistakenly assumed that Building VI would provide more reserve space than it now appears will be available (paragraphs 146-151). Such questions include the following:

- (a) It is proposed to move the commissary from Building V to an enlarged area (720 m<sup>2</sup>) in Building VI. The Inspectors suggest that consideration be given to the retention of the commissary in its present location and to the possible use of the 720 m<sup>2</sup> in question in Building VI as office space. Consideration is also being given by the Secretariat to the possible use of the space (389 m<sup>2</sup>) now occupied by the commissary in Building V (which was originally office space) as a day care centre.

The Inspectors suggest that consideration be given to the question whether it would be preferable to reconvert this space into office space and to locate the proposed day care centre in outside rented premises (paragraphs 146-147).

- (b) It is proposed to move the cafeteria from Building V, where it and related facilities occupy 620 m<sup>2</sup> of space, to an enlarged area of 1,040 m<sup>2</sup> in Building VI. Although the move is admittedly desirable from the standpoint of convenience, the Inspectors suggest, in view of UNESCO's office space requirements, that the need to use space in Building VI for a cafeteria should be reviewed and various alternatives explored and that consideration should be given to the possible conversion of the 1,040 m<sup>2</sup> in question into office space. On the assumption that the cafeteria will be moved to Building VI, consideration is being given by the Secretariat to the possible use of the space now occupied by it in Building V as a room with an expanded bar in which diplomatic and other receptions could be held. The Inspectors suggest that, instead, consideration should be given to using the space in a manner which would make additional office space available (paragraphs 148-150).

29. Should additional office space become available as a result of a modification of present plans for the occupancy of Building VI, it perhaps might be rented to outsiders at commercial rates until required by UNESCO. This practice is followed in ILC and UPU and this possibility was foreseen by the Headquarters Committee in the case of Building VI (paragraph 152).

30. The Inspectors cannot estimate with any degree of certainty for how long UNESCO's office accommodation needs will be met by the completion of Building VI. However, the facts now available suggest that additional space will have to be found very soon after completion of the building unless (a) the rate of expansion of UNESCO's Headquarters staff is drastically reduced or brought to an end or (b) some significant change is made in the occupancy of the present buildings, for example,



the removal of international non-governmental organizations, the United Nations Information Centre and/or permanent delegations or (c) the proposed use of 6,500 m<sup>2</sup> of space in Building VI immediately upon its completion is substantially modified (paragraph 153).

31. The Inspectors note that in 1966 the Secretariat forecast that the rate of growth of UNESCO's Headquarters staff for the period 1972/1987 would be about 3.3 per cent, or approximately 70 posts, per annum. For the last three biennia, an average of some 73 posts per annum have been approved. This suggests that the Secretariat's forecast was reasonably accurate and the Inspectors are not in a better position than the Secretariat to make such a forecast. They have the impression that the Director-General would like to halt, or at least drastically slow down, the rate of staff growth at Headquarters, and indeed to transfer a number of Headquarters posts to the field to strengthen regional offices. They consider that this may be difficult and may take time in view of UNESCO's history of centralized control of programmes and the reluctance of Headquarters staff to accept transfers to the field. They do not wish to venture an opinion as to how this matter will develop (paragraphs 154-156).

32. UNESCO has no specific plans for the acquisition of further premises to deal with any office accommodation needs which cannot be met by the completion of Building VI. Should consideration be given to such acquisition, attention must be paid to the fact that the present dispersal of staff has already resulted in certain inefficiencies and that the situation would be aggravated if additional premises were located away from existing buildings (paragraph 157).

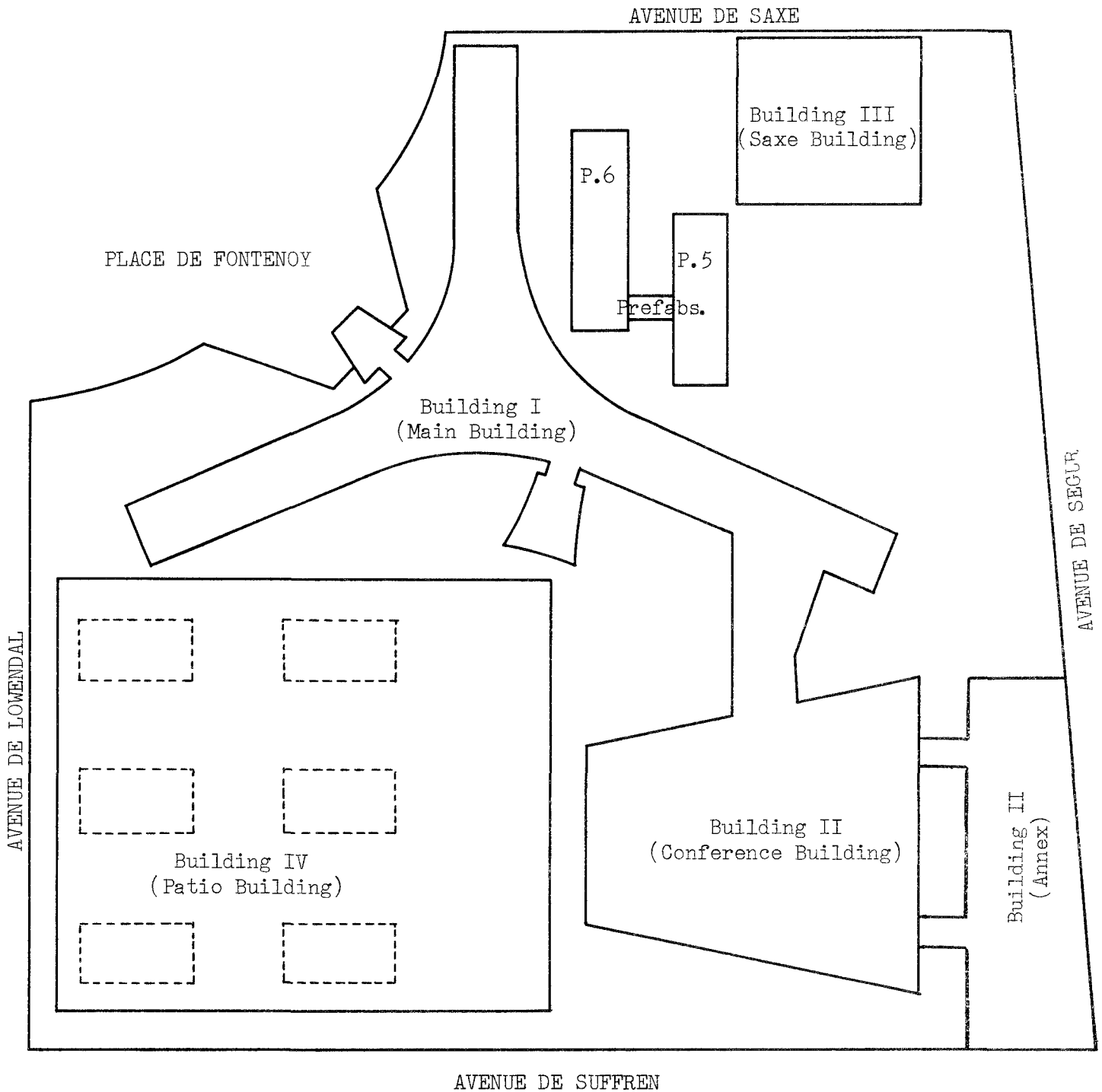
33. Since 1962, UNESCO and the French Government have been seeking a "long-term solution" involving relocating and re-uniting the Headquarters. The French Government has offered several sites but, thus far, no site satisfactory to UNESCO has been found. It is the impression of the Inspectors that little progress is being made in the search for a "long-term solution" and there appear to be doubts and little optimism with respect to the project within the Secretariat. Such a solution does not appear to be a probability, or even a possibility, in the very near future. At present there is no likelihood that it will provide expansion possibilities for UNESCO's Headquarters staff at the time space in Building VI is exhausted. Even after such a solution has been agreed upon, its implementation is likely to require seven to ten years (paragraphs 158-163).

34. Accordingly, the Inspectors recommend that, at an early date, the appropriate organs of UNESCO should consider the following related questions:

- (a) Will the nature and formulation of UNESCO programmes and the methods of their execution be such in the future as to require further staff expansion, particularly at Headquarters - and, if so, what is the rate of expansion likely to be - or will programmes in the future be such as to allow for decentralization and not require staff expansion, particularly at Headquarters?
- (b) If expansion of staff at Headquarters is to continue, should a further medium-term solution to the office space problem be sought by one or more of the following:
  - (i) constructing a new building;
  - (ii) renting additional space;
  - (iii) modifying the present plans for the immediate use of 6,500 m<sup>2</sup> of office space in Building VI as soon as it is completed, for example, abandoning the proposed move of the commissary and/or the cafeteria from Building V to Building VI or converting the present commissary and/or cafeteria space in Building V so as to make additional office space available;
  - (iv) removing from the UNESCO buildings one or more of the following:
    - Children's Club,
    - Offices of international non-governmental organizations,
    - Offices of the United Nations Information Centre,
    - Offices of permanent national delegations to UNESCO?
- (c) In connexion with (b), should the order of priorities used in the past for the occupancy of UNESCO buildings be maintained?
- (d) Should a renewed effort be made to meet UNESCO's possible expansion and other needs through a long-term solution of the type which has been sought since 1962, namely, one which would relocate and reunite the Headquarters (paragraph 161)?

Annex I

UNESCO HEADQUARTERS BUILDINGS  
AT THE PLACE DE FONTENOT

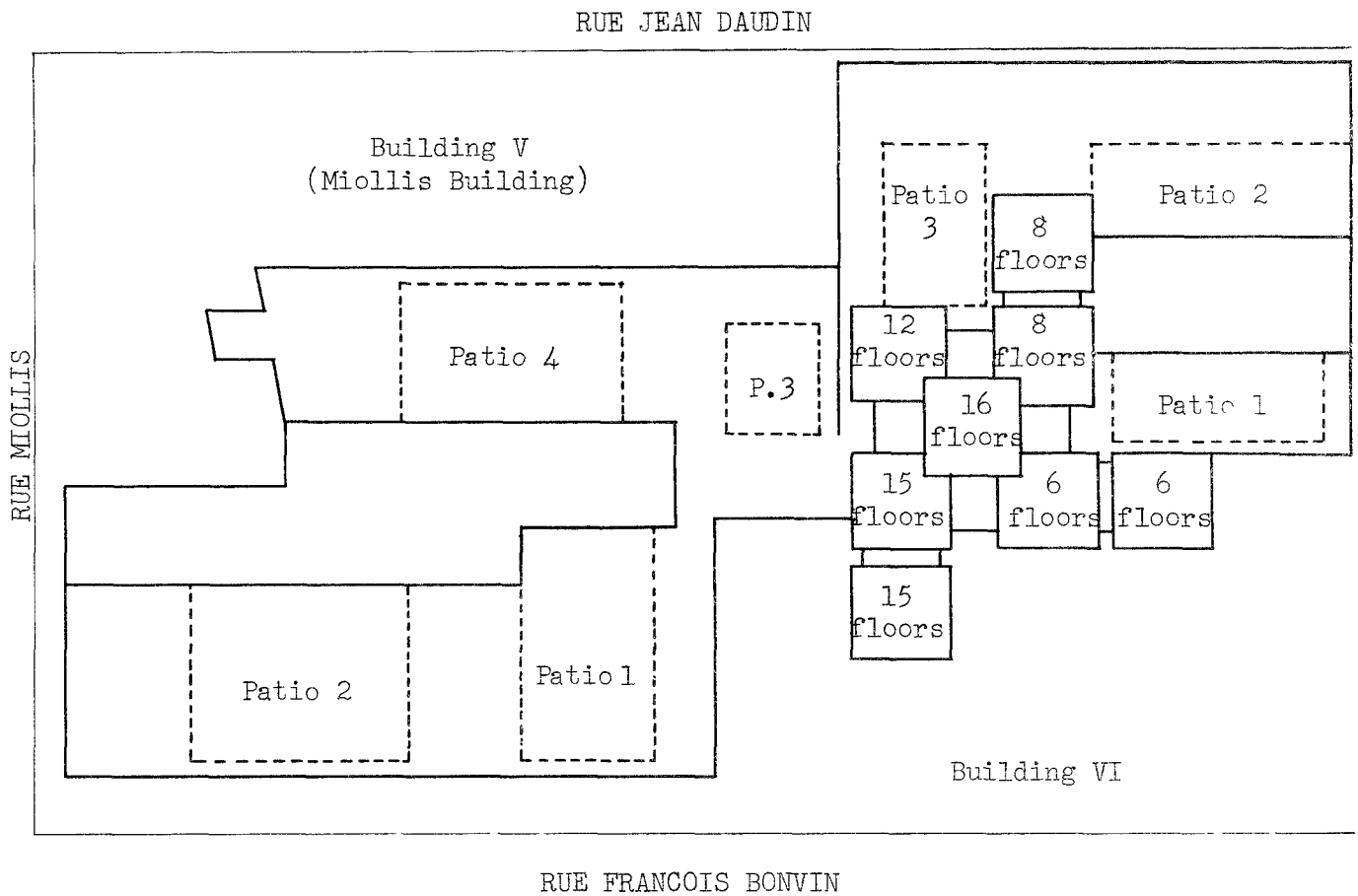


The areas surrounded by dotted lines and designated as "patios" are below ground level.



Annex II

UNESCO HEADQUARTERS BUILDINGS  
IN THE MIOLLIS SECTION



The areas surrounded by dotted lines and designated as "patios" are below ground level.



Annex III

PERMANENT DELEGATIONS TO UNESCO  
HAVING OFFICE SPACE IN BUILDING V

<u>Delegation</u>	<u>Space in m<sup>2</sup></u>
Algeria	21
Argentina	98
Australia	21
Austria	42
Brazil	140
Bulgaria	35
Byelorussian Soviet Socialist Republic	14
Canada	56
Central African Republic	21
Chad	63
Chile	21
China	70
Colombia	49
Costa Rica	14
Cuba	42
Czechoslovakia	56
Dominican Republic	14
Ecuador	21
Egypt	42
El Salvador	14
Ethiopia	28
France	84
Gabon	42
Germany, Federal Republic of	56
Ghana	21
Greece	14
Guinea	28
Holy See	35
Hungary	35
Indonesia	14

<u>Delegation</u>	<u>Space in m<sup>2</sup></u>
Iran	63
Iraq	35
Israel	49
Italy	77
Japan	42
Jordan	14
Kuwait	42
Laos	21
League of Arab States	42
Lebanon	63
Liberia	56
Libyan Arab Republic	21
Mexico	70
Morocco	21
Nicaragua	35
Nigeria	42
Peru	28
Poland	14
Romania	35
Saudi Arabia	70
Senegal	49
Spain	63
Sudan	35
Sweden	14
Switzerland	21
Syrian Arab Republic	21
Togo	35
Tunisia	49
Turkey	21
Ukranian Soviet Socialist Republic	14
Union of Soviet Socialist Republics	84



<u>Delegation</u>	<u>Space in m<sup>2</sup></u>
United Kingdom of Great Britain and Northern Ireland	42
United States of America	140
Uruguay	49
Venezuela	84
Yugoslavia	42
Zaire	49



Annex IV

INTERNATIONAL NON-GOVERNMENTAL ORGANIZATIONS  
HAVING OFFICE SPACE IN BUILDING V

<u>Delegation</u>	<u>Space in m<sup>2</sup></u>
Co-ordinating Committee for International Voluntary Service (CCIVS)	77
Council for International Organizations of Medical Sciences (CIOMS)	42
International Association of Art, Painting, Sculpture, Graphic Art (IAA)	42
International Association of Universities (IAU)	119
International Council of Museums (ICOM)	203
International Council for Philosophy and Humanistic Studies (ICPHS)	84
International Film and Television Council (IFTC)	35
International Music Council (IMC)	56
International Social Science Council (ISSC)	84
International Theatre Institute (ITI)	49

