



Report
on the utilization of office accommodation
at the Headquarters of the World Health
Organization

Prepared by
Albert F. Bender Jr. and C. E. King
Joint Inspection Unit

Geneva
March 1975

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FOREWORD

The preparation of this report concerning the utilization of office accommodation at the headquarters of the World Health Organization (WHO) posed special problems for the Inspectors.

First of all, the Inspectors were faced with the fact that the Executive Board of WHO, on the recommendation of the Director-General, had proposed to the Twenty-eighth World Health Assembly, scheduled to meet in May 1975, that it approve the construction of a third temporary building at WHO headquarters. This gave rise to a question as to whether the Inspectors should study and express their views on the proposed new construction or whether they should consider that this was a matter to be dealt with by WHO machinery alone and accordingly should limit their report to the utilization of office space existing and occupied at the time the report was issued.

After giving the matter considerable thought, the Inspectors decided that, particularly in view of the fact that their study was being made at the request of the General Assembly of the United Nations and not on the initiative of the Inspectors, they had no alternative but to examine and comment upon the proposal to construct a third temporary building and to state their own views as to the action which might be taken to deal with the office accommodation problems of WHO. Under their mandate, they are required to examine "matters having a bearing on the efficiency of the services and the proper use of funds" and to draw up reports in which "they should state their findings and propose solutions to problems they have noted". While the fact that a solution to the office accommodation problems of WHO had already been proposed by the Director-General and the Executive Board made it incumbent on the Inspectors to examine that proposal - as they did - before stating their own views, it did not, in their view, relieve them of the obligation to suggest a different solution if they considered - as they did - that it might be preferable.

Accordingly, the report sets forth the views of the Inspectors both on the proposal to construct a third temporary building and on various considerations they believe should be taken into account in dealing with WHO's office accommodation problem. At the same time, the Inspectors wish to make it clear that they respect the position and the views of the Director-General and the Executive Board and that they have no desire to invade or encroach upon the area of responsibility of either the Director-General or the Executive Board.

A second special problem faced by the Inspectors arose from the fact that although the report relates specifically to WHO and its office accommodation problems, it was requested by the General Assembly of the United Nations and will be submitted to that body as well as to WHO. Were the report only intended for the use of WHO, it would not be necessary to include much of the historical material set forth in chapter II of the report. However, since the report is to be submitted also to the United Nations General Assembly and since the historical background of WHO's present office accommodation situation is not well known at United Nations Headquarters, it appeared desirable to include such material in the report.

The Inspectors wish to record their gratitude to the Director-General, the Assistant Director-General for Administration, the Director of the Division of Personnel and General Services, the Chief of Conference, Office and Building Services and other members of the WHO secretariat for the very extensive help given in the course of the preparation of this report. All requests by the Inspectors for information were responded to most adequately. The Inspectors particularly appreciated the fact that such co-operation was forthcoming at a time when the secretariat was heavily engaged in matters relating to the fifty-fifth Executive Board session in January 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 JIU report on office accommodation for United Nations staff at Geneva (JIU/REP/73/2 (A/9164)). The Committee decided to recommend to the General Assembly that the JIU be requested "to study the use 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 the study.
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. Only the General Assembly of the United Nations would receive all the reports.
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. They have now decided, for several reasons, to discontinue this practice in subsequent reports. Instead, in reports such as the present, they will deal only with the general question of the utilization of office accommodation at the headquarters of various specialized agencies. They will deal with the special problem of the provision of office accommodation for extra-budgetary staff in a single separate report relating to the entire United Nations system.

II. HISTORY OF THE OFFICE ACCOMMODATION PROBLEM OF WHO
PRIOR TO THE TWENTY-EIGHTH WORLD HEALTH ASSEMBLY IN MAY 1975

5. The WHO, which came into being as a permanent organization on 7 April 1948, decided in 1948/49 to accept the offer of the United Nations to establish its headquarters in the Palais des Nations. In 1950, it entered into an agreement with the United Nations under which (a) WHO provided the United Nations with the funds necessary to finance the construction of new offices and the transformation of some existing space in the Palais des Nations to provide approximately 210 offices, and (b) the United Nations leased to WHO approximately 295 offices for a period of 99 years. It was then estimated that the Organization would eventually comprise 400-450 staff members.

6. By 1955, the number of WHO staff members had become 482 and it became evident that additional space would soon be required. In 1958, a technical study was made of the possibility of extending the Palais des Nations to meet existing office space needs. From this study, the Director-General of WHO concluded (EB23/78) that "the only acceptable method of meeting WHO's needs - and incidentally, the needs of other users of the Palais - is the construction of a separate building to house the headquarters of WHO". In 1959, the World Health Assembly agreed (WHA12.12), and in 1960 WHO entered into agreements with the Swiss Confederation and the Republic and Canton of Geneva under which it acquired the present headquarters site and a loan to help finance the construction of the headquarters building.

7. The headquarters building, which was planned to accommodate 1,000 persons, was commenced in 1962 and completed and occupied by WHO in 1966. Although the cost of the building had originally been estimated in 1959 as Sw F 40 million, the final cost for the building and an underground garage was about Sw F 67 million. The planning for the building, which had begun in 1958, had intended to provide for staff growth for a period of 20 years but in 1966 the total staff at headquarters had already exceeded the 1,000 level.

8. In 1967, the Director-General recommended the construction of a temporary building containing about 72 offices^{1/} on an area then used as a parking lot adjacent to the

^{1/} When constructed, this became known as building Vie-de-Champs ("V") and contained 89 offices.

headquarters building. He estimated that this would meet the office space needs of the next 4-5 years, i.e. until about 1972. At the same time, he pointed out the need to plan to meet long-term needs and estimated that by 1977 the headquarters staff of WHO financed from the regular budget would have increased to about 1,400 and that about 250 more offices would be needed at that time. He asked to be authorized to consult the local authorities with regard to the acquisition of additional land which might be required for an extension of the headquarters building and to arrange for the architectural and engineering assistance required to prepare a specific request. The 1967 World Health Assembly approved (WHA20.23) the construction of a temporary building and requested the Director-General to continue studying the long-term requirements of WHO for office accommodation.

9. At the 1970 World Health Assembly, the Director-General drew attention to "the now evident need for a second temporary building to provide office space pending the completion of the permanent structure", saying that funds for this purpose were likely to be needed in 1970 and 1971. In his report to the May 1971 World Health Assembly, the Director-General reported that the Republic and Canton of Geneva were now able to acquire and resell to WHO the land required for the construction of a permanent extension of the headquarters building. However, since (a) the land was not yet available, (b) the proposed new extension could not be ready for occupancy for another 4-5 years and (c) WHO required 75 offices to meet office space needs through 1972, he proposed that a second temporary building be constructed in the garden along parking area No. 4. In WHA24.22 of May 1971, the World Health Assembly authorized the construction of a two-storey temporary office building (building "X") containing approximately 90 offices and costing approximately \$600,000 and asked the Director-General to report to the next World Health Assembly regarding plans for the permanent addition to the headquarters accommodation.

10. In January 1972, the Director-General reported (EB49/15, Add.1) that on 27 December 1971 formalities had been completed for the acquisition of additional land for the permanent extension of the headquarters building and that a plot of 15,740 m² surface area had become the property of WHO at a cost of about Sw F 3,955,000, representing about \$1,001,400 at the then rate of exchange.

11. Also in January 1972, the Executive Board appointed (EB49.R33) a three-man Ad Hoc Committee of the Executive Board on Headquarters Accommodation and requested it, inter alia, "to examine in detail the prospective long-term needs of the headquarters

for additional accommodation, taking account of programme developments which are to be expected in the foreseeable future ...".

12. When the Ad Hoc Committee met in April 1972, it noted that the Director-General had extended the projection of staff increases made in 1967 (see paragraph 8) to cover a new ten-year period, the 1972-1982 period. In that projection, he had assumed a steady rate of growth of staff financed from the regular budget of about 36 per annum or about 360 for the ten-year period. He had also assumed that the same rate of growth would prevail for posts financed from extra-budgetary resources and that these would increase from 78 to 103 in the ten-year period. As a result, he forecast a staff level at headquarters of 1,700 by 1982. The Committee considered this approach to be reasonable but asked the Director-General to study the matter in greater detail.

13. On the assumption that the staffing level in 1982 would be about 1,700, that, as a result of the availability of space in a new building, the offices in the headquarters building could be returned to their normal occupation density, i.e. a population of about 1,000 persons and that the two temporary buildings would be removed, the Committee considered that the new building would have to house some 700 persons. It estimated that the cost of such a building, together with an underground garage for 300 cars, would be about Sw F 55 million on the basis of building costs for 1971.

14. When the Committee met again in May 1972, it received from the Director-General a new projection of staff growth for the 1972-1982 period based upon a further study. This new projection called for a level of 1,500 budgetary posts and 150 extra-budgetary posts, or a total of 1,650 posts by 1982. The Committee expressed the view that it was perhaps unwise to plan to construct a building which would be filled by 1982 and that an allowance should be made for an increase of staff beyond that date. It considered that the detailed projection made by the Director-General for the period up to 1982 provided a reasonably reliable basis for calculating further increases, and noted that, on that basis, the number of staff in 1987 might be of the order of 1,850 posts including 200 financed from extra-budgetary sources.

15. At its Twenty-fifth session in May 1972, the World Health Assembly considered the reports of the Ad Hoc Committee. It adopted a resolution (WHA25.37) which, inter alia, authorized the Director-General to enter into a contract with an architect for the preparation of preliminary plans and estimates for the construction of a permanent extension to the headquarters building and requested him to submit the resulting plans

and estimates to the Ad Hoc Committee for examination and comment. The resolution further requested the Director-General to explore with the Fondation des immeubles pour les organisations internationales (FIPOI) the possibilities of obtaining a low-interest loan to cover a substantial portion of the cost of construction and to present to the Twenty-sixth World Health Assembly a full report on all aspects of the project to enable the Assembly to take a final decision regarding the authorization of construction. Finally, it requested the Executive Board to initiate a study in regard to the optimum future headquarters staff level in relation to the level of programme activity and the possible further regionalization of staff and programme activity and to report to the Twenty-sixth World Health Assembly.

16. At the meeting of the WHO Executive Board in January 1973, the Chairman of the Ad Hoc Committee reported that plans had been developed to construct on the newly-acquired land, a building having eight floors above ground level and three floors at ground level and below, a large meeting room and a cafeteria. An extra floor could be built above the meeting room and the cafeteria if required. The design of the building was based on a module taking up 1.32 metres on the facade, with the smallest office having a width of two modules, or 2.64 metres. This would provide single offices of better dimensions than in the present building. The estimated cost of the building was in the neighbourhood of Sw F 70 million but building costs were rising at a rate of about 11 per cent per annum. Negotiations had been commenced with the FIPOI concerning the financing of the proposed building.

17. At its January 1973 meeting, the Executive Board, inter alia, concurred with the view of the Ad Hoc Committee that the plans and estimates for the new building represented "a satisfactory solution for the anticipated additional needs for headquarters accommodation", requested the Director-General to continue to negotiate with the FIPOI and requested the Ad Hoc Committee to study the plan of financing that the Director-General would prepare and to report on future developments to the Twenty-sixth World Health Assembly.

18. Further, at its January 1973 session, the Executive Board decided to recommend to the World Health Assembly that the study requested by the Assembly (see paragraph 15) in regard to the optimum future headquarters staff level in relation to the level of programme activity and the possible further regionalization of staff and programme activity, should be a part of the future regionalization study of the Executive Board concerning "Inter-relationships between the central technical services of WHO and programmes of direct assistance to Member States" and should be reported to the Twenty-seventh World Health Assembly.

19. At the Twenty-sixth World Health Assembly in May 1973, the Chairman of the Ad Hoc Committee reported his conclusions set forth in paragraph 16 above but added that "the Swiss Government, however, had recently imposed limitations on new building, and was not at the moment prepared to lend the funds" required to make possible the construction of a permanent extension to the headquarters building. The World Health Assembly then decided (WHA26.46) "not to proceed with the further development of plans for the extension of the headquarters building at this time" and requested the Executive Board to review the position at its fifty-third session and to report to the Twenty-seventh World Health Assembly.

20. At the end of November 1973, the Director-General reported (EB53/23) to the Executive Board that as of that month 1,458 persons were accommodated in the main headquarters building and its two annexes. This number included 1,348 staff members financed from the regular budget or extra-budgetary programmes, 36 officials of other bodies such as the International Agency for Research on Cancer (IARC), the Council for International Organizations of Medical Services (CIOMS), and the International Computing Centre (ICC), for which WHO had undertaken to supply accommodation, and 74 short-term consultants and temporary staff. The Director-General had available a small reserve of 30 or so offices. On the basis of the calculations of the Ad Hoc Committee, he had to plan for 1,650 staff members by 1982 and 1,850 staff members by 1987. He had taken an option to rent a floor area equivalent to 100 offices in the new International Labour Organisation (ILO) building to be completed in the fall of 1974 at an annual rental of about Sw F 700,000. These offices should cover WHO's needs for five years, i.e. up to 1979, which was the period of time which would be required to construct the proposed permanent extension to the headquarters building. The cost of construction, estimated at Sw F 67,920,000 at the end of 1972, had increased by 10 per cent in one year and the rate of increase was likely to continue.

21. The Director-General reported further that if a new building were not constructed, additional space would have to be found elsewhere after 1979 because of the anticipated staff increases and the need to release space in the new ILO building at the rate of about 20 offices per year to meet ILO's own requirements. It was estimated that at 1973 rental levels, the total cost of rental of necessary premises after 1979 and up to 1987 would be about Sw F 8 million. Further, if and when it became necessary to remove the first temporary annex, to provide for a permanent access road to the new

ILO building^{2/}, WHO would have to pay rent of the order of Sw F 1 million per annum to obtain equivalent office space in a commercial building.

22. The Director-General then suggested that rather than spending considerable sums without return on rents, it would be more advantageous to build temporary buildings of the same kind as the first two annexes on WHO's own property. One possibility was to add a third storey to the second annex for about Sw F 1,300,000. This would provide only 46 standard offices and would absorb expansion for only a little more than two years after 1979. Another possibility was to construct a third temporary annex containing 138 offices at an estimated cost of about Sw F 5,430,000 (at 1973 prices) either near the main building or on the newly-acquired site. Construction on the new site would be better from the aesthetic point of view but would make difficult construction on that site of a permanent extension of the headquarters building if that were desired at a later stage.

23. In January 1974, the Director-General advised the Executive Board (EB53/23, Add.1) that he had been informed by the FIPOI Council that in view of the present economic situation and the result of the vote of 2 December 1973 by which the Swiss people had ratified the restrictive measures taken by the Federal Parliament in December 1972, particularly in regard to the stabilization of construction activities, the Council still felt unable to accede to WHO's request for a loan for construction of a permanent extension of the headquarters building.

24. At its session in January 1974, the Executive Board considered the report of the Director-General and recommended to the Twenty-seventh World Health Assembly "that any decision on the continuation of the study and the erection of the permanent extension of the headquarters building be deferred for another year" and requested "the Director-General to follow the development of this situation and to report to the Board at its fifty-fifth session" (EB53.R43).

25. At its meeting in May 1974, the World Health Assembly considered the reports of the Director-General (see paragraphs 20-23) and the Executive Board's resolution (EB53.R43) and decided (WHA27.14) that "any decision on the continuation of the study and the erection of the permanent extension to the headquarters building be deferred

^{2/} This has since been found to be unnecessary.

for another year". It also decided (WHA27.18), as proposed by the Executive Board (EB53.R44), that the Board should continue for another year, and report to the Twenty-eighth Assembly on, its study of the inter-relationships between the central technical services of WHO and programmes of direct assistance to Member States. As mentioned in paragraph 18 of this chapter, this study was to include a study of the optimum future headquarters staff level in relation to the level of programme activity and the possible further regionalization of staff and programme activity.

26. In his report of 5 December 1974 (EB55/34), the Director-General stated that the number of individuals for which WHO was required to provide office accommodation had increased from 1,355 to 1,451 during the period from November 1973 to November 1974. This increase had included the addition of only 35 full-time staff members and was explained in large part by the almost doubling of the number of consultants and temporary staff.

27. The Director-General reported further that, as a result of this increase in staff, the following situation existed:

"The position is already that the small reserve of some 30 offices which still existed in November 1973 has completely disappeared, although the office occupation density is abnormally high. The present standards of office allocation restrict to a maximum of one module, i.e. half a standard office (10 m²), the space allotted to 'Professional' staff members up to and including grade P-4. Owing to the shortage of available offices, about 10 grade P-5 staff members are at present accommodated at the same standard. As for the General Service staff, the available area per person is restricted in many cases to the detriment of working efficiency. And this situation will get steadily worse during the months ahead as staff are recruited to fill the posts now vacant. Immediate action is therefore needed to ensure that headquarters has adequate accommodation both in the present situation and in years to come."

28. The Director-General then reported that he had taken the following steps to meet the short-term needs for office accommodation:

- (a) He had entered into an agreement with the ILO for the rental, as from 1 January 1975, of a first group of 119 modules of 6 m² each, which would accommodate some 65 staff members. The rental cost for these modules would be about Sw F 279,000 per year plus cleaning costs estimated at Sw F 32,000 per year. The rental agreement permitted either party to terminate it by giving notice three months before the end of the second year of the lease.

- (b) He had acquired from ILO an option, valid until 30 June 1975, on a further 120 modules, which could accommodate 65 staff members at the same basic rental as for the first group of modules. If this option were taken up, WHO's needs would be covered until the end of 1978, provided that the rate of increase of staff members did not exceed 36 per year, and that the ILO did not terminate the rental agreement in whole or in part.

29. The Director-General pointed out that on the basis of prices prevailing in 1974, the arrangement with ILO would cost WHO Sw F 311,000 per year for each of the years 1975 and 1976, for a total of Sw F 622,000 for 119 modules, and about Sw F 650,000 for each of the years 1977 and 1978 for 239 modules. However, the actual amounts would certainly be higher as ILO had asked for the rent to be geared to the general price index.

30. The Director-General noted that no provision had been included in the budgets for 1975 and 1976 for the Sw F 622,000 which the WHO would have to pay ILO for renting 119 modules during those years under the arrangements mentioned above. He pointed out, however, that ILO was expected to owe WHO at least Sw F 727,327.70 when it completed the sale of its temporary buildings at Petit Saconnex in the near future and that this amount would more than offset the cost of renting 119 modules in the new ILO building for the years 1975/76. All that was needed was authorization by the World Health Assembly for the payment of that rent from the Miscellaneous Income Account into which the monies received from ILO in connexion with the Petit Saconnex transaction would be paid.

31. The Director-General then considered various possible solutions to the problem. He concluded that not only was the cost of renting very high (Sw F 1,922,000 would be paid to ILO by 1978 if 239 modules were rented in the new building as mentioned in paragraph 29), but also the reliance on rental might necessitate dispersing part of the staff into commercial buildings away from the headquarters site and the ILO building. He saw no prospect that a new building could be constructed at this time since the Swiss Government was unable to commit itself to providing the necessary financial assistance. He felt that the addition of a new storey to temporary building "X" was no solution since it would provide only 46 offices at a cost of not less than Sw F 2 million.

32. Accordingly, the Director-General recommended to the Executive Board that it propose to the World Health Assembly the construction of a temporary building, having 138 offices and able to accommodate 212 persons, on the newly-acquired site. The cost of this building, which would last for at least 20 years, was estimated in October 1974 at Sw F 5,630,000. The Director-General recommended that it should be financed from the Real Estate Fund. That Fund presently had in it \$879,835 (Sw F 2,533,924 at the rate of exchange of Sw F 2.88 to the dollar) and the Director-General recommended that the balance of the amount needed be allocated to the Fund from casual income.

33. At the meeting of the Executive Board on 31 January 1975, that body decided (EB55.R48) to propose to the Twenty-eighth World Health Assembly the construction of a third temporary building as recommended by the Director-General.

III. THE PRESENT SITUATION

A. The main headquarters building

(1) Capacity of the main headquarters building

34. The main headquarters building is built upon land owned by the Canton of Geneva which has granted to WHO use of the land, without charge, for an indefinite period. The building has nine floors^{3/} above ground and three basements. Attached to the building is the Executive Board conference room and associated offices. There are two underground garages.^{4/}

35. The office areas of the building are located primarily on floors 1 through 7, although additional offices are located on the ground floor, in the first basement and in the Executive Board block. The entire 8th floor is occupied by the restaurant, cafeteria, kitchen and staff lounges.

36. The net usable office space in the building totals 12,449 m² and is distributed as indicated in Table 1:

Table 1

TOTAL USABLE OFFICE SPACE IN THE MAIN HEADQUARTERS BUILDING

Floor	m ²
7th	1,384
6th	1,472
5th	1,480
4th	1,478
3rd	1,472
2nd	1,566
1st	1,529
Ground - offices, drivers, guards	68
1st basement: Registry and mailing (office area)	247
" Library (offices and reading rooms)	865
" EB block area (including Staff Association)	507
" ICC offices	381
	<u>2,000</u>
TOTAL	12,449

^{3/} Plus several penthouses containing elevator machinery and ventilation equipment.

^{4/} They accommodate 687 cars. Users pay a fee of Sw F 40 per month. There are four free outdoor parking areas accommodating 392 cars.

37. When the building was constructed, its capacity, from an occupancy point of view, was estimated to be about 1,000 persons, assuming that normal occupancy standards were applied.^{5/} However, as of the end of January 1975, the office space areas in the building were occupied by some 1,227 persons.^{6/}

38. This increased capacity of the building has been made possible in several ways. First of all, there has been the conversion of corridor and other open space into office space. Corridor space at both ends of floors 1 through 7 has been converted into offices. On floors 1, 2 and 3, much of the corridor on the north side of the building has been converted into office space. Further, on floor 1, a part of the open space in the centre of the floor has been enclosed for office use and a similar measure is planned for the 2nd floor. Finally, considerable space on the ground floor has now been converted into offices.

39. In all, about 1,042.65 m² of office space has been obtained in this way, making possible the accommodation of some 64 additional persons.^{7/} It has cost the Organization about Sw F 500,000 to create this additional office space and it is expected that this conversion of open space to office space will be maintained in the future. Accordingly, the capacity of the building can be said to have increased permanently from 1,000 to more than 1,060, even assuming the strict application of normal occupancy standards.

40. The second method which has been used to increase the capacity of the main headquarters building has been the reduction in occupancy standards for Professional and General Service personnel (see paragraph 27). The original occupancy standards^{8/} for the building called for P-4s, as well as P-5s, to occupy "standard offices" consisting of two modules each (a total of 19.2 m²). A survey made in October 1974 indicated that 92 P-4s occupied only one-module offices and that, in addition, 9 P-5s occupied one-module offices. Thus, by reducing Professional occupancy standards, 101 additional staff have been accommodated in the building.

^{5/} It was also calculated that an average of about 11.5 m² of net office space was required per staff member.

^{6/} In addition, some 55 persons who were not secretariat staff occupied areas not considered to constitute office space (see Table 2).

^{7/} In addition, it has made possible the creation of a number of additional file rooms.

^{8/} See paragraphs 65-72 regarding occupancy standards in general.

41. Further, original occupancy standards called for each General Service staff member to be allocated at least one module of space. Today, many General Service staff have less than one module of space allocated to them. The October 1974 survey, which did not cover some of the most heavily populated areas such as the stenographic services, Registry or the workshops, disclosed some 37 General Service staff in other areas who had less than one module of space allocated to them. This reduction of standards has, of course, made possible an increased occupancy of the headquarters building.

42. Thus, by creating offices from open space and by reducing occupancy standards, it has been possible to increase the office space capacity of the building to more than 1,200 persons.

(2) Occupancy of the main headquarters building^{9/}

43. The occupants of the main headquarters building and the space occupied by them as of the end of January 1975 are listed in Table 2:

Table 2

OCCUPANCY OF THE MAIN HEADQUARTERS BUILDING
AS OF THE END OF JANUARY 1975

Type of occupant	Number	Space occupied (m ²)
<u>Office space areas</u>		
WHO secretariat	1,195	12,048
ICC	29	381
External Audit staff	3	20
<u>Other areas</u>		
Thomas Cook and Son	9	99
Société de Banque Suisse	10	82
Co-op (Restaurant)	29	1,052
Naville (news stand)	2	25
Cantina (vending machines)	1	10
PTT (Post Office)	4	135
TOTAL	1,282	13,852

^{9/} For occupancy of all headquarters buildings and rented premises, see Annex.

(a) WHO secretariat staff (persons having WHO contracts, including consultants and temporary staff)

44. Secretariat staff occupying the headquarters building as of the end of January 1975, totalled 1,195. Of that number, some 1,162 were persons having contracts for at least one year whose salaries were financed from the regular WHO budget, some 33 were persons having contracts for at least one year whose salaries were financed from funds other than those provided for in the regular budget^{10/} and 153 were consultants or temporary staff having contracts for less than one year.

(b) Staff of other organizations occupying office space in the main headquarters building

(i) The International Computing Centre (ICC)

45. The ICC has 29 of its 45 staff members, together with its computer and related equipment, located in 985 m² of space in the first basement of the main WHO building. Of this total space, 381 m² are used for offices for the staff.

46. The ICC was set up, as from 1 January 1971, jointly by the United Nations, the United Nations Development Programme (UNDP) and WHO as an inter-agency organization facility to provide electronic data-processing services for themselves and other organizations on a cost-sharing basis. WHO agreed to house the ICC on a provisional basis and it became operational in its present premises on 1 March 1971. An agreement signed by the United Nations, UNDP and WHO in December 1971 contained, inter alia, the following clauses:

"4. The agreement is for a minimum period of five years. A Participating Organization may terminate its participation on giving two years' notice to the other participants.

...

9. The administrative, financial and other services such as personnel administration, purchasing, contractual maintenance, etc. will be provided by the organization on the premises of which the Centre is located. The pertinent Regulations and Rules of that organization will apply.

10. Initially, the Centre will be established on the premises of WHO."

^{10/} "Extra-budgetary" staff will be dealt with in a separate report.

47. In a Memorandum of Understanding signed in December 1971 by the Assistant Director-General of WHO and the Director of ICC, WHO undertook to provide accommodation for ICC without rental charge, on the understanding that clearly identifiable additional costs of utilities, repairs and maintenance provided to the Centre, including air conditioning, spares and consumables, would be reimbursed by the Centre. WHO also agreed to provide normal office furniture and equipment and standard small office supplies without charge; any specialized equipment would be paid for by the Centre which would also reimburse to WHO the cost of communications services (pouches, telephones, etc.) and document copying, reproduction and distribution facilities.

48. In the course of 1973, there arose the question of the future accommodation of the ICC and the Administrative Committee on Co-ordination (ACC) requested the Management Committee of the ICC to make a study of the matter. The major participants in the ICC, namely the United Nations, UNDP and WHO, requested the Joint Inspection Unit to assist the Management Committee in its study and Inspector C.E. King prepared a note on the "Future Accommodation of the International Computing Centre (ICC)" for the Management Committee.

49. As a result of the study, the Management Committee recommended and the WHO and ACC agreed that, under existing circumstances, the ICC should remain in its present location but should pay rent as from 1 April 1976 at the rate of Sw F 400 per net m² per annum^{11/} for the computer room and office space area and Sw F 100 per m² per annum for the ICC air-conditioning plant space. Those rents are to be adjusted periodically. It was also agreed that to the rents would be added identifiable indirect costs as well as the cost of services provided by WHO to the ICC staff in so far as these can be satisfactorily identified and assessed.

50. The Inspectors consider that the above arrangement is a satisfactory one.

51. The new arrangement leads the Inspectors to make a point, to which they referred in their report JIU/REP/74/6 (A/9854), with respect to the staff of the Joint Staff Pension Fund which occupies space in the Secretariat building at United Nations Headquarters in New York. In paragraph 32 of that report, the Inspectors stated that "it may be appropriate ... to consider whether the specialized agencies which participate

^{11/} This is the same rental rate paid by WHO for office space it is renting in the new ILO building (see paragraph 83).

in the Fund should contribute towards the cost of providing space for the Fund in the Secretariat building". If the organizations which participate in the ICC, as users, contribute to the payment of rent to WHO as part of the cost of the computer services which they receive, then it would seem equally appropriate for the organizations which participate in the Pension Fund to contribute to the cost of providing office space for the Fund at United Nations Headquarters. This, of course, would involve no additional charge on the Fund itself.

(ii) External Audit staff

52. One member of the staff of the External Auditor of WHO, who is appointed by the World Health Assembly, is permanently at WHO headquarters and the External Auditor himself and another member of his staff spend 2-4 man months a year at headquarters. An office is reserved for them to keep their records and to provide working space, with the understanding that any vacant desk space may be utilized by other staff as and when required.

(c) Concessionaires and the PTT (Post Office)

(i) Thomas Cook and Son (Cooks)

53. Under an agreement entered into in 1964 "for an indefinite period" and up-dated from time to time since, WHO makes available to Thomas Cook and Son unfurnished office space (99 m²) for its staff (9 persons) who make arrangements for official WHO travel and also for other travel. It provides to Cooks, free of charge, lighting, heating, cleaning and security for the office accommodation provided. It also provides, for the use of Cooks, Post Office telephone facilities and meets the cost of local telephone calls made within the Canton of Geneva and of trunk calls made in connexion with the official business of the Organization.

54. In consideration of the accommodation and facilities provided by WHO, Cooks paid WHO an amount of Sw F 191,180 for the period of 1 November 1973 to 31 October 1974.

55. It is of interest to note that the amount paid by Cooks to WHO on an annual basis for providing office accommodation and services in the latter's building is more than ten times as much as Cooks has been paying to the Geneva Office of the United Nations for the office accommodation there, which is somewhat larger (107 m²) than the accommodation in the main WHO building, and for related services. The Inspectors understand that the operation by Cooks of an office in the Palais des Nations is somewhat less

profitable than the operation of Cooks at WHO, but they are unaware of any adequate justification for the very large discrepancy between the amounts Cooks pays to the two organizations. It seems quite clear that the United Nations should review carefully the adequacy of the amounts it charges to Cooks for office accommodation and services in the Palais des Nations - as well as for office accommodation at Headquarters in New York (see paragraphs 45-50 of JIU/REP/74/6 (A/9854)).

(ii) Société de Banque Suisse (SBS)

56. Under an agreement entered into in 1964 for an initial period of five years and then to remain in force until terminated, the WHO makes available to SBS unfurnished office space (82 m²) for its staff (10 persons) in order to provide "full and complete banking service" to the Organization, to WHO staff and to persons duly accredited to the Organization. WHO provides lighting, heating and cleaning services for the office accommodation. It also provides telephone facilities for the use of the Bank and meets the cost of local telephone calls (SBS pays for toll calls).

57. The agreement between WHO and SBS provided initially that, in consideration of the office accommodation and services, SBS would pay WHO annually the amount of Sw F 10,000 and that the amount of the payment would be reviewed periodically. The amount has been reviewed from time to time and for 1975 SBS is paying to WHO an amount of Sw F 40,000.

58. It is of interest to compare the annual payment by SBS to WHO with the lack of any payment, since 1950, by Lloyds Bank International Ltd. to the Geneva Office of the United Nations for office accommodation (and related services), provided to it there even though this latter accommodation is considerably larger (a total of 167.61 m² for two locations) than the accommodation made available to SBS in the main WHO building.

59. On 6 December 1974, the Inspectors called the agreement between WHO and SBS to the attention of the Geneva Office of the United Nations and inquired whether there were any significant differences between this agreement and that between the Geneva Office and Lloyds which would justify the failure to charge Lloyds for the office accommodation and services furnished to it by the Geneva Office. On 21 January 1975, the Inspectors were informed by the Geneva Office of the United Nations that the arrangements between it and Lloyds were being reviewed. No further information concerning this matter was available at the time of the completion of this report.

60. Subject to any explanation which the Geneva Office of the United Nations may subsequently make, it would appear from the foregoing that in the case of bank services, as in the case of travel services, WHO has made much more financially favourable arrangements than has the Geneva Office of the United Nations.

(iii) Co-op (restaurant)

61. La Société Coopérative de Consommation (Co-op) is the concessionaire which operates the WHO restaurant and cafeteria. It pays no rent, but pays 5 per cent of its gross turnover per annum for the amortization and replacement of equipment.

(iv) Naville (news stand)

62. This concessionaire pays, as rent, 6 per cent of its gross turnover per annum.

(v) Cantina (vending machines)

63. No rent is paid for the space occupied (10 m²).

(vi) PTT (Post Office)

64. The arrangement under which the Swiss PTT is provided with 135 m² of space, at no rental charge, for the operation, by four PTT staff, of a post office at WHO headquarters, is similar to those arrangements which exist at the Geneva Office of the United Nations and at the United Nations Headquarters in New York.

(3) Occupancy standards in the main headquarters building

65. The office area in the main headquarters building is made up of basic office modules having a net available floor area of 9.6 m² and one window. The partitions between offices are movable.

66. When the building was designed, it was thought that, in general, the "standard office" would consist of two modules and would be occupied by one Professional of the rank of P-4, P-5 or P-6 or by two junior Professionals or General Service staff. Since 1968^{12/}, it has become necessary to limit most P-4s to only one-module offices and subsequently some P-5s have been given similar space allocations. During the same period, the amount of space allocated to General Service staff was also reduced in many cases.^{13/}

^{12/} See paragraph 40.

^{13/} See paragraph 41.

67. As a result of the foregoing, the occupancy standards in the main headquarters building are, in general, as indicated in Table 3:

Table 3

OCCUPANCY STANDARDS IN THE MAIN WHO HEADQUARTERS BUILDING

Level	Space allocated
<u>Professional</u>	
Director-General	4 modules (38.4 m ²) plus a waiting room (3 modules - 28.8 m ²)
Deputy Director-General and Assistant Directors-General	4 modules (38.4 m ²)
D-1 and D-2	3 modules (28.8 m ²)
P-5 and P-6	2 modules (19.2 m ²) ^{a/}
P-1 to P-4	1 module (9.6 m ²) ^{b/}
<u>General Service</u>	1 module (9.6 m ²) where feasible, otherwise 3 GS share two modules (19.2 m ²) ^{c/}

^{a/} Wherever feasible - note from paragraph 40 that 9 P-5s occupy one-module offices.

^{b/} Twenty of the 112 P-4s occupy two-module offices, some of which are smaller than usual.

^{c/} The density of GS staff varies according to needs. For example, in the case of typing pools, the density is greater. In certain other services, for example, the Library, the density is less.

68. These occupancy standards in general vary little from those applied in the new office wing of the Palais des Nations and the new ILO building in Geneva, except in the case of the allocation of one-module (9.6 m²) offices to most P-4 and some P-5 grades. In the case of the new wing of the Palais des Nations, P-4 staff are generally allocated offices having some 13 m² of floor space and P-5s are allocated offices of 19.1-19.7 m². In the new ILO building, P-4s are allocated offices of 11.76 m² and P-5s receive offices of 17.64 m².

69. The Inspectors visited a number of 9.6 m² offices to see how they were utilized and to form an opinion of their suitability for use by P-4 and P-5 personnel. They found that while the amount of floor space itself in such offices was not necessarily

inadequate, the limited amount of space taken together with the dimensions of the offices (approximately 5 metres long by 2 metres wide) made very difficult the utilization of such offices by senior Professional staff other than those who had no supervisory functions or who did not find it necessary from time to time to invite two or three or more persons to their offices at the same time. Indeed, the offices are so narrow that it is difficult to place a desk in them in such a way as to get proper light and at the same time make it possible to move around the room.

70. In the view of the Inspectors, one-module offices are not suitable for P-4s and P-5s who have supervisory functions or who must bring at least a few of their colleagues together fairly frequently. The Inspectors believe that this situation should be corrected as soon as adequate additional space becomes available. They are not informed as to how many P-4s and P-5s occupying one-module offices meet the criteria mentioned and therefore require larger offices since the WHO secretariat has not made such an assessment.

71. The Inspectors looked into the question of space allocation to General Service staff, particularly in view of the Director-General's report of 5 December 1974 to the Executive Board (see paragraph 27) that "as for the General Service staff, the available area per person is restricted in many cases to the detriment of working efficiency". They asked to be shown the problem areas and examined these areas. The Inspectors found that, although as indicated in paragraph 41, the amount of space allocated to many General Service staff has been reduced below the standard of one module per person, this did not appear to create, in most cases, real problems requiring action. However, they noted situations in the typing pools (where for many months of the year there are as many as six typists in two-module offices), in Registry and in certain workshops in the basement which they feel require corrective action as soon as feasible.

B. Building Vie-de-Champs ("V")

(1) Capacity of building "V"

72. This prefabricated building was constructed in 1967 on property owned by the Canton of Geneva which granted the use of the land to WHO free of charge. It is located at the west end of (but with no covered connexion to) the main headquarters building, has a gross floor area on its three floors of 2,274 m² and a net usable office space area of 1,557 m². It contains 89 offices, almost all approximately

17 m² in size, or somewhat smaller than the "standard" office of two modules (19.2 m²) in the headquarters building. The reasonable capacity of the building, in terms of occupancy by staff requiring office space, is calculated to be roughly an average of 1.5 persons per office, or a maximum of 130 for the building.

(2) Occupancy of building "V"^{14/}

73. As of the end of January 1975, building "V" was occupied by only 89 persons^{15/} as shown in Table 4:

Table 4

OCCUPANCY OF BUILDING "V" AS OF THE END OF JANUARY 1975

Type of occupant	Number	Space occupied or used (m ²)
WHO secretariat	88	1,285 (approx.)
Federation of World Health Foundations (FWHF)	1	17
TOTAL	89	1,302 (approx.)

(a) WHO secretariat staff

74. Secretariat staff occupying building "V" as of the end of January 1975, totalled 88. Of that number, some 57 were individuals having contracts for at least one year whose salaries were financed from the regular WHO budget, some 31 were persons having contracts for at least one year whose salaries were financed from funds other than those provided for in the regular budget^{16/} and 10 were consultants or temporary staff having contracts for less than one year. Of the 57 "long-term" staff financed

^{14/} For occupancy of all headquarters buildings and rented premises, see Table 6 in Annex I.

^{15/} This was partly because WHO was in the process of relocating certain staff in newly-rented space in the ILO building and, as a result, 13 offices were left unoccupied. Further, 2 offices were reserved against vacant posts, 5 offices were used for meeting rooms, 2 offices were used for reception, stationery supplies and a photocopy machine, and 1 room was used as a map room.

^{16/} See footnote to paragraph 44.

from the regular budget, two were from the WHO regional office in Copenhagen, Denmark, where they were concerned with education and training. They were located in Geneva in January 1975 since they were working on fellowships follow-up in Europe and this could be done more conveniently from Geneva than from Copenhagen. Another staff member was attached to the WHO International Agency for Research on Cancer, Lyon, France, but was at WHO headquarters in January 1975 since he was doing liaison work with the headquarters library.

(b) Federation of World Health Foundations (FWHF)

75. FWHF is provided, rent free, with one office (about 17 m²) for the use of its officials when they are in Geneva. FWHF is organized and operates exclusively to advance the fundamental objectives of WHO. It co-ordinates the activities of its member organizations - international world health foundations - and maintains liaison between such member organizations and WHO. While its principal office is in Geneva, its operating office is in the United States.

(3) Occupancy standards in building "V"

76. As indicated in paragraph 72, building "V" consists of 89 offices all approximately 17 m² in size. The occupancy standards are the same as in the main headquarters building but adapted to the fact that the offices are somewhat smaller than the two-module offices in the main building and cannot be partitioned. As of October 1974, 18 Professional staff, including one P-5 and 7 P-4s, each shared an office with another staff member. Either two or three General Service staff shared standard offices.

77. The Inspectors consider that the occupancy standards applied in building "V" provide for a reasonable utilization of the office space there and that no significant problems exist other than in the cases in which P-4s and P-5s having supervisory functions must share offices with other staff members.

C. Building "X"

(1) Capacity of building "X"

78. This prefabricated building was constructed in 1972 on land owned by the Canton of Geneva and included in the original grant made by the Canton to WHO for the purpose of constructing a headquarters building. It is located at right angles to the north end of the main headquarters building (and with a covered connexion to it), has a gross

floor area on its two floors of 2,314 m² and a net usable office space area of 1,575 m². It contains 90 offices each approximately 17 m² in size. As in the case of building "V", the reasonable capacity of building "X", in terms of occupancy by staff requiring office space, is calculated to be roughly an average of 1.5 persons per office; accordingly, its maximum capacity should be about 135 persons.

(2) Occupancy of building "X"^{17/}

79. As of the end of January 1975, the building was occupied by only 121 persons^{18/}, all of whom were WHO secretariat staff. Of these, 53 were staff having contracts for at least one year whose salaries were financed from the regular budget. Some 53 were persons having contracts for at least one year whose salaries were financed from "extra-budgetary" funds^{19/} and some 15 were consultants or temporary staff having contracts for less than one year.

(3) Occupancy standards in building "X"

80. The 90 offices, each of approximately 17 m², are utilized in the same manner as the offices in building "V" and the same occupancy standards are applied. As of October 1974, 34 Professional staff, including 10 P-4s and 3 P-5s, each shared offices with other staff members. Either two or three General Service staff shared standard offices.

81. The Inspectors' views concerning the application of occupancy standards in building "X" are the same as those set forth in paragraph 78 with respect to building "V".

D. Occupancy of rented space^{20/}

82. As mentioned in paragraph 28, the Director-General reported to the Executive Board on 5 December 1974 (EB55/34, paragraph 6.1) as follows:

^{17/} For occupancy of all headquarters buildings, and rented premises, see Annex.

^{18/} This was partly because WHO was engaged in relocating certain staff in newly-rented space in the ILO building and, as a result, nine offices were left unoccupied. In addition, three offices were reserved against vacant posts, four offices were used for a display centre, four offices were used for meeting rooms, one office was used for photocopying and keypunch machines and one office was used as a documents room.

^{19/} See footnote to paragraph 44.

^{20/} For occupancy of all headquarters buildings and rented premises, see Annex.

"6.1. WHO has concluded an agreement with the International Labour Office for the renting, as from 1 January 1975, of a first batch of 119 modules of 6 m² each, which would accommodate some 65 staff members. The rent for these 119 modules will come to about Sw.fr. 279 000 per year, plus cleaning costs estimated at Sw.fr. 32 000. It should be noted that the rental agreement with the ILO includes a clause allowing both parties to terminate this agreement in whole or in part subject to notice being given three months before the end of the second year of the lease. This arrangement can therefore be entertained only as a temporary solution."

83. As of the end of January 1975, space rented in the ILO building was occupied by 51 persons^{21/} as shown in Table 5:

Table 5

OCCUPANCY OF RENTED SPACE IN THE ILO BUILDING
AS OF THE END OF JANUARY 1975

Type of occupant	Number	Space occupied or used (m ²)
WHO secretariat	47	618
Council for International Organizations of Medical Sciences (CIOMS)	4	(36 (12 - reserved)
TOTAL	51	666

(a) WHO secretariat staff

84. Of the 47 secretariat staff occupying rented space as of the end of January 1975, 44 were persons having contracts for at least one year whose salaries were financed from the regular WHO budget and 3 were consultants or temporary staff having contracts for less than one year.

(b) Council for International Organizations of Medical Sciences (CIOMS)

85. CIOMS, which is a non-governmental organization in official relations with WHO, has four staff members in the ILO building occupying 36 m² (and having a reserve of 12 m²) of office space on a rent-free basis. This organization was originally established in 1949 under the joint auspices of WHO and the United Nations Educational, Scientific and Cultural Organization (UNESCO) with the principal task of co-ordinating

^{21/} Eight modules (48 m²) of rented space remained unoccupied.

international congresses and other meetings of international scientific organizations in the field of medicine and allied sciences. It publishes the Calendar of International Congresses of Medical Sciences, provides assistance to congresses in the form of grants or loans and consults with its member societies concerning the timing and subjects of international meetings. It has also undertaken a number of other activities, e.g. the organization of symposia, assistance to young research workers, short post-graduate courses and attempts at the elaboration of international nomenclature relating to the medical sciences. WHO helps support CIOMS by making annual grants (\$16,000 in 1975) and providing the above-mentioned office space rent free.

E. Option to rent additional space

86. In paragraph 6.2 of his above-mentioned report to the Executive Board, the Director-General stated the following:

"6.2. ILO has given WHO an option on a further 120 modules, which could accommodate 65 staff members, at the same basic rent as for the first batch. This option is valid until 30 June 1975, which will allow the Director-General to await the decision that will have to be taken by the Twenty-eighth World Health Assembly for a medium- or long-term solution."

F. Space management and planning at WHO

87. In WHO, the Director, Personnel and General Services, has the primary responsibility not only for the management of space in existing WHO buildings and of rented space in outside buildings, but also for the planning to meet future needs by construction or rental. He exercises this responsibility in the light of policies laid down by the Director-General and the Assistant Director-General for Administration.

88. Within the Division of Personnel and General Services, it is the Accommodation Unit, as a part of Conference, Office and Building Services, which is responsible for the day-to-day management of office accommodation. This unit consists of one P-3 and 10 General Service staff and its responsibilities include administration of office space; office furniture, machines and related equipment; office moves; restaurant and news-stand concessionaires; and organization of the foregoing facilities and services for World Health Assemblies and Executive Board meetings. It receives policy guidance from the Director, Personnel and General Services, on the planning of office space to meet future needs within already available space. With respect to meeting the needs for additional offices and related accommodation, it is the building

management sub-unit of Conference, Office and Building Services which is responsible for preparing plans and specifications for additional buildings, parking areas, roads, etc..

89. As indicated in chapter II, WHO made extensive use between January 1972 and May 1973 of a three-man Ad Hoc Committee of the Executive Board on Headquarters Accommodation, "to examine in detail the prospective long-term needs of the headquarters for additional accommodation". This Committee no longer exists.

90. In the view of the Inspectors, space management at WHO has been efficient. The Inspectors were particularly impressed with the steps taken, as mentioned in paragraphs 38 and 39, to convert open space to office space and by the way in which space for various workshops has been made available by enclosing what was completely open space below the offices attached to the Executive Board conference room. They were also impressed with the efforts mentioned in paragraphs 40, 41 and 66-72, to meet WHO's needs for additional office space by reducing occupancy standards although, as stated in paragraphs 70 and 71, they believe that the conditions created for certain P-4s and P-5s and for certain General Service staff are not satisfactory and should be corrected as soon as adequate space becomes available.

91. The Inspectors inquired into the matter of how conference offices attached to the Executive Board conference room were utilized in order to determine whether maximum use was made of these. They found that these offices were used during Executive Board sessions by the Chairman of the Board and the Regional Directors and that between sessions they were used to the maximum extent by various working groups and, when available, by consultants and short-term staff.

92. In response to the Inspectors' questions as to whether space was reserved for official visitors, they were told that there were not many such visitors, apart from the Chairman of the Executive Board and the Regional Directors, and that for other official visitors, each division had to find the necessary space within the division to accommodate its visitors. An attempt had been made at one time to reserve space, centrally controlled, for official visitors but this had been found less efficient than asking each division to find space for its own visitors.

93. The history of long-term space planning by WHO has not been a happy one as has been made abundantly evident in chapter II of this report. The only "permanent" office building thus far constructed was already inadequate by the time it was completed in

1966. Since then additional needs have been met by constructing in 1967 and 1972 two office buildings characterized as "temporary" and it is now proposed to build another such building. As is discussed in the following chapter, it is not clear for how long such an additional temporary building will meet WHO's needs and nothing beyond this new building is planned at this time.

94. It appears to the Inspectors that no detailed study has yet been made of the long-term needs of WHO for office accommodation at headquarters. Although in January 1972, the Executive Board appointed an Ad Hoc Committee of the Board "to examine in detail the prospective long-term needs of the headquarters for additional accommodation, taking account of programme developments which are to be expected in the foreseeable future" (see paragraph 11), that Committee produced only a projection which is said to have been "derived simply from historical records relating to the growth of the staff in the different units at headquarters from 1954 to 1972, with growth of the staff subsequent to 1972 being extrapolated on this basis".^{22/} That projection "was not a prediction based on a study of the Organization's programme development and its future staffing needs, nor was a target to be reached".^{22/} Further, although in May 1972 the World Health Assembly requested the Executive Board to initiate a study in regard "to the optimum future headquarters staff level in relation to the level of programme activity and the possible further regionalization of staff and programme activity and to report to the Twenty-sixth World Health Assembly" (see paragraph 15), such a study has never been made (see paragraph 110 and footnote).

^{22/} This quotation is from a letter, dated 19 February 1975, from the WHO secretariat to the Inspectors.

IV. FUTURE PROSPECTS^{23/}

95. As stated in paragraph 33, the Executive Board has proposed (EB55.R48) to the World Health Assembly, on the recommendation of the Director-General (EB55/34), the erection of a third "temporary" building to meet WHO's office accommodation needs. This building is expected to have five floors containing 3,720 gross m² and 2,453 net m² of office space. It would have fixed partitions and would contain some 138 "standard" offices, each approximately 17 m² in size (some of which would be convertible into three meeting rooms, each roughly equivalent to the size of three standard offices) and will have a basement providing 776 m² of storage space. It is estimated that it will accommodate 212 staff.

96. In his report to the Executive Board, the Director-General proposed that the new building be erected on a portion of the site which was acquired in December 1971 by WHO for Sw F 4 million for the purpose of building a new "permanent" office building. He stated that, "if the site of the temporary building were wisely chosen, it would not hamper, if and when the time comes, the construction of the proposed permanent building".

97. The new temporary building would be prefabricated and so would require only some 12-15 months to erect. Thus, should the World Health Assembly approve the project in May 1975, the building should be ready for occupancy before the end of 1976 when the WHO lease on 119 modules of office space in the new ILO building will expire. It is stated in the Director-General's report (paragraph 18 of EB 55/34) that the "useful life" of the proposed building would be "at least 20 years".

98. The Inspectors examined carefully the Secretary-General's report recommending the construction of the new temporary building and attended the meeting of the Executive Board on 31 January 1975, at which that body considered and approved the recommendation. They also addressed a series of questions to the Director-General and his staff concerning the matter and made certain independent inquiries of their own. After these exercises, they have certain misgivings concerning the proposed construction and doubts as to whether it provides a solution to WHO's accommodation problem which is either the most efficient, or in the long run, the most economical.

^{23/} A more detailed version of this chapter has been given to the Director-General.

99. The Inspectors recognize that the Director-General, the Executive Board and, most of all, Member States, have other factors to consider besides the efficiency of WHO headquarters activities or the long-term economies to be obtained by one method of dealing with accommodation needs as opposed to another. They understand that at times there are short-term considerations which must take precedence over those which relate to a longer term. Accordingly, they realize that their conclusions with respect to the present proposal and the accommodation needs of WHO may well be considered irrelevant. Nevertheless, for reasons stated in the Foreword to this report, the Inspectors believe that in the report they should call attention to any facts which they think should be considered in order to arrive at a satisfactory solution of WHO's office accommodation problem.

100. Basically, the misgivings of the Inspectors stem from the fact that (a) further study of a number of considerations appears called for before a decision to erect a new building is made and (b) there have been developments since the erection of a third temporary building was proposed which suggest that a different course of action might well be called for.

101. First of all, it appears to be assumed that the construction of a third temporary building would meet WHO's staff expansion needs at headquarters up to 1982. It is, however, questionable whether such an assumption is warranted if present trends continue. The projection of staff growth made several years ago by the Ad Hoc Committee of the Executive Board, which appears to have been reasonably accurate thus far, was to the effect that some 36 staff per annum would be added in the coming years. Should this continue to be the case, then the new building would certainly be filled before the end of 1981. In addition, the Director-General's report to the Executive Board indicates that during the period between November 1973 and November 1974, there was a total staff increase of 97 persons including 35 full-time staff and 62 short-term consultants and temporary staff. This also suggests that a third temporary building would not meet WHO's headquarters requirements up to 1982 unless a firm decision were taken by the World Health Assembly to limit staff increases to the capacity of the building.

102. It is true that in paragraph 15 of his report (EB55/34) to the Executive Board, the Director-General stated that "he still holds to his belief that it will be possible in the relatively near future to slow up and then stabilize the expansion of headquarters units ...". The Inspectors also note that in his proposed programme budget

for the financial years 1976 and 1977, the Director-General has proposed a net increase (new posts less discontinued posts) of only 14 in 1976 and 6 in 1977.^{24/} However, as his representative pointed out to the Executive Board at its last session, there were added at headquarters in 1974 some 22 extra-budgetary posts and the Board was further told that such posts, over the addition of which the Director-General has only limited control, were likely to increase as WHO sought to increase its extra-budgetary funds. Further, the Inspectors note that as of the end of 1974, the Organization had 129 vacancies in its regular and extra-budgetary establishment at headquarters, and while the filling of these posts might result in some reduction in short-term and temporary posts, it would inevitably hasten the day when the new temporary building would be filled.

103. The Inspectors recognize the difficulty of making accurate projections of staff growth, particularly in international organizations today. Nevertheless, they believe that a detailed study of the matter should be made and suggest that a study along the lines of that requested by the World Health Assembly in May 1972 (see paragraphs 11 and 94) would be desirable before a decision is taken to construct an additional building.

104. It has been suggested that the construction of a third temporary building would provide a breathing space during which the complex questions of the future size and composition of WHO headquarters staff could be studied and the attitude of the Swiss authorities towards providing financial assistance in connexion with the construction of a new building could be clarified. It seems to the Inspectors that without erecting a new temporary building now, WHO has the needed breathing space in which to make the necessary studies as a result of its ability to rent space in the ILO building during the next several years.^{25/} They do not believe that the requisite breathing space is dependent upon the construction of a third temporary building.

^{24/} Pages 66 and 67 of the Financial Records of the World Health Organization, No. 220.

^{25/} The Inspectors inquired of ILO how long it expected to be able to permit WHO to occupy the space it now rents in the new ILO building and the space there on which it has an option (should it choose to exercise that option). The ILO's answer was that it was difficult to give firm replies to these questions. However, it was pointed out to the Inspectors that the governing body of the ILO which met from 17 February - 7 March 1975 had recommended a zero rate of programme growth for the years 1976-1977 so that it was unlikely that there would be pressure during that period to reduce the amount of space which could be made available to WHO. It was not apparent at this time how ILO's needs would develop after 1977.

105. The Inspectors also note that the construction of a third temporary building would not solve several important problems facing WHO in the matter of office and related accommodation for staff. These problems include (a) what to do eventually about housing the occupants of temporary buildings when these become obsolete at the end of their estimated lives of 20-25 years (a maximum of 30 years), (b) the present overcrowding in the headquarters buildings to which the Director-General referred in paragraph 5 of his report (EB55/34) to the Executive Board and (c) the need for additional restaurant and cafeteria facilities. It seems clear that at some point further construction will be required to deal with those needs even if a third temporary building of the type proposed is now erected.

106. Apart from failing to solve the above-mentioned problems, the construction of a third temporary building is likely to create additional problems. It may well lead WHO into the construction of still further temporary buildings which will have to be replaced periodically, with consequent disruption to the work of the headquarters staff and at a cost which could in the long run exceed the cost of a permanent building. Further, it may not eliminate but simply postpone the need to construct a new permanent building to a later date when the cost of construction could be considerably greater.

107. Thus, a detailed study of the matter might well demonstrate that it would be less efficient and less economical to erect a temporary building than to construct a permanent building of the type contemplated two years ago and for which preliminary plans already exist. It should be noted in this connexion that if a permanent building of the type proposed two years ago (housing 700 persons) were erected and proved to have some excess capacity, this capacity could undoubtedly be rented to other organizations, as has been demonstrated by the experience of the ILO and the Geneva Office of the United Nations which had (temporary) excess capacity.

108. As late as January 1973, it appeared that the Ad Hoc Committee of the Executive Board, the Executive Board itself, the World Health Assembly and the Director-General, all believed that it was in the interest of WHO to construct a large permanent building - not a small temporary building - and the only reason for not going ahead at that time was the inability of WHO to obtain a loan from Swiss authorities to help finance the construction of a permanent building. The Director-General's last report to the Executive Board (EB55/34) appeared to suggest in paragraph 15 that this continued to be the principal reason for now proposing a temporary building rather than a permanent building.

109. After discussing this matter at some length with persons in a position to have an informed judgement, the Inspectors are of the view that it might well be possible in the relatively near future to obtain a loan, of the kind which has been sought unsuccessfully thus far^{26/}, to assist in financing the construction of a new permanent building.

110. First of all, the Inspectors understand that the concerns which the Swiss authorities have expressed in the past about the expansion of international organizations' staff in Geneva and the construction of new buildings there by such organizations, have related primarily to the importation of new organizations and new units into Geneva rather than to the orderly and manageable expansion of organizations already there. They understand also that since 1 January 1975, i.e. since the Director-General's report of 5 December 1974, restrictions on new construction, which were imposed to counter inflation, have been removed, except with respect to luxury buildings, in order to stimulate the building industry. They consider that it is not out of the question that if there were presented to the Swiss authorities, after a careful study, the case for the additional accommodation needs of WHO on its present site and for the desirability of constructing a second permanent building rather than a series of temporary buildings, the Swiss authorities might well be prepared, within a year or so, to make a loan to assist in financing the construction of a permanent building.^{27/} Such a possibility would very likely be enhanced if the presentation concerning WHO's needs were accompanied, if possible, by a considered forecast to the effect that additional construction at WHO headquarters was unlikely in the future. The Inspectors cannot, of course, be certain that this would be the reaction of the Swiss authorities but consider that the possibility is such that it should be carefully explored. Further, the Inspectors are unable to judge what the terms of a loan are likely to be, if offered.

111. In view of the foregoing, the Inspectors are of the view that before a decision is taken on further construction, it would be well to undertake a detailed study concerning:

^{26/} Although perhaps, at a higher rate of interest.

^{27/} From paragraph 15 of EB55/34, it would appear that the last formal inquiry on this matter was addressed to the Swiss authorities by WHO "at the end of 1973", that is, more than one year ago.

- (a) the optimum future headquarters staff level in relation to the level of programme activity and the possible further regionalization of staff and programme activity (this was the study requested by the Assembly in 1972);
- (b) the amount of office accommodation required for such a staff level;
- (c) the extent of the need to relieve overcrowding in the present headquarters buildings and possible measures for meeting this need;
- (d) the extent of the need to provide additional cafeteria and restaurant facilities and possible measures for meeting this need;
- (e) the effect on staff efficiency at headquarters of having staff housed in the main headquarters building and three (or four) temporary buildings rather than in two permanent buildings;
- (f) the comparative costs (in the long term as well as in the short term) of providing the necessary accommodation by constructing a temporary building (or buildings) and by erecting a permanent building;
- (g) the possibility of obtaining a substantial loan on favourable terms, if it were considered desirable to construct a permanent building.

112. Should the World Health Assembly decide to proceed now with the construction of a third temporary building, it might wish to consider whether it should also place limitations on headquarters staff growth in order to ensure that the new building would meet WHO's office accommodation needs for a reasonable period of time.

V. SUMMARY OF PRINCIPAL FINDINGS, SUGGESTIONS AND RECOMMENDATIONS

A. Occupancy of WHO buildings

1. The main headquarters building, which was designed to be occupied by about 1,000 persons, was occupied by some 1,282 persons as of the end of January 1975. The additional occupancy was made possible by converting open space areas into offices and by reducing occupancy standards for both Professional and General Service staff. The building is, to some extent, overcrowded as a result of the reduction of occupancy standards and the Inspectors have recommended that measures be taken to correct certain situations (paragraphs 37-42, 68-71).

2. The two temporary prefabricated buildings, "V" and "X", have a maximum capacity respectively of about 130 and 135 if used primarily for staff occupancy. As of the end of January 1975, building "V" had only 89 occupants, one of them not a staff member, and 15 offices were vacant; building "X" had 121 occupants and 12 offices were vacant. This situation was due, in part, to the fact that certain staff were then being relocated in rented space in the new ILO building (paragraphs 72-73, 79-80).

B. Occupancy of the WHO buildings by non-secretariat personnel

3. Although some 92 non-secretariat personnel occupied space in WHO buildings and rented space (see Tables 2, 4 and 5), none of these occupancies gives rise to questions. WHO has made much more favourable financial arrangements with a travel agency and a bank located in the headquarters building than has the Geneva Office of the United Nations (paragraphs 45-63, 75-76).

C. Occupancy standards in WHO buildings

4. With one exception, the Professional occupancy standards in WHO buildings appear to be satisfactory and in line with those in the new office building of the Geneva Office of the United Nations and the new ILO building. The exception is the assignment to most P-4s and some P-5s of one-module offices of 9.6 m², despite the fact that some of the staff members assigned to such offices are supervisors or have frequent need to receive visitors in their offices. The Inspectors recommend that the situation be corrected as soon as adequate additional space becomes available (paragraphs 68-70, 77-78, 81-82).

5. Although many General Service staff have had their space allocations reduced below the original standard of one module of space per person, this fact does not appear to

create, in most cases, real problems requiring action. However, the Inspectors noted situations in certain areas, including typing pools, Registry and workshops in the basement, which they believe require corrective action as soon as feasible (paragraph 71).

D. Rented premises occupied by WHO

6. As of the end of January 1975, WHO had rented from ILO 119 modules (6 m² each) of office space in the new ILO building at an annual rental of Sw F 279,000, plus Sw F 32,000 for cleaning. The rental agreement is subject to termination by either party on the giving of notice three months before the end of the two years of the lease (paragraph 83).

7. As of the end of January 1975, 47 WHO staff members and 4 non-secretariat staff occupied these premises (paragraph 84).

E. WHO option to rent additional premises

8. WHO has an option, valid until 30 June 1975, to rent from ILO an additional 120 modules of office space at the same basic rent as for the first 119 modules (paragraph 85).

F. Space management and planning at WHO headquarters

9. At WHO headquarters, the Director of the Division of Personnel and General Services, has the primary responsibility not only for the management of space in existing WHO buildings and of rented space in outside buildings, but also for the planning to meet future needs by construction or rental. He exercises this responsibility in the light of policies laid down by the Director-General and the Assistant Director-General for Administration (paragraph 86).

10. Within the Division of Personnel and General Services, it is the Accommodation Unit of the Conference, Office and Building Services, which is responsible for the day-to-day management of office accommodation. The building management sub-unit of the Conference, Office and Building Services is responsible for preparing plans and specifications for additional buildings, parking areas, roads etc. (paragraphs 87-88).

11. Space management at WHO headquarters has been efficient. Impressive steps have been taken to increase the capacity of the headquarters building by converting open space into office space. A further additional capacity has been created by reducing

occupancy standards, although, in some cases involving P-4s, P-5s and General Service staff, the Inspectors believe that the reduction in standards has gone too far and has created situations which should be corrected (paragraph 90).

12. Adequate care appears to be taken to ensure the maximum use of conference offices in the Executive Board block when they are not being used in connexion with conferences (paragraph 91).

13. Satisfactory arrangements appear to exist for providing office accommodation for official visitors to WHO headquarters. In general, responsibility for providing such accommodation is placed on the divisions being visited (paragraph 92).

14. Long-term space planning by WHO has left something to be desired. The only permanent office building thus far constructed, was already inadequate by the time it was completed in 1966. Since then, additional needs have been met by constructing, in 1967 and 1972, two office buildings characterized as "temporary", and it is now proposed to build another such building. It is not clear for how long such an additional temporary building would meet WHO's needs and nothing beyond this new temporary building is planned at this time (paragraph 93).

15. No detailed study appears to have been made of the long-term needs of WHO for office accommodation at headquarters. Although in January 1972, the Executive Board appointed an Ad hoc Committee of the Board "to examine in detail the prospective long-term needs of the headquarters for additional accommodation, taking account of programme developments which are to be expected in the foreseeable future", that Committee produced only a projection which is said to have been "derived simply from historical records relating to the growth of the staff in the different units at headquarters from 1954-1972". That projection "was not a prediction based on a study of the organization's programme development and its future staffing needs, nor was a target to be reached". Further, although in May 1972 the World Health Assembly requested the Executive Board to initiate a study in regard "to the optimum future headquarters staff level in relation to the level of programme activity and the possible further regionalization of staff and programme activity, and to report to the Twenty-sixth World Health Assembly", such a study has never been made (paragraph 94).

G. Future prospects

16. At its session in January 1975, the Executive Board proposed to the Twenty-eighth World Health Assembly, on the recommendation of the Director-General, the construction

of a third prefabricated temporary building having five floors and containing 138 offices. This building could accommodate 212 staff and would be constructed on the site purchased in 1971 for the purpose of erecting a permanent building (paragraphs 95-97).

17. The misgivings of the Inspectors concerning the proposal to construct a third temporary building stem from their belief that certain important considerations should be studied before a decision to build is made and that there have been recent developments which suggest that a different course of action might be preferable. These considerations and developments include the following:

- (a) Although it appears to be assumed that the proposed new temporary building would meet WHO's office accommodation needs at headquarters up to 1982, past forecasts of staff growth and the growth during the last year, particularly of extra-budgetary staff, cast doubt on this assumption. A detailed study of the matter, like that requested by the World Health Assembly in 1972, appears desirable (paragraphs 100-103).
- (b) The ability to rent space in the new ILO building would seem to provide WHO with the breathing space it needs to make the proposed study and to obtain a clearer picture of the attitude of the Swiss authorities towards private financial assistance in connexion with the construction of a new building. The erection of a third temporary building is not needed for this purpose (paragraph 104).
- (c) The construction of a third temporary building would not provide the answers to the problems of (i) how eventually to house the staff accommodated in temporary buildings when these buildings become obsolete at the end of 20-25 (a maximum of 30) years, (ii) the present overcrowding in the headquarters buildings and (c) the need for additional restaurant and cafeteria facilities (paragraph 105).
- (d) The erection of a third temporary building might also create new problems including periodic disruptions of the work of headquarters staff and unnecessarily high construction costs (paragraph 106).
- (e) A detailed study may well demonstrate that it might be less efficient and less economic in the long run to erect another temporary building than to erect a permanent building of the type proposed two years ago.

If evidence should prove that such a permanent building had some space which WHO did not need, that space could undoubtedly be rented to other international organizations (paragraph 107).

- (f) Two years ago, there appeared to be a consensus that it was in the interest of WHO to construct a new permanent building which would house some 700 persons. The principal obstacle to such construction appears to have been the inability to obtain assistance, in the form of a low-interest loan, from the Swiss authorities to help finance the construction. The Director-General's report to the last session of the Executive Board (EB55/34) appears to suggest that this is the primary reason for the present proposal to construct only a temporary building (paragraph 108).
- (g) On the basis of recent discussions with persons in a position to have an informed judgement and in view of the removal since 1 January 1975 of certain of the restrictions on building construction imposed by Swiss authorities several years ago, it is the opinion of the Inspectors that, within a year or so, the Swiss authorities might well be prepared to make a loan to assist in the construction of a permanent extension to the headquarters building, although the interest rate for such a loan might well be higher than in the past (paragraphs 109-110).

18. In view of the foregoing, the Inspectors are of the view that before a decision is taken on further construction, it would be well to undertake a detailed study concerning:

- (a) the optimum future headquarters staff level in relation to the level of programme activity and the possible further regionalization of staff and programme activity (this was the study requested by the Assembly in 1972);
- (b) the amount of office accommodation required in such a staff level;
- (c) the extent of the need to relieve overcrowding in the present headquarters buildings and the possible measures for meeting this need;
- (d) the extent of the need to provide additional cafeteria and restaurant facilities and possible measures for meeting this need;

- (e) the effect on staff efficiency at headquarters of having staff housed in the main headquarters building and three (or four) temporary buildings rather than in two permanent buildings;
- (f) the comparative costs (in the long term as well as in the short term) of providing the necessary accommodation by constructing a temporary building (or buildings) and by erecting a permanent building;
- (g) the possibility of obtaining a substantial loan on favourable terms, if it were considered desirable to construct a permanent building;

(paragraph 111).

19. Should the World Health Assembly decide to proceed now with the construction of a third temporary building, it might wish to consider whether it should also place limitations on headquarters staff growth in order to ensure that the new building would meet WHO's office accommodation needs for a reasonable period of time (paragraph 112).

Annex

OCCUPANCY OF WHO HEADQUARTERS BUILDINGS AND RENTED PREMISES AS OF THE END OF JANUARY 1975

Buildings	Regular budget (Contracts of at least one year) P GS Total	Extra-budgetary (Contracts of at least one year) P GS Total	Consultants and temporary staff	Non- secretariat	Total
Main building	389 620 1,009	7 26 33	153	87	1,282
Building (annex) "X"	31 22 53	26 27 53	15	-	121
Building (annex) "V"	32 22 54	12 9 21	10	4	89
ILO building (rental)	23 21 44	- - -	3	4	51
TOTAL	475 685 1,160	45 62 107	181 ^{a/}	95 ^{b/}	1,543 ^{c/}

^{a/} Includes 125 persons employed in connexion with the fifty-fifth session of the Executive Board in January 1975.

^{b/} Includes 55 persons employed by Swiss PTT and concessionaires.

^{c/} The total, excluding Swiss PTT and concessionaires, is 1,488.

