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### PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1982/1983

#### Common services at the United Nations Centre, Nairobi

#### Report of the Secretary-General

1. The Secretary-General submitted a report (A/C.5/35/114) to the General Assembly at its thirty-fifth session on the first phase of a study of common administrative services for those organizations located in Nairobi which will occupy the facilities to be constructed at Gigiri. The study was initiated in response to an endorsement, by the Advisory Committee on Administrative and Budgetary Questions (ACABQ), of the establishment of common premises and common services for organizations scheduled to occupy the new facilities. 1/ 2/ A further review of the question of providing common administrative services has been made and consultations have been carried out with the Executive Directors of the United Nations Environment Programme (UNEP) and the United Nations Centre for Human Settlements (Habitat).

2. As there exists several different models of structures for the provision of common services within the Organization, the study included an evaluation of the practices in New York, Geneva and Vienna to determine their relevance to the situation in Nairobi. In each of those locations, both the organizational relationships as well as the administrative authorities of the top officials vary. As a result, there is no basis for the direct application of the three models in Nairobi. At Headquarters, all departments and offices are under the direct authority of the Secretary-General and, in principle, they do not independently exercise responsibilities for their own administrative support. Such responsibility is exercised, under the authority delegated from the Secretary-General through the

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1/ A/8708/Add.23.

2/ A/32/8/Add.10.

Under-Secretary-General for Administration, Finance and Management, by the Office of Financial Services, the Office of Personnel Services and the Office of General Services. When common interests with other United Nations organizations are involved, e.g., the occupancy of the UNDC Building by both the United Nations Secretariat and the United Nations Development Programme (UNDP), specific arrangements are made for providing the necessary common services. However, there is no single organizational element which has responsibility for providing the broad range of administrative services to the United Nations Secretariat, UNDP, the United Nations Children's Fund (UNICEF) and the United Nations Institute for Training and Research (UNITAR) on a common basis.

3. In Geneva, the situation is influenced by traditions dating back before the establishment of the United Nations, and the fact that the conference facilities in the Palais des Nations are used for a broad range of conferences, many of which do not directly involve units of the United Nations Office at Geneva. The United Nations Office at Geneva functions essentially as a part of the United Nations Secretariat, reporting directly to the Secretary-General. It provides both common administrative services to the United Nations Conference on Trade and Development (UNCTAD), the Economic Commission for Europe (ECE) and the Office of the United Nations Disaster Relief Co-ordinator (UNDRO) and the other occupants of the Palais des Nations which are part of the United Nations Secretariat, as well as conference services to these offices and to the specialized agencies and other organizations which utilize the facilities for large-scale conferences. There is a variation in the extent to which the United Nations Office in Geneva provides common services to the occupants of the Palais des Nations. For example, its responsibilities for finance, budget and personnel services differ somewhat from unit to unit. Finally, there is no organizational unit which provides common administrative services to all the United Nations specialized agencies located in Geneva.

4. In Vienna, a different set of factors dictates the functions of the United Nations Office at Vienna. These functions are still being developed on the basis of the amount of delegation from New York. The International Atomic Energy Agency (IAEA) and the United Nations Industrial Development Organization (UNIDO) are the major occupants of the Vienna International Centre. UNIDO is responsible for most of its administrative functions, and its relationship with the United Nations Office at Vienna is influenced by the expected establishment of UNIDO as a specialized agency. Of the other offices located in Vienna, the Centre for Social Development and Humanitarian Affairs (CSDHA) and the United Nations Commission for International Trade Law (UNCITRAL) are organizational elements of the Department of International Economic and Social Affairs and the Office of Legal Affairs, respectively. As a result, much of the authority for administrative functions is retained by the parent offices in New York. The other occupants, the United Nations Fund for Drug Abuse Control (UNFDAC), the United Nations Division of Narcotic Drugs (DND) and the International Narcotics Control Board (INCB), are essentially independent offices within the United Nations Secretariat. The situation in Vienna is further complicated by the allocation of responsibilities for some common services, such as buildings management, the commissary, the cafeteria, the garage, etc., between UNIDO and IAEA. The United

Nations Office at Vienna only provides security services as a common service to all the occupants of the Vienna International Centre.

5. The situation at Gigiri differs from those in New York, Geneva and Vienna in that two separate major programmes of the United Nations Secretariat, each with its own Executive Director reporting directly to the Secretary-General, and each having significant delegated authority for its own administration, will occupy a single, newly-constructed facility, along with one or more much smaller country or subregional offices of the United Nations and other United Nations agencies. In this circumstance, and with reference in particular to the two major programmes, it is most desirable that the administrative arrangements for provision of the range of common services meet with the full endorsement of the offices concerned to ensure that these arrangements may over time prove satisfactory and efficient. In view of the complexity of the considerations which relate to the structure and operations of the common organizational unit at Nairobi and the fact that analyses of the cost effectiveness of alternative approaches have not as yet yielded conclusive results, it has not been possible to achieve agreement on the appropriate administrative arrangements for the provision of all the relevant services.

6. In such a situation, those services which can be provided on a common basis are classifiable in two broad categories:

(a) Those services which by their nature are primarily in support of the physical layout and plant or stand alone as independent service functions. These services are best carried out by one organizational unit. They include:

- (i) Buildings and grounds management;
- (ii) Security and safety;
- (iii) Communications services;
- (iv) Cafeteria and restaurant management;
- (v) Retail and similar activities;
- (vi) Visitors service;
- (vii) Legal liaison;
- (viii) Medical service;
- (ix) Library and reference services;
- (x) Archives;
- (xi) Stores and supplies.

Agreement has been reached with the Executive Directors of UNEP and Habitat that the above 11 functions should be administered by a common organizational unit.

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In order to provide guidance, as well as a mechanism for continuous consultations on the establishment of priorities and the evaluation of the effectiveness of the services, a consultative committee will be established to provide the necessary guidance for the unit. The consultative committee will be composed of one representative each of UNEP, and Habitat, and one representative appointed by the Secretary-General.

- (b) The remaining administrative functions to be considered include:
  - (i) Personnel administration and recruitment;
  - (ii) Electronic data processing;
  - (iii) Financial services;
  - (iv) Contracting and procurement;
  - (v) Transportation, travel and freight;
  - (vi) Conference and language services.

The six services listed above involve administrative processing and the provision of management information together with the decision-making functions which are an integral part of the delegated managerial authority of the Executive Directors of UNEP and Habitat. It has not been possible, as yet, to achieve an agreed division of these functions between the common organizational unit and the Executive Directors of UNEP and Habitat. Further analysis and consultation will be undertaken in 1982 in these areas.

7. As the common services will support activities financed from both regular budget and extrabudgetary resources, resources for the central unit will be drawn from both sources of funds and will be reflected in the budgets of the organizations occupying the facilities on an agreed basis. With regard to extrabudgetary resources, it is proposed, for purposes of administrative efficiency, to establish a single extrabudgetary account to support the appropriate elements of the common services infrastructure in Nairobi, on the same lines as the account maintained at Headquarters for reimbursement of services rendered to extrabudgetary administrative structures. The account would receive income from UNEP, Habitat, UNICEF, UNDP and other extrabudgetary sources in payment for services rendered.

8. Considerable thought and study have been made on how the common organizational unit should operate, including staffing, the budgetary aspects, the appointment procedures for the head of the unit, and the modus operandi of the consultative committee. Further study and consultation with the Executive Directors of UNEP and Habitat will be carried out in 1982, and the Secretary-General will present a further report to the General Assembly at its thirty-seventh session. In this connexion, the Secretary-General would welcome such views and guidance as the Assembly may wish to convey on the matter. Final details of the staffing and budgetary aspects will not be required until the 1984-1985 programme budget as a result of the delays in construction.