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PROGRAMME BUDGET FOR THE BIENNIUM 1974-1975

JOINT INSPECTION UNIT

Report of the Joint Inspection Unit on the utilization of  
office accommodation at United Nations Headquarters

Note by the Secretary-General

1. At its 2206th plenary meeting, on 18 December 1973, the General Assembly, on the recommendation of the Fifth Committee, decided to request the Joint Inspection Unit to study the question of the utilization of office accommodation within the United Nations system and to submit its recommendations to the General Assembly at its thirtieth session. 1/
2. With the concurrence of the Advisory Committee on Administrative and Budgetary Questions, the Secretary-General transmits herewith a report submitted by the Joint Inspection Unit on the utilization of office accommodation at United Nations Headquarters (JIU/REP/74/6). As stated in the foreword, the report constitutes the first part of the study requested by the General Assembly. The comments of the Secretary-General and of the Advisory Committee on Administrative and Budgetary Questions will be issued as addenda 1 and 2, respectively, to the present document.

1/ Official Records of the General Assembly, Twenty-eighth Session,  
Supplement No. 30 (A/9030), p. 132, para. h (i).

REPORT  
ON THE UTILIZATION OF OFFICE ACCOMMODATION  
AT UNITED NATIONS HEADQUARTERS

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Geneva  
September 1974

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FOREWORD

Of necessity, this report is a limited one. Thus far the Inspectors have found it possible to study only the utilization of office accommodation at Headquarters and accordingly this report constitutes only the first part of the study of "the question of the utilization of office accommodation in the United Nations system" requested by the General Assembly at its twenty-eighth session. The Inspectors will attempt to complete the study prior to the thirtieth session of the General Assembly.

Further, the report is interim in nature. The occupancy of office space at Headquarters is at present in a state of transition, since space which has been rented by the United Nations in the United Nations Development Corporation (UNDC) building now being constructed in New York City across First Avenue from the Headquarters buildings will become available in the fall of 1975, and the Secretariat will then begin to relocate many units now occupying rented space or the Headquarters buildings. Thus there is little point in trying to pronounce upon whether the present location of Secretariat units is reasonable. Further, it is not possible to make judgements on proposed relocations of Secretariat units since no firm decisions concerning the units to be relocated have been taken by the Secretariat at the time of the drafting of this report (September 1974).

Accordingly, the General Assembly may wish the Joint Inspection Unit to make a further report on this matter at a later date. It would not be possible to make a meaningful report to the thirtieth session of the General Assembly, for undoubtedly too many uncertainties will remain throughout most of 1975. Further, the Inspectors are aware that continuous requests to the Secretariat for information required to produce a report like the present, will hamper the Secretariat in its effort to deal with the complex space occupancy problems which will arise in this transitional period. If it is considered necessary for the Joint Inspection Unit to look at the situation again, this might be done in three or four years when the space rented by the United Nations in the UNDC building will have been fully occupied.

Because of the constantly changing situation with respect to the utilization of office accommodation at Headquarters, it has been necessary to choose a cut-off date for statistics included in the report, and in general the date of 30 June 1974 has been used for this purpose. However, the statistics with respect to the occupancy of the Secretariat building were compiled by the Secretariat as of 15 February 1974 and it was not deemed necessary to repeat this time-consuming exercise as of 30 June 1974.

It will also be noted that the elaborate table prepared by the Secretariat which is attached as Annex IV has been up-dated by textual material in section III of the report rather than by having the table redone.

It will be noted that although the General Assembly's request was for a study relating only to "office accommodation", there is considerable material in the report relating to the occupancy of space which does not really constitute office accommodation. This is because it is seldom possible to consider office space in isolation from other areas, and also because the Inspectors considered that it was desirable to give the General Assembly as much information as possible concerning the occupancy of the Headquarters buildings even though the space occupied in some cases might not be considered to be office space.

The Inspectors wish to record their gratitude to the Secretariat and in particular to the Assistant Secretary-General, Office of General Services, and his staff for the very great assistance they have provided to the Inspectors over a period of some six months. The Assistant Secretary-General and his staff have responded fully to every request for information and have done their best to facilitate the preparation of this report. The Office of General Services has been heavily involved during this period in negotiating a lease for space in the UNDC building and preparing and submitting plans for the occupancy of that space and at the same time studying the total problem of the appropriate location of all Secretariat units at Headquarters. The assistance given to the Inspectors under these circumstances has been particularly appreciated.

The Inspectors also wish to record that in the early stages of the preparation of this report they had the valuable assistance of Inspector A.F. Sokirkin. Inspector Sokirkin left the Unit in July of this year and did not participate in formulating the conclusions, suggestions and recommendations contained in the report.

In order to prepare the report, it was, of course, essential for the Inspectors to spend periods of time at Headquarters to consult officials there, particularly those in the Office of General Services and in the Budget Division, and to observe at first hand how office space at Headquarters was utilized and managed. Accordingly, they made three visits to Headquarters in February, April and September, spending an average of some two weeks on each occasion, and combining the study required for this report with that required for other reports. In addition to such personal consultation and observation the Inspectors made extensive use of questionnaires to obtain the information included in the report.

It will be noted that the square metre equivalents given throughout the report for measurements in square feet are merely rough equivalents designed to indicate an order of magnitude and do not represent precise calculations.



## I. BACKGROUND AND SCOPE OF STUDY

1. The present Headquarters of the United Nations consist of a group of inter-communicating buildings housing inter alia the General Assembly Hall and related offices, the Council chambers and other conference rooms and related offices, the Secretariat offices and the Library. Apart from the Library which was added in 1961, the complex was completed in 1951 and was designed to accommodate an organization with an eventual membership of seventy States; today (mid-1974), the number of States Members of the United Nations is almost double that figure. In 1951, the total number of persons occupying office space in the Secretariat building was less than 3,000, and it was unnecessary to accommodate staff in outside premises; as of 15 February 1974, the total was about 3,700, while more than 1,500 additional persons occupied space in the General Assembly, Conference and Library buildings and basements, and some 540 occupied commercially rented offices in the vicinity. The 1974 figures do not include the staffs of the United Nations Development Programme (UNDP) and the United Nations Children's Fund (UNICEF) who occupy their own rented premises.

2. The first indication of a serious space problem came about ten years after the Headquarters buildings were occupied. In April 1962, the Secretary-General reported to the Advisory Committee on Administrative and Budgetary Questions (ACABQ) that there was a critical shortage of office and storage space in the Secretariat building, and sought the Committee's concurrence to the commitment of funds for the rental of 30,000 square feet (2,787 m<sup>2</sup>) of space in outside premises, at an estimated annual cost of \$ 141,500-145,500. These arrangements proved unnecessary, however, as a result of the unexpected release of some of the space then occupied by UNICEF in the Headquarters building and of a number of remedial measures taken by the Administration, including the recovery of space previously used for storage purposes and a more intensive occupation of existing office space. These measures increased the available office space in the Secretariat building by about 19,000 square feet (1,765 m<sup>2</sup>) at a cost of \$ 80,000.

3. This relief, however, was only temporary and pressure on space continued to grow during the 1960s. Further relief was obtained in 1965, when UNDP moved to rented premises, and again in 1966 when UNICEF followed, but this improvement in the situation also proved only temporary. In a report to the General Assembly dated 31 October 1968 (A/C.5/1183), the Secretary-General referred to an offer by a group of local civic Leaders and foundations to arrange for the donation of a building site immediately

to the south of the United Nations area, on which a seven-floor office building<sup>1/</sup> could be erected with additional space for storage, parking, etc.. This, it was stated, would meet foreseeable space needs up to 1976. The project was, however, abandoned in 1971 when the necessary financial support for the construction of the building proved lacking.

4. Meanwhile, the Secretary-General was obliged to seek renewed authority, which was duly granted, to hire additional office space on a commercial basis. This process began in 1969, since when annual expenditure on outside rental has been as follows:

	<u>\$</u>
1969	330,548.97
1970	733,638.22
1971	894,946.67
1972	934,187.85
1973	1,084,595.82
1974 (est.)	1,393,310.00

Further details of the situation in regard to commercially rented office space will be found in section II.

5. During these years the search for a long-term solution of the problem, as distinct from the renting of premises on a commercial and short-term basis, continued. In his report of 23 October 1972 to the General Assembly on office accommodation at Headquarters (A/C.5/1458), the Secretary-General, in a review of the various courses open to the United Nations to acquire additional office space on a long-term basis, referred to an offer made by the UNDC, a non-profit organization, to provide office space in a building to be constructed at the corner of East 44th Street and First Avenue, at an estimated rent of \$ 8.14 per square foot exclusive of charges. The offer included an option to purchase the space, subject to the approval of the necessary financial arrangements by the United States authorities concerned. (The Inspectors are informed that this approval has since been granted.) The ACABQ recommended (A/8708/Add.17 of 9 December 1972) that the Secretary-General be authorized to

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<sup>1/</sup> Later the proposal was for an eight-floor building.

negotiate a rental agreement with UNDC, reporting separately to the twenty-eighth session of the General Assembly on the possibility of purchase. At its 2116th plenary meeting on 19 December 1972, the Assembly gave the requested authorization to rent.

6. In his report of 6 August 1973 to the General Assembly (A/C.5/1511), the Secretary-General stated that, pursuant to the General Assembly's authorization, he had informed UNDC in writing on 6 March 1973 that the United Nations intended to take approximately 250,000 gross square feet (23,148 m<sup>2</sup>) of office space in the UNDC building on an eight-year lease, with option to renew, at a base rental of \$ 7.37 per gross square foot per annum. This amount of space included the requirements of UNDP and UNICEF. The ACABQ commented (A/9008/Add.2 of 19 October 1973) that the proposed lease terms were acceptable. A ten-year lease was signed on 21 June 1974 for a total area of 332,833 gross square feet (30,920 m<sup>2</sup>) at a fixed annual base rental (excluding charges for heating, lighting, maintenance etc.) of \$ 7.00 per square foot, plus \$ 2.40 per square foot (subject to escalation) for all utilities except tenant's electricity. Further information regarding the lease of the UNDC building will be found in section II.

7. During the Fifth Committee's discussion, at the twenty-eighth session of the General Assembly, of the item "Construction, improvement and major maintenance of premises", a delegate proposed that the question of the use of office accommodation in New York should be the subject of a special study by the Joint Inspection Unit (JIU) to be submitted to the General Assembly at its twenty-ninth session. Later, the delegate, referring to the JIU report on office accommodation at Geneva (JIU/REP/73/2 (A/9164)), proposed that the JIU be requested "to study the question of the use of office accommodation within the United Nations system and to report its conclusions to the General Assembly at its twenty-ninth session" (underlining inserted). This proposal was approved by the Fifth Committee with the substitution of "thirtieth" for "twenty-ninth".

8. During the discussion reference was made by delegates to the presence of substantial numbers of staff financed from extra-budgetary funds occupying office accommodation paid for from the regular budget, both at Headquarters and elsewhere. The Committee had before it a report by ACABQ on United Nations office accommodation (A/9008/Add.2 of 19 October 1973) of which paragraph 5 reads as follows:

"A persistent factor in the study of staff accommodation has been the failure of projections for future accommodation needs to take into account the growth in numbers of staff financed by extra-budgetary funds and the resultant strain that growth has caused on the office space resources of the United Nations. The Advisory Committee was informed that over 500

staff members financed from extra-budgetary sources are currently accommodated in United Nations premises in New York, which are provided for in the regular budget. Over 300 extra-budgetary staff are currently accommodated at the Palais des Nations in Geneva. The total number of extra-budgetary staff for whom accommodation has to be found in United Nations premises on a world-wide basis is approximately 1,500. The question arises whether the cost of providing office space for such staff should be borne by the regular budget or met from the extra-budgetary funds themselves. There are many legal, budgetary and financial factors which must be considered before a general policy decision can be reached. The Advisory Committee recommends that the Secretary-General study the question of accommodation for extra-budgetary staff and report his conclusions to the Committee at its session in the spring of 1974." (Underlining inserted).

9. The Chairman of ACABQ asked the Committee whether the proposal, referred to in paragraph 7 above, that the JIU should make a study of the use of office accommodation, subsumed the ACABQ's own recommendation, in the last sentence of paragraph 5 of A/9008/Add.2 above (underlined in the quotation) that the Secretary-General should make a study of the question of extra-budgetary staff. It was agreed that this was the case.

10. At its 2206th Plenary meeting on 18 December 1973, the General Assembly took a decision recommended by the Fifth Committee, the relevant part of which "Requests the Joint Inspection Unit to study the question of the utilization of office accommodation within the United Nations system and to submit its recommendations to the General Assembly at its thirtieth session".

11. It will be noted that the requested study covers, not only the general question of the utilization of office accommodation, but also the particular question of the accommodation of extra-budgetary staff occupying space paid for from the regular budget.

12. The importance and urgency of the office space situation at Headquarters appeared to the Inspectors to justify a separate report, to be prepared in time for submission to delegates at the twenty-ninth session of the General Assembly, leaving the other major centres in the United Nations system (apart from the Geneva Office of the United Nations, which has been dealt with in a previous report (JIU/REP/73/2 (A/9164)) to be reported on in 1975. However, as pointed out in the Foreword, their task has been complicated, and some of the conclusions of the present report have been made more tentative than might otherwise have been the case, by the fact that the planning of the move to the new UNDC building was in full progress during their visits to Headquarters in the first half of 1974 and many important decisions were still to be made.

## II. THE PRESENT SITUATION

### A. The Secretariat building<sup>2/</sup>

#### (1) Capacity of the Secretariat building

13. The Secretariat building is a 39-floor vertical structure (with two "penthouses" and three basements): 34 of the floors are used almost exclusively for office accommodation; the remainder (Lobby, 6th, 16th, 28th and 39th floors), with the exception of certain areas, being allocated as mechanical and service areas. The building is equipped with a three-bank passenger elevator system (in addition to two service elevators), each bank servicing a group of floors, covering different levels or "rises" of the building.

14. The distribution of floors to the various "rises" is as follows:

High-rise	-	Floors 29-38
Medium-rise	-	Floors 17-27
Low-rise	-	Lobby through 15th floor

The 16th and 28th floors are machine and service floors.

15. The availability of total usable office space on the floors within each of the "rises" will vary slightly depending on the amount of space required for the respective elevator installation. The approximate average space availability for a single floor is as follows:

A floor in the high-rise	-	14,600 square feet (1,356 m <sup>2</sup> )
A floor in the medium-rise	-	13,900 square feet (1,291 m <sup>2</sup> )
A floor in the low-rise	-	13,000 square feet (1,208 m <sup>2</sup> )

16. The east side of the building, extending in depth from the general corridor to the exterior walls, is narrower and generally used for suite and private office arrangements. The central areas on both ends of the elevator banks, extending from the general corridor to the west side walls, are used for group, clerical and filing

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<sup>2/</sup> Much of the material in this and other sections of the report is taken from the Administrative Management Service report of 1963 on the Utilization of Office and Related Space in the Secretariat Building. It has been up-dated as appropriate.

operations and/or private administrative offices. However, by means of movable, non-structural partitions, almost the entire floor space can be laid out in a number of other patterns of office or related use, depending upon the varying needs of the occupants. Possible changes in the use pattern are, of course, limited by such factors as cost, the location of electrical installations etc..

17. The total space in the Secretariat building, including that usable for offices and that which is non-usable for that purpose, amounts to about 900,000 gross square feet (83,610 m<sup>2</sup>).<sup>3/</sup>

18. The total usable office space available in the building, excluding the Lobby, mechanical floors and the "penthouses", amounts to about 459,083 square feet (42,650 m<sup>2</sup>).<sup>4/</sup> The following table gives a breakdown on a floor by floor basis:

Table 1

TOTAL USABLE OFFICE SPACE IN THE SECRETARIAT BUILDING

<u>Low-rise</u>			<u>Medium-rise</u>			<u>High-rise</u>		
<u>Floor</u>	<u>Sq. ft.</u>	<u>m<sup>2</sup></u>	<u>Floor</u>	<u>Sq. ft.</u>	<u>m<sup>2</sup></u>	<u>Floor</u>	<u>Sq. ft.</u>	<u>m<sup>2</sup></u>
2	10,517	977	17	12,770	1,186	29	14,011	1,302
3	11,375	1,057	18	13,756	1,278	30	14,971	1,391
4	10,258	953	19	14,715	1,367	31	14,523	1,349
5	11,780	1,094	20	13,681	1,271	32	15,210	1,413
6	3,390	315	21	14,217	1,321	33	14,022	1,303
7	8,890	826	22	14,127	1,312	34	14,442	1,342
8	12,029	1,118	23	14,431	1,341	35	13,876	1,289
9	13,359	1,241	24	14,201	1,319	36	15,008	1,394
10	13,609	1,264	25	14,375	1,335	37	14,727	1,368
11	12,604	1,171	26	13,801	1,282	38	13,880	1,289
12	11,417	1,061	27	13,472	1,252	39	3,110	289
13	13,542	1,258						
14	11,289	1,049						
15	13,698	1,273						
	157,757	14,657		153,546	14,264		147,780	13,729
TOTAL: 459,083 sq. ft. (42,650 m <sup>2</sup> )								

<sup>3/</sup> Excluding the ground floor and basements.

<sup>4/</sup> This compares with a total of 450,358 square feet (41,838 m<sup>2</sup>) of usable office space available some ten years ago. The increase has resulted from converting certain interior and corridor space on almost every floor into office space.

19. The total of 459,083 square feet (42,650 m<sup>2</sup>) includes 70,972 square feet (6,593 m<sup>2</sup>) of space designated as special use areas. These areas are used for such operations as registries, documentation stations, departmental libraries, file rooms, xerox rooms, conference rooms, recording rooms, telephone switchboard room, health, bank and catering services, snack bars, language classes, treasury vault, computer installation, press facilities etc..

20. In 1974, the usable office space, apart from the special use areas, amounts to a total of 388,111 square feet (36,056 m<sup>2</sup>) and as of 15 February 1974 was occupied by 3,418 individuals. An additional 284 persons were housed in the special use areas, bringing the total of individuals accommodated in the Secretariat building (excluding the ground floor and the basements) as of 15 February 1974 to 3,699. (See Table 2 in paragraph 25.) In 1963, the comparable total was 3,429 persons.

21. When calculating the potential capacity of the Secretariat building originally, the Secretariat estimated that an average of 125 net square feet (11.5 m<sup>2</sup>) was required per individual to be accommodated, exclusive of special use areas. When the AMS made its study of space occupancy in the Secretariat building in 1963, it found that the actual occupancy produced an average per capita space allowance of 113.4 square feet (11 m<sup>2</sup>). It proposed certain measures for the use of interior space and for the modification of occupancy standards and suggested a "target" average per capita space allowance of 108-110 net square feet (10-10.2 m<sup>2</sup>). Today, it is found that the figure has been reduced to less than 105 square feet (9.7 m<sup>2</sup>) per capita.<sup>5/</sup> According to the Secretariat, this fact is explained by "the (a) relatively high ratio of General Service to Professional staff, (b) unusually small minimum size office in the building (96 square feet (8.92 m<sup>2</sup>)) and (c) intensive use made of the various areas in the Secretariat building".

22. Although the foregoing would suggest that at the present time the limit of the capacity of the building has been reached, the Inspectors noted that in 1968, the building (again excluding the ground floor and the basements) accommodated 3,946 individuals or almost 250 more than are now accommodated. At that time the average per capita space allowance was reduced to about 98.4 net square feet (9 m<sup>2</sup>).

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<sup>5/</sup> Today the average per capita space allowance can be calculated to be about 125 square feet (11.5 m<sup>2</sup>) only if one includes in the calculation special use areas amounting to 70,972 square feet (6,593 m<sup>2</sup>).

23. The Inspectors inquired into how it had been possible to accommodate an additional 250 persons in the Secretariat building in 1968. They found that in that year the Secretary-General had informed the General Assembly (A/C.5/1182) that "the Headquarters facilities are overcrowded to such an extent that the efficiency of the work of the Secretariat is being seriously impaired" and that "as of the end of June 1968, applying present austerity standards, it is estimated that there was a shortage of approximately 28,000 square feet (2,601 sq. m.) of office space, or the equivalent of more than two floors of the Secretariat Building". The fact of "overcrowding" was accepted by both the ACABQ and the Fifth Committee of the General Assembly when they recommended, and the General Assembly approved, the rental of outside office space in 1969, the first year in which such a step was taken by the United Nations.

24. On the basis of the Inspectors' own observations, it would appear that there is no excess capacity at all in the building today, assuming the general application of the occupancy standards set forth in Table 3. While it may be, as discussed later in this section, that some additional Professional staff can be accommodated by doubling up in individual offices, this possibility appears to be more than offset by the need, also discussed later in this section, to provide additional space for certain overcrowded General Service personnel. Indeed, it may well be that today, because of the tendency to accommodate in the building more and more high-level Professionals who occupy a relatively large amount of space, the capacity of the building, consistent with reasonable space allocations, should be considered as about 3,500 persons.

(2) Occupancy of the Secretariat building by Secretariat and non-Secretariat personnel

25. The occupants of the Secretariat building and the space occupied by them as of 15 February 1974 are listed in Table 2.

(a) United Nations Secretariat staff (persons having United Nations contracts) other than those working for the Joint Staff Pension Fund (JSPF)

26. Secretariat staff, excluding those working for the JSPF (see paragraphs 28-33 below) who occupied the Secretariat building as of 15 February 1974 totalled 3,254. Of these it is estimated that some 85-90 per cent<sup>6/</sup> were individuals whose salaries

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<sup>6/</sup> In section IV there are given the exact figures for budgetary and extra-budgetary staff in the Headquarters buildings as of 30 June 1974.



Table 2

OCCUPANCY OF THE SECRETARIAT BUILDING AS OF 15 FEBRUARY 1974

Type of occupant	Number	Space occupied	
		(sq. ft.)	(m <sup>2</sup> )
UN Secretariat <sup>a/</sup>	3,254 <sup>b/</sup>	418,311 <sup>c/</sup>	38,861
Joint Staff Pension Fund (JSPF)	45 <sup>d/</sup>	4,572	425
UNESCO	18	3,252	302
WHO	13	2,485	231
FAO	15	2,122	197
IAEA	4	1,210	112
IMF	3	572	53
UNRWA	4	662	62
UNICEF	6	275	26
UN International School	1	286	27
ICSAB	2	490	46
Thomas Cook and Son	17	1,563	145
Credit Union	6	852	79
Barber	1	413	38
Snack area	1	1,720	160
Chemical Bank	32	3,008	279
News agencies	120	11,857	1,102
UNCA Club	2	1,482	138
Knott Corporation	147	3,438	319
Hospitality Committee	8	513	48
<b>Total</b>	<b>3,699</b>	<b>459,083</b>	<b>42,650</b>

<sup>a/</sup> Persons having United Nations contracts, including consultants and short-term staff.

<sup>b/</sup> Not including 41 Secretariat staff working for the JSPF.

<sup>c/</sup> Not including 4,572 sq. ft. (425 m<sup>2</sup>) occupied by JSPF.

<sup>d/</sup> This figure includes 41 Secretariat staff plus 4 visiting auditors.

were financed from the regular United Nations budget; the remaining staff were individuals whose salaries were financed from funds other than those provided in the regular budget, as described in section IV of this report.

27. No questions have arisen from the occupancy of the building by staff whose salaries are financed from the regular budget. However, questions have arisen from the occupancy of this and other Headquarters buildings by staff characterized as "extra-budgetary" and these are discussed in section IV.

(b) Staff working for the JSPF

28. The 41 staff members working for the JSPF include 12 Professional and 29 General Service personnel. They service not only the Fund but also the United Nations Pension Committee. The United Nations pays one-third of the costs of the secretariat of the Fund in respect of the salaries and allowances of established staff and their travel on home leave, in recognition of the service provided for that Committee. The balance of the total costs of that secretariat is charged to the Fund.

29. The United Nations provides the space and office furnishings and equipment to the Fund, free of charge. Other items such as communications services and miscellaneous supplies and services are paid for by the Fund.

30. It appears to the Inspectors that the provision of space free of charge to the JSPF is inconsistent with the manner in which other requirements of the Fund are dealt with. As mentioned above, the Fund itself pays the total cost of all requirements apart from space, except that it pays only two-thirds of the cost of salaries, common staff costs and home leave for staff occupying established posts. Accordingly, to be consistent, it would seem appropriate to charge the Fund with all or at least two-thirds of the rental value of the space provided, just as the specialized agencies are charged for the space occupied by their liaison offices at Headquarters.

31. It is noted, however, that when the Pension Review Group considered inter alia the administrative expenses of the Fund in 1960, it stated the following in its report to the General Assembly (A/4427):

"The administrative expenses of the Staff Pension Committees of the various participating organizations and the travel expenses of members of the Joint Staff Pension Board are met from the budgets of those organizations. The direct expenses of the secretariat of the Joint Staff Pension Board, however, have, since 1953, been met from the Fund itself. ...

We think that the practice of charging investment costs against investment yields is reasonable. ...

The remainder of the administrative expenses (other than investment costs) would, if the practice of many other funds were followed, be borne by the budgets of the participating organizations. There are, however, examples where pension funds are charged with such costs, and we are therefore prepared to leave the present arrangements undisturbed, on the strict understanding that no new types of administrative charges are imposed on the Fund."

32. The statement of the Pension Review Group clearly suggests that it would not be appropriate to charge the Fund with the cost of space which it occupies in the Secretariat building. It may be appropriate, however, to consider whether the specialized agencies which participate in the Fund should contribute towards the cost of providing space for the Fund in the Secretariat building.

33. The Inspectors inquired into whether it was essential for the offices of the Fund to be maintained in the Secretariat building. It is their conclusion that while there are real advantages in having these offices located in the same building as the health, financial and computer services, the Fund could operate without serious handicap if its offices were located outside the Secretariat building but in very close proximity to it.

(c) Staff of specialized agency liaison offices

(i) UNESCO

34. The 18 UNESCO staff in the Secretariat building include nine Professional and nine General Service personnel. Space, furniture and equipment are provided by the United Nations without charge, in return for a similar arrangement at UNESCO headquarters in Paris for the housing of the United Nations Information Centre there.<sup>7/</sup>

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<sup>7/</sup> The Information Centre is not located in the main UNESCO secretariat building in Paris but in the UNESCO annex in the Rue Miollis.

35. The Inspectors looked into the question of whether this "reciprocal" arrangement appeared to be fair. It found that whereas the space occupied by the UNESCO liaison office at Headquarters amounted to 3,252 square feet (302 m<sup>2</sup>), that occupied by the United Nations Information Centre in Paris amounted to 4,190 square feet (389 m<sup>2</sup>). In addition, the Information Centre has a small storage room in the basement and UNESCO provides, free of charge, office accommodation elsewhere in the building for high-rank United Nations officials visiting Paris who are looked after by the Centre.

36. So far as services are concerned, the UNESCO liaison office in New York pays \$ 15.00 per month for telephone rental and local calls; long distance calls and installation costs for new telephones are charged to UNESCO. In Paris, UNESCO provides telephones free of charge and pays for local calls; long distance calls are paid for by the Information Centre which also has four outside lines of its own for which it is financially responsible. In both New York and Paris, heating, air conditioning and electricity are provided free of charge. In Paris, UNESCO also provides, when necessary, interpretation and/or clerical assistance.

37. In view of the foregoing, it is the conclusion of the Inspectors that it is equitable for the United Nations to provide space, furniture and equipment to the UNESCO liaison office free of charge. However, there is no real need for this office to be located in the Secretariat building rather than in another building in the immediate vicinity.

(ii) FAO, WHO, IAEA and IMF

38. The 15 FAO staff include seven Professional and eight General Service personnel, the 13 WHO staff include six Professional and seven General Service personnel, the four IAEA staff include two Professional and two General Service personnel and the three IMF staff include two Professionals who alternate between New York and Washington and one General Service staff member.

39. These four agencies are charged for their space at the rate of \$ 6.00 per square foot. Most furniture and office equipment is provided by the United Nations but any special items, including carpeting and drapes, are provided by the agencies. The agencies pay \$ 15.00 per month for telephone rental and local calls and also pay for other telephone, communications and miscellaneous office expenses.

40. The Inspectors inquired into the basis upon which the rental rate for specialized agency liaison offices was fixed at \$ 6.00 per square foot. They learned that that

rate had become effective on 1 June 1970 and had at that time represented a 20 per cent increase in the rent paid previously. They were informed that the new rate had been established by the then Office of the Controller and was based on a survey of average outside rental costs for gross space rented by the United Nations. The Inspectors note that the average outside rental cost now paid by the United Nations for gross space, including electricity, cleaning and maintenance, is about \$ 9.20 per square foot<sup>8/</sup> and that the corresponding cost for space in the UNDC building will be \$ 9.40 per square foot, plus tenant's electricity estimated at \$ 0.65 per square foot.

41. The Inspectors inquired into the rates charged by the United Nations to the specialized agencies for office space at the Geneva Office. They were informed that the rate there is SF 0.80 per square metre per calendar day which is the equivalent of about \$ 9.00 per square foot per annum at the rate of exchange of SF 3.00 to the dollar.

42. In view of the need of the United Nations for space in the Secretariat building, the Inspectors consider it appropriate for the liaison offices of the agencies to be moved to some other building in the vicinity. They note that the ILO liaison office is already located in another building on 46th Street. If the four agencies remain in the Secretariat building, it would appear appropriate to review the rental rate charged to them.

(d) United Nations Relief and Works Agency for Palestinian Refugees in the Near East (UNRWA)

43. The four UNRWA staff listed in Table 2 make up the liaison office of UNRWA which is headquartered in Beirut, Lebanon. No rent is paid for the space which is occupied. Because of the close relationship of the activities of UNRWA with the political interest of the United Nations in the Near East and the essential nature of the liaison between UNRWA and the United Nations Headquarters, no question is raised about the present arrangement.

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<sup>8/</sup> This figure is abnormally low since in its calculation is included a rate of \$ 7.39 per square foot at 485 Lexington Avenue, where many of the rentals are sub-leases, for relatively short terms, at rates considerably less than normal commercial rates and were taken on an "as is" basis with little or no charges for tenant changes.

(e) UNICEF

44. The six UNICEF staff listed in Table 2 are engaged in computer programming and similar functions relating to the computer. At present, UNICEF does not pay for the space they occupy. It does not appear useful to question this situation both because of the limited amount of space occupied and because it is planned to move these staff to the UNDC building when UNICEF moves into that building in 1976.

(f) Thomas Cook and Son

45. In accordance with a contract with Thomas Cook and Son which is renewed annually, furnished space is provided for the staff of that firm who make the arrangements for the official travel of the United Nations. It has been considered necessary for the firm to have space adjacent to the offices of the Secretariat officials responsible for the planning and administration of the travel programme and it has been deemed advantageous for staff members to be able to deal, on the spot, with representatives of the firm.

46. At present, the firm pays the United Nations \$ 7.20 per square foot for the space and furniture it uses. In 1965 this payment was said by the AMS (A/CN.1/R.256, paragraph 5) to be based on the theory that office rental is a normal overhead cost item and should be paid by the firm regardless of location. The rental charge was said to represent a fair price for space, cleaning and utilities and to be consistent with rates in the local area. The rental rate has been reviewed by the Office of Financial Services (formerly the Office of the Controller) from time to time and over the years has been increased from an original figure of \$ 5.00 per square foot to the present level.

47. In May of this year, the Inspectors were told that in setting rental rates in the past, it had been attempted to make allowance for special cost-free services<sup>9/</sup> provided to the United Nations, which save the United Nations much staff time and effort, and other special services not available to the general client. It has been the thought, the Inspectors were told, that the rate charged to the firm should assure a return to the United Nations for any "out-of-pocket" costs but should not be an effort by the United Nations to "turn a profit".

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<sup>9/</sup> These services include, in particular, the provision of accounting arrangements including the settling of bills in many currencies.

48. It seems to the Inspectors that the theory mentioned in paragraph 47, namely one of recouping "out-of-pocket" costs, is not entirely compatible with that mentioned in paragraph 46 and which is also applied to the specialized agency liaison offices, namely setting rental rates at levels consistent with other rental rates in the area.

49. The present rental rate of \$ 7.20 became effective on 2 August 1970 and the Secretariat has advised the Inspectors that it is proposed to review the rate in connexion with the estimates of income for the next biennial budget. In making such a review, the Inspectors suggest that attention be given to the considerations mentioned in paragraph 40 above with respect to fixing rental rates for the liaison offices of the specialized agencies.

50. The Inspectors noted that in Geneva, where Thomas Cook and Son also provides services for the United Nations, the firm is charged what is said to be a "token rental" of SF 165.00 per square metre per annum, or the equivalent of about \$ 5.11 per square foot per annum (at the rate of exchange of SF 3.00 to the dollar) which has been in effect since 1969. Since the specialized agencies are charged at a higher rental rate in Geneva than in New York, it is surprising that Cook pays less in Geneva than in New York. It is also surprising that in Geneva Cook pays significantly less than the specialized agencies there whereas in New York it pays more than the specialized agencies. This suggests that the rental rate charged to Cook in Geneva should be reviewed when the rate in New York is reviewed, particularly since Cook's office in the Palais des Nations has now been moved to a new location where renovations have just been completed.

(g) Chemical Bank New York Trust Company

51. Since 1946, banking facilities at Headquarters for the Organization, delegations and staff members have been provided by the Chemical Bank New York Trust Company (formerly the Chemical Corn Exchange Bank). It should be noted that so far as the United Nations itself is concerned, for reasons of general policy, the official banking business of the Organization has been distributed to a number of banking institutions with the result that the Chemical Bank New York Trust Company has only certain current transaction accounts.

52. The Bank paid the architectural fees and cost of construction, including the installation of vaults and a new depository, which were necessary to equip suitably and decorate the space provided for its operations in the Secretariat building. It has also supplied its own furniture and equipment.

53. At present the Bank pays the United Nations \$ 6.00 per square foot for the space it occupies. Until 1960, the space occupied by the Bank was leased to it for a token payment of \$ 1.00 per year. When the arrangement was reviewed in 1960, it was estimated that the cleaning and electrical costs for the space occupied by the Bank were of the order of \$ 4,300 per year and it was agreed that the Bank should pay an annual charge of \$ 4,998 for the space occupied. The arrangement was further reviewed in subsequent years and the present charge of \$ 6.00 per square foot was fixed for the Bank by the Office of Financial Services as of 1 June 1970.

54. It is noted that the fixing of the rent at \$ 6.00 per square foot as of 1 June 1970 coincided with the fixing of the same level of rental charges for the specialized agencies, but that the level fixed differed from that of \$ 7.20 established for Thomas Cook and Son only two months later (2 August 1970). It is not clear to the Inspectors why the Bank pays a lesser rent than the travel agency. It is said that the Bank provides the United Nations cost-free with a variety of services which are particularly helpful to the Office of Financial Services, but as has been pointed out in paragraph 47 above, the travel agency is also said to provide the United Nations with a variety of cost-free special services. The only apparent difference between the two situations lies in the fact that the United Nations provides furnished space to Thomas Cook and Son whereas the Bank provides its own furniture.

55. The Inspectors were informed that the rental charge for space occupied by the Bank will be reviewed by the Office of Financial Services in connexion with the estimates of income for the next biennial budget. They suggest that at that time attention be given to the question of whether there is any significant reason why the rental rates for the Bank and the travel agency should differ.

56. For comparison purposes, the Inspectors inquired into the arrangement under which Lloyds Bank International Ltd., which provides banking facilities for the Geneva Office and United Nations delegations and staff there, occupies space in the Palais des Nations. They found that although the Bank had paid rent prior to 1950, in that year the arrangement was superseded by an agreement to discontinue rental charges in return for the acceptance by the Bank of an arrangement under which it would credit the staff accounts on the basis of a listing, rather than have the United Nations establish individual cheques, thus saving the United Nations certain manpower costs. In 1963, when alterations to the premises occupied by the Bank were proposed, it was agreed that the Bank would continue to be charged no rent if it defrayed the cost of alterations and the maintenance of the office and this rent-free status continues today.



57. Since the Chemical Bank pays rent in New York despite the fact that it paid for the cost of constructing its office and provides special banking services to the United Nations, it would appear appropriate to review the arrangement with Lloyds at the Geneva Office. This would appear particularly appropriate since the Bank has now been given larger quarters (110 m<sup>2</sup> as against the previous 47.7 m<sup>2</sup>) in the old Palais des Nations in a new location which has just been renovated. (The cost of renovating the area was borne by the United Nations but the Bank paid for all furniture, equipment, special partitions and all non-standard installations.) Further, since November 1973, the Bank has also occupied, rent-free, an office 57.61 m<sup>2</sup> in size in the new wing of the Palais des Nations.

(h) United Nations Credit Union

58. The Secretariat has provided the following information to the Inspectors concerning the space occupied by the Credit Union:

"At the time of the occupancy of the Headquarters buildings, more than twenty years ago, it was decided that staff sponsored activities such as the Credit Union and the Cooperative should be charged only a token rental of \$ 1.00 per year for the space they occupied. The fact that these staff sponsored activities provided an important service to the staff was a major element in determining the policy regarding the rental of space used by them. In 1966 this policy was modified to provide that these activities should pay a rental to the Organization roughly equivalent to the 'out-of-pocket' expense for the space incurred by the United Nations. This decision was taken in the light of the fact that the United Nations was then beginning for the first time to rent outside office space. In 1967 the rate was established at \$ 3.50 per square foot, a figure which was intended to cover utilities, cleaning and other operating services. In 1970, following a study by the Controller of cost increases since the \$ 3.50 rate was established, a decision was taken that a new rate, 20% higher, would be in order and thus the current \$ 4.20 rate was established."

59. It is not clear why the rate of \$ 4.20 per square foot fixed in 1970, apparently on the basis of the theory of "out-of-pocket" costs for "utilities, cleaning and other operating services" differs very significantly from the figure of \$ 7.20 fixed for Thomas Cook and Son on 1 June 1970. The rental rate for Cook was said to be based on the same theory that special cost-free services were being provided to the United Nations and that the rental rate should simply assure "a return to the United Nations for any 'out-of-pocket' costs".

60. The Inspectors were informed that the rental charged for space occupied by the Credit Union will be reviewed during the current year. They suggest that in fixing rates for the future, a serious attempt be made to reconcile the rental charges paid by the Credit Union with those paid by the travel agency and the Bank.

(i) The Knott Hotel Corporation

61. The Secretariat has described the nature and terms of occupancy of the Secretariat building by the employees of this Corporation as follows:

"The Knott Hotel Corporation is the catering contractor for the United Nations. The contract provides that the United Nations pays a management fee to the Corporation. All operating expenses of the UN facilities are reimbursed to the Corporation and in those years when there is a profit this accrues to the United Nations and, conversely, any deficits have to be covered by the United Nations. The 147 people listed in our table (this figure can vary depending upon the season of the year) are clerks, stock men, waitresses, cooks, busboys, etc., as well as the manager and his secretary. No rent is charged to the Corporation in view of the nature of the contractual arrangement."

The Inspectors have no particular comments to make in this case.

(j) The news agencies<sup>10/</sup> and the United Nations Correspondents Association (UNCA) Club

62. Although some 340 representatives of news agencies are permanently accredited to the United Nations, the number occupying space in the Secretariat building fluctuates in direct proportion to news interest in the United Nations. The Inspectors were informed that a survey made in April 1974 indicated that some 120 such representatives representing 114 agencies occupied space on the 3rd and 4th floors.

63. In response to questions put by the Inspectors concerning the terms and conditions under which the news agencies occupy space in the Secretariat building, the Secretariat gave the following reply:

"From the beginning the policy of the United Nations has been to provide facilities in New York for the representations of the media without charge. These facilities include space, furniture and typewriters. The furniture provided normally is minimal, although in some instances file cabinets and

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<sup>10/</sup> The phrase "news agencies" as used in this report, covers all the news media including newspapers, magazines, wire services, radio, television, etc..

shelving have been furnished. Furniture and office equipment in excess of that provided by the United Nations is furnished by the media representatives themselves. Telephone service is provided through the United Nations switchboard, for which a charge of \$ 15.00 per month is made for each telephone instrument. Some media representatives also have other telephone facilities for which they pay directly to the telephone company.

Other amenities provided to the information media include:

- A. A correspondents' club room - restricted to members only - of some 762 sq. ft. (71 m<sup>2</sup>) which is provided free of charge and which is maintained by United Nations labour, although for repainting or re-upholstering the club provides the materials.
- B. A sandwich bar and luncheon area of some 720 sq. ft., (67 m<sup>2</sup>), which operates at a loss each year. The loss contributes to the overall deficit of the catering service. Under arrangements worked out by UNCA with the Secretariat, staff members are permitted by the UNCA Club to eat in the area as long as they occupy no more than about 40% of the tables.
- C. Discounts in the United Nations Dining Room, Gift Shop, Bookshop and Souvenir Shop at the same rate as the Delegates and Secretariat staff.
- D. Use of the United Nations Medical Service, including free immunizations, etc..
- E. Limited use of the United Nations Garage at the same concessional rates as provided for the Secretariat.
- F. Representatives of the media are expected to provide their own stationery, office supplies and similar materials."

64. The Inspectors inquired into the extent to which the treatment accorded to the news agencies at Headquarters corresponds to that accorded at the Geneva Office. They found that in Geneva, as of 30 June 1974, there were 173 accredited representatives of more than 100 news agencies. Thirty of these agencies (see the list in Annex I), which employed in the Palais des Nations some 40 accredited representatives as well as clerical staff, occupied 16 offices for which there was paid a rental of SF 0.60 per m<sup>2</sup> per calendar day (the equivalent of about \$ 6.80 per square foot per annum).<sup>11/</sup> In addition to these

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<sup>11/</sup> The Geneva Office had attempted to charge the news agencies the same rate of SF 0.80 per m<sup>2</sup> per calendar day as is applied to specialized agencies but after long negotiations had agreed to give the news agencies a preferential rate. The basis for the rental charge proposed had been the estimated costs to the United Nations of utilities and maintenance, including cleaning, and the charge now made does not fully cover those costs.

offices, the Palais des Nations has two press rooms divided into about 70 small open cubicles, each containing approximately 2.8 m<sup>2</sup> of floor space, and in each of which normally only one individual works. The correspondents to whom these cubicles are assigned pay no rent and the same is true of the correspondents who come to the Palais des Nations only occasionally and have no regularly assigned space.

65. In so far as other facilities provided to the news agencies are concerned, the situation in Geneva does not differ greatly from that in New York. The news agencies in Geneva are provided with typewriters and furniture free of charge. Telephone service is provided to them through the Palais des Nations switchboard and, for each telephone, they are charged an amount varying from SF 26.50 to SF 35.00 depending upon the type of instrument, per two months service. As in New York, the news agencies in Geneva pay for non-local telephone calls and for special telephone facilities. They are provided with a reading room (without windows or air conditioning) and with a press bar (recently rebuilt) to which United Nations staff and delegates are admitted. They have no separate eating facilities but are admitted to the dining rooms and cafeterias on the same basis as delegates and staff. They are also admitted to the SAFI<sup>12/</sup> on the same basis as delegates and staff. They are provided with medical services only in emergencies; however, they are occasionally provided with free inoculations although they must pay for the vaccines in some cases. They have free reserved outdoor parking space adjacent to the press area. They provide their own stationery, office supplies and similar materials.

66. The Inspectors asked for an explanation for the difference in policies at Headquarters and at the Geneva Office with reference to the requirement of the payment of rent for space occupied by certain news agencies. In this connexion they noted that at least half of those agencies which paid rent at the Geneva Office occupied rent-free space at Headquarters. The only basis given for the policy difference between New York and Geneva was the assertion that in Geneva the agencies provided with office space in the Palais des Nations use their offices there as headquarters to cover not only United Nations activities but also other activities in the Geneva area (or, in some cases, all of Switzerland) whereas in New York, the agencies having assigned offices

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<sup>12/</sup> Service d'achats et de commandes des fonctionnaires internationaux - this organization makes available to its members the advantages of group orders and purchases

at Headquarters use them only for the coverage of United Nations activities. Although the Inspectors are satisfied that this assertion is true in so far as Geneva is concerned, they were unable to obtain confirmation that it is accurate in so far as Headquarters is concerned.

67. It is believed that the Secretariat should review the situation and make certain that there is a clear and consistent policy applied both at Headquarters and in Geneva in the matter of charging rent for space occupied by news agencies. The Inspectors do not consider it appropriate for them to propose what the policy should be since they recognize that it must be related to the overall public information policy of the United Nations upon which they are not expected to take a position. However, if it is decided that it is appropriate to require the payment of rent in cases in which it is not required today, they suggest that consideration might be given to the following possibilities. A nominal charge might be made for every "permanently"<sup>13/</sup> assigned cubicle (with typewriter) in Geneva and desk (with typewriter) in New York to help ensure that the space is used only by bona fide news agency representatives covering, at least primarily, United Nations activities. Further, the Secretariat might consider the possibility and the desirability of adopting at Headquarters a policy similar to that followed in Geneva where news agencies pay substantial rent for offices used exclusively by them and having space in excess of the amount required for a single representative to function.

68. The Inspectors suggest that in establishing a policy concerning the payment or non-payment of rent for space occupied by the news agencies, the question should be asked whether there is any hard evidence that the requirement of rental payments in Geneva has adversely affected the news coverage of United Nations activities there to any significant extent. The Inspectors have inquired into this matter and have found no such evidence. At the same time they realize that today many news agencies are in financial difficulties and that the requirement of rental payments might affect the coverage of United Nations activities to a limited extent.

69. Even if it is decided not to change present policies concerning the payment of rent for office space occupied by news agencies, it would seem appropriate for the

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<sup>13/</sup> For this purpose "permanently" might mean more than three months. This would exclude assignments for General Assembly periods.

United Nations to be reimbursed for "out-of-pocket" costs for such items as typewriters and furniture, at least above a certain minimal level which might be supplied free of charge. For example, each agency might be provided free of charge with one typewriter and with furniture for one representative but be charged for additional machines and furniture.<sup>14/</sup> Further, it would seem appropriate for the United Nations to recover "out-of-pocket" costs for medical services to representatives of news agencies. It would also seem appropriate to charge prices in the sandwich bar and luncheon area at Headquarters which are adequate to avoid a financial deficit in their operation. It does not appear feasible to charge for the maintenance of the UNCA Club in New York or the Press Bar in Geneva because the use of these facilities by individual news agency representatives will vary so greatly.

(k) Hospitality Committee

70. The individuals included under this heading are non-paid volunteers. They concern themselves with arranging hospitality for members of the Secretariat and of delegations. No rent is paid. This situation does not give rise to questions.

(l) Other occupants

71. The other occupants of the Secretariat building listed in Table 2, namely the International Civil Service Advisory Board (ICSAB) (2), the United Nations International School (1), snack area (1) and barber (1) do not appear to require detailed consideration here.

(3) Occupancy standards in the Secretariat building for the staff of the United Nations and of the specialized agencies

72. Occupancy standards in the Secretariat building applicable to staff of the United Nations and specialized agencies accommodated there are indicated in Table 3.

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<sup>14/</sup> Payment to the United Nations for typewriters and furniture above the minimal level would appear to be particularly appropriate in situations in which offices are used to any significant extent to cover non-United Nations activities. As was pointed out in the footnote to paragraph 64, although rent is paid in those situations at the Geneva Office, that rent is not related to the provision of typewriters or furniture and does not even cover completely the cost of utilities and maintenance.

Table 3

ESTABLISHED SPACE STANDARDS IN THE SECRETARIAT BUILDING

Classification	Net usable area <sup>a/</sup>					
	Office (sq. ft.) (m <sup>2</sup> )		Secretary (sq. ft.) (m <sup>2</sup> )		Total (sq. ft.) (m <sup>2</sup> )	
<u>A. Private Offices</u>						
1. Secretary-General	520	48.3	336	31.2	856	79.5
2. Under-Secretary	420	39.0	300	27.9	720	66.9
3. Director - D.2	336 <sup>b/</sup>	31.2	168	15.6	504	46.8
4. Principal Officer - D.1 (i) (ii)	258	24.0	100	9.3	358	33.3
	192	17.8	136	12.6	328	30.4
5. Senior Officer - P.5	144	13.4	102	9.5	242	22.9
6. Other Officers - P.1-P.4	96	8.9	68	6.3	164	15.2
<u>B. Open Areas</u>						
1. Supervisors - G.5 <sup>c/</sup>					100	9.3
2. Secretaries and Clerks					85	7.9
3. Typists					60	5.6
4. Typists (in pools)					42	3.9

a/ Includes reception areas.

b/ Some at 264 sq. ft. (24.5 m<sup>2</sup>).

c/ On occasion P.1-P.2.

73. As was indicated in the JIU report on office accommodation for United Nations staff in Geneva (JIU/REP/73/2, paragraph 39 (A/9164)), these occupancy standards are consistent with those applied in the new office building at the United Nations Office in Geneva and used by the ILO and WHO there. They appear to be reasonable.

74. However, as noted in the AMS report of June 1963 on the Utilization of Office and Related Space in the Secretariat Building, there have been difficulties in the application of the standards. That report, in paragraphs 60-65, stated the following:

"This is particularly true for offices for professionals and above, since the standards are invariably translated in terms of (a) individual offices and (b) exterior space on a 'window' unit basis. Indeed, the standards themselves

are directly related to this pattern of occupancy. The 96 sq. ft. (8.9 m<sup>2</sup>) allowance for an officer of the P/1 to P/4 rank is in fact that space provided by a 'two-window' (8 feet) office 12 feet deep; similarly the 144 sq. ft. (13.4 m<sup>2</sup>) for a P/5 officer is a 'three-window' office 12 x 12 feet.

Thus, the standards and the patterns of occupancy have become largely synonymous, and therefore while the standards themselves in terms of square foot allowances appear reasonable, the basis upon which those standards have been developed and their consequent translation into actual occupancy have led to some of the difficulties described more specifically in para. 57 above.

As it stands, there has developed the practice of providing private offices to professional officers and above on either a two, three or four-window basis rather than on a square-foot allowance. As indicated there is no difference in the amount of space involved, but that the space is private and located on the perimeter sides of the building is an important fact in space utilization.

A further difficulty in the practical application of the present standards results from their establishment on a grade and level basis, which inhibits consideration of actual operational need. Although such a basis may satisfy prestige and status factors - so inherent in the problems of space management - it should not be considered the sole criterion, since grades do not necessarily reflect functions or additional responsibilities which may warrant different space allotments than ordinarily provided.

An example of the effect of ascribing standards to grades is seen in cases of promotions which are not accompanied by such changes of functions or responsibilities that space requirements in terms of size of office are affected. Often, compliance with requests for the application of the standards in these instances - which is basically for prestige - is difficult in terms of space availability in a given area and results in internal space relocations and related expenditures. The same purpose might be served with the provision of more distinctive office furnishings in the same size office.

The provisions of individual offices to almost all professional officers (with the exception of certain groups in Conference Services), including juniors at P/1 and P/2 level and trainees, is a practice not generally followed in government, commerce or other organizations. This practice is bound to contribute to the problems, particularly under traditions that dictate that these offices be on the already crowded perimeter, as opposed to fuller utilization of the interior area."

75. The AMS Report of 1963 also stated the following in paragraphs 114-117 of its conclusions and recommendations:

"Though the gains made to date, in terms of new acquisitions and modifications may not provide the entire solution, there is sufficient scope for improvements in other areas of space management which should provide



certain 'savings' to meet the contingencies noted above. Of these objectives, the most significant and likely to produce immediate results are the revision of certain of the established practices which indirectly contribute to inefficient space utilization. These include:

- (a) discontinuance of the traditional provision of private offices to all professional officers,
- (b) the extension of multiple occupancy in large offices where functions will permit and,
- (c) intensified use of interior space for both large clerical and filing operations and private offices.

Multiple-occupancy in certain select areas would appear to offer the greatest possibilities. ... this pattern of occupancy which prevails largely in the Office of Conference Services, has considerable potential in terms of intensified use of space. The per capita reductions possible through this means average 16 sq. ft. (1.5 m<sup>2</sup>) per person, leaving a space allowance of 80 sq. ft. (7.4 m<sup>2</sup>). ... an average reduction of 24 sq. ft. (2 m<sup>2</sup>) per person is possible in every instance where two professional officers are accommodated in one office of 144 sq. ft. (13.4 m<sup>2</sup>).

With due recognition of the inevitable problems, including staff resistance, the important criteria in establishing multiple occupancy are similarity of functions and/or group operations where distractions, either visual or conversational, are of little consequence.

Further space economies can likewise be achieved through some limitation of the provision of private offices to all professional officers, including those at the Pl/2 trainee level. This practice has resulted in the over-partitioning and compartmentalizing of many areas in the building and contributed, as described above, to the 'loss' of space. Its modification will not only provide additional savings, but it will also improve working conditions in the interior areas through the elimination of partitions and a consequent increased penetration and reflection of natural light. Improved air distribution will also result."

76. The Inspectors inquired into the extent to which action had been taken since 1963 in the light of the above-quoted conclusions and recommendations and they visited a number of areas of the building in order to observe the situation at first hand. They found that a very significant advance had been made in the matter of intensifying the use of interior space - a matter which affected General Service personnel primarily, although not exclusively. However, they found relatively few examples of multiple occupancy of offices by Professional staff except in the Departments of Conference Services<sup>15/</sup> and Administration and Management. Despite what was said in the quotation from the AMS report,

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<sup>15/</sup> There are said to be 365 P.1-P.3s in that Department who share offices.

there seemed to have been little progress made (again apart from the Department of Conference Services) in accommodating two Professional officers in "three-window" offices of 144 square feet (13.4 m<sup>2</sup>). The Inspectors were told that there were few situations in which that was possible, that any potential space savings as a result of this practice would be minimal and that efforts made by the Office of General Services to extend the practice had met with resistance. Thus it appeared that the past practice in the Secretariat building of allocating private offices to Professional staff regardless of their grades continued generally to prevail except in a few areas, principally that of conference services.

77. Accordingly, the Inspectors asked a series of specific questions about the possibility of doubling up more P.1-P.3s, particularly in "three-window" offices now assigned to P.5s and some P.4s who are section chiefs and which are 144 square feet (13.4 m<sup>2</sup>) in size, these offices to be made available primarily by assigning to smaller offices P.5s and P.4s who did not have supervisory functions. These questions and the answers thereto are set forth in Annex II.

78. In summary, the Inspectors were told that in the opinion of the Secretariat, it was not appropriate at Headquarters to assign P.5s to smaller offices, particularly in view of the occupancy standards in the Geneva Office and in the specialized agencies. However, to the extent that 144 square feet (13.4 m<sup>2</sup>) offices were available, it was agreed that P.1-P.3s should be doubled up in them if the functions of the staff permitted. It was estimated that there were probably a maximum of some 190 P.1-P.3s in the Secretariat now occupying separate offices whose functions would permit doubling up. If they were doubled up, there would be a maximum space saving of some 4,584 square feet (426 m<sup>2</sup>). However, it was unlikely that the optimum conditions required to achieve this maximum saving would be found to exist and any space saving was likely to be considerably less. It was not considered feasible to create, by partitioning, more offices of 144 square feet (13.4 m<sup>2</sup>) to permit doubling up.

79. From the foregoing and from their own observations, the Inspectors are convinced that the possibilities of "freeing" office space in the Secretariat building by doubling up more P.1-P.3 staff are very limited<sup>16/</sup> and cannot be relied upon to any

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<sup>16/</sup> Probably only some 2,000-2,500 square feet (185.2-231.5 m<sup>2</sup>) could be recovered

significant extent either to provide space for additional staff or to relieve the overcrowding of General Service staff which is discussed below. Nevertheless, the Inspectors believe that every reasonable effort should continue to be made to double up junior Professionals to the extent that their functions permit. It is their understanding that the Secretariat intends to make this effort.

80. In the course of personal visits which the Inspectors made to various floors in the Secretariat building, they noted with concern the serious overcrowding of General Service staff in a number of areas. These situations were known to the Secretariat officials responsible for the management of space and they agreed that they must be corrected. They said that it was their intention to accomplish this in connexion with the reallocation of space which is contemplated after the UNDC building becomes available for occupancy in 1975.

81. The Inspectors were anxious to ascertain what proportion of the General Service staff occupied space which could be considered to be below normal occupancy standards and asked the following question:

"Are there General Service staff occupying space on a basis below the occupancy standards set for office buildings in New York by the Health, Fire or other local authority? If so, what is the estimated percentage of General Service staff now occupying such sub-standard space?"

The reply of the Secretariat to this question was:

"There are no mandatory office space occupancy standards set in New York by the Health, Fire or other local authorities. The New York Building Code, however, indicates that the size of emergency exits, stairs, etc., should be based on the assumption that there would be one occupant for each 100 to 140 square feet (9-13 m<sup>2</sup>) of office space. We are, of course, aware of standards accepted by recognized authorities in the field of space management who suggest that for General Service staff using desks of the size assigned in the United Nations, the minimum sq. footage per capita should equal 55 to 80 (5-7 m<sup>2</sup>) depending upon the function (i.e., a pool typist will require less than a secretary). Our records are not maintained in such a way that it would be possible to estimate how many, if any, General Service staff have a lesser per capita allowance than the above. In order to develop such a figure a special study would be required."

82. The Inspectors also asked:

"Are the United Nations occupancy standards for General Service staff still the same as those set forth on page 11 of the 1963 AMS Report and what is the estimated percentage of General Service staff occupying space below those standards today?"

To this question the Secretariat replied:

"The current General Service standards are comparable to those set forth in the 1963 AMS Report. We are not at this time in a position to provide the details requested as regards the average space occupancy by General Service staff. Furthermore, we believe that with the exception of such staff as pool typists, any such figures would not be informative. For example, in many areas of the Secretariat building the space available to a secretary depends upon the number of officers he or she may be serving and the area occupied by their offices outside of which he or she sits. On the other hand, telephone operators, punch card operators, teletype personnel, all of whom require limited per capita space, would clearly distort any average. The average would also be affected by the General Service staff who require considerable furniture and equipment for their work such as accounting clerks, statistical clerks, etc."

83. Finally, the Inspectors asked:

"What is now the average amount of space allocated to General Service staff in the Headquarters building in comparison with what is supposed to be the United Nations standard allocation?"

To this question, the reply was:

"The standard allocation varies in accordance with the function (see the 1963 AMS Report). The average has not been computed on a functional or general basis and, in our judgement, such an average would not be of use since it would lump all General Service staff while, as is well known, the space requirements of some General Service staff are vastly different than others."

84. The provision of less than adequate space for General Service staff in certain areas is particularly important because of the fact that a very high proportion of General Service staff occupy interior space, i.e., space without direct access to windows. The Inspectors asked approximately how many General Service staff were housed in interior space and what percentage this constituted of total General Service staff. The reply of the Secretariat was the following:

"To establish exactly the percentage of General Service staff housed in interior space in the Headquarters building would require a substantial expenditure of man-hours. By the nature of the configuration of the Secretariat building we would estimate that some 70 to 80 per cent of General Service staff requiring offices are housed in interior space without direct access to windows."

85. The foregoing replies suggest that the Secretariat should, at an early date, make a careful survey of the situation with respect to the space allocation for General Service staff, so that necessary corrective action can be taken when space in the UNDC

building becomes available next year. The fact that the present situation exists clearly results primarily from the fact that there has been a general shortage of space affecting the entire Secretariat plus the fact that since General Service staff normally work in open space, the space allocated to them is more readily compressed than is space in partitioned offices. In addition, the Inspectors were told, staff members generally have preferred to remain in the Secretariat building in overcrowded conditions rather than move to outside rented space. Regardless of the causes of the situation, it clearly must be corrected as soon as feasible and, in the future, a more careful check should be maintained on the adequacy of space provided for General Service personnel.

86. It occurred to the Inspectors that it might be possible to gain at least some additional space for General Service staff by reducing the size of some of the large offices in the Secretariat building and they asked the following question:

"Is it possible and if so, to what extent, to reduce the size of at least some of the very large D.1 and D.2 offices without removing solid partitions in order to gain space for use by General Service staff. What is estimated to be the total amount of space, if any, which would be obtained in this fashion for General Service staff use or any other use?".

To the foregoing question, the Inspectors received the following reply:

"Office standards for D.2s at Headquarters range in size from 22.8 to 31.2 sq. metres (246 to 336 sq. ft.), and offices for D.1s from 17.9 to 24.0 sq. metres (192 to 258 sq. ft.). It is not considered that these sizes can be thought of as 'very large' in the light of the work needs of the occupants or of the standards of other United Nations and Specialized Agency offices (D.2 offices United Nations, Geneva - 23.2 to 39.0 sq. metres; ILO - 27.0 sq. metres, WHO - 27.0 sq. metres. D.1 offices - United Nations, Geneva - 18.8 to 23.2 sq. metres; ILO - 21.6 sq. metres, WHO - 27.0 sq. metres), let alone practice in government or commercial offices. Under the circumstances, we doubt the possibility of making available any significant amount of space by reducing the allocation to staff of this level - particularly in view of the constraints:

- (a) Practically all large D.2 offices have solid walls and cannot be changed without their removal.
- (b) For the most part, the General Service staff located in proximity to D.2 or D.1 offices are those with the most adequate per capita allocation of space.

In view of the above, we would estimate that the amount of space obtained for use of General Service staff by reducing the size of D.2 and D.1 offices would be negligible."

87. The Inspectors also looked into the possibility of finding in special use areas additional space which might be allocated to General Service staff. In particular, they inquired into the extent to which use was made of the 18 large conference rooms scattered throughout the Secretariat and particularly into the use made of these during the first three months of 1974. In response, the Secretariat stated that all but three of these rooms were part of the suites of Under-Secretaries-General or Assistant Secretaries-General who have first priority on the use of the rooms. When not so used, the rooms are used for meetings convened by senior officers and for various inter-departmental committees, boards, working groups, etc.. With respect to the use of these rooms during the first three months of 1974, the Secretariat stated the following:

"During the first three months of the year, apart from staff meetings or other meetings on departmental matters and meetings with delegation officials called by USGs, ASGs, Directors and other senior officials, the rooms were used by the following groups. This is a partial listing. It should be noted that these rooms are estimated to be used 70 to 80 per cent of each work week:

Appointment and Promotion Board; Appointment and Promotion Committee; Appointment and Promotion Panels; Salary Review Group; Joint Advisory Committee; Board of the United Nations International School; Investments Committee; Claims Board; Property Survey Board; Staff Union; Committee on Contracts; Compensation Board; Group of Eminent Persons Studying Multi-national Corporations; Interagency Meetings with IBRD, IMF, OECD; Special Committee to Investigate Israeli Practices Affecting the Human Rights of the Population of the Occupied Territories; Executive Committee of the International School; CESI Inter-Departmental Committee; Group of Experts on the Outflow of Trained Personnel from Developing to Developed Countries; Working Group of the Special Committee on Apartheid; Expert Group on the Indian Ocean; Task Force on Remote Sensing of the Earth by Satellites; Panel of United Nations Educational and Training Programme for South Africa; Language classes; Training Seminars; Briefings of outside consultants, vendors and contractors.

The rooms are also used for official hospitality, particularly small receptions."

88. From all of the foregoing it appears that the only real possibility of providing adequate space in the Secretariat building, particularly to accommodate General Service staff, is to reduce the total occupancy of the building. For this and other reasons mentioned earlier in paragraph 24, it has been suggested in that paragraph that consideration should be given to reducing the occupancy level in the building from the present figure of about 3,700 to a figure of about 3,500 persons.

B. Occupancy of other buildings at Headquarters

(1) Number, character and location of occupants

89. The Inspectors inquired concerning the number and character of the personnel (both United Nations staff members and others) accommodated in space at Headquarters other than that in the Secretariat building. The Secretariat was unable to give the Inspectors an immediate reply and conducted a detailed study of the matter. This study disclosed that as of 30 June 1974 space was occupied in the General Assembly, Conference and Library buildings and in three basements (including parking areas) by 1,547 individuals. A summarized breakdown of this is shown in Table 4, and a detailed breakdown is included in Annex III.

90. A summarized breakdown, by location, of the 1,547 individuals in question is given in Table 5.

(2) Occupancies which may give rise to questions

(a) Missions to the United Nations (included in "Miscellaneous", Group A, in Table 4)

91. There are three small groups of offices in the Conference building (on the East River Side between the Council chambers) which are occupied by the missions to the United Nations. Two such groups on the first floor are occupied respectively by the Missions of the Peoples Republic of China (588 square feet) (55 m<sup>2</sup>) and France (569 square feet) (53 m<sup>2</sup>). A group on the third floor is occupied by the United Kingdom (544 square feet) (51 m<sup>2</sup>). In each case the space is sufficient to provide for two or three Professionals and two to three secretarial or clerical staff depending upon the arrangement. The offices appear to be used primarily for liaison purposes and are most heavily used during the General Assembly sessions.

92. No rent is charged for these offices. The offices of the French and Chinese Missions are provided with United Nations owned furnishings while the United Kingdom has supplied its own furnishings. Some typewriters have been provided by the United Nations but specialized equipment such as copying machines are paid for by the respective Missions. The Missions pay for their telephones, stationery and other office supplies.

93. The Inspectors were unable to find a basis for the Secretariat's provision of office space free of charge to a few Missions to the United Nations when it was not in a position to provide such space for other Missions. Indeed, given the shortage

Table 4

SUMMARY, BY OCCUPATION, OF THE TOTAL NUMBER OF PERSONS ACCOMMODATED, AS OF 30 JUNE 1974,  
IN THE GENERAL ASSEMBLY, CONFERENCE AND LIBRARY BUILDINGS AND IN THE BASEMENTS

Group	No. persons occupying desks in offices or other non-specialized area	No. persons in shops, specialized areas or otherwise not occupying specifically assigned space	Contractual and affiliate personnel	Total
(a) Visitors Service	30	50	-	80
(b) Publishing Service	33	187	-	220
(c) Buildings Management Service	33	303	235	571
(d) Purchase and Transport Service	8	47	-	55
(e) Verbatim Reporters and Typists	67	-	-	67
(f) Library	97	56	-	153
(g) Secretariat of ACABQ (plus Chairman)	7	-	-	7
(h) Telecommunications	10	6	75	91
(i) Commercial Management Service	82	-	-	82
(j) Office of Public Information	25	2	-	27
(k) Miscellaneous: Group A	84	-	-	84
Group B	10	-	100	110
Total	486	651	410	1,547 <sup>a/</sup>

<sup>a/</sup> It should be noted that of this figure, 192 are manual workers, 41 temporary staff, 50 guides and 420 contractual and affiliate personnel, for a total of 703. These groups were not included in previous reports such as that of the AMS in 1963.



Table 5

SUMMARY, BY LOCATION, OF THE TOTAL NUMBER OF PERSONS ACCOMMODATED,  
AS OF 30 JUNE 1974, IN THE GENERAL ASSEMBLY, CONFERENCE AND  
LIBRARY BUILDINGS AND IN THE BASEMENTS

Area	Approximate No. of persons	
1. <u>Conference Building</u>		
1-3 floors	181	
1-3 basement levels (1B, 2B and 3B)	<u>748</u>	929
2. <u>General Assembly Building</u>		
1st and 2nd basement levels		386
3. <u>Library Building</u>		153
4. <u>Secretariat Building</u>		
Lobby, 1st and 3rd basement levels		51
5. <u>North and South Parking, South Garden and Warehousing Areas</u>		28
Total		1,547

of space at Headquarters, it is questionable whether space should be made available to Missions even if rent is paid. It would appear that if these offices were not used by Missions, they could well be used for casual visitors to the United Nations on official business and thus partially solve the problem of finding office space for these individuals in the Secretariat building itself. Accordingly, the Inspectors recommend that office space should no longer be made available to Missions.

(b) World Federation of United Nations Associations (WFUNA) (included in "Miscellaneous", Group A, in Table 4)

94. Three representatives of this organization occupy 420 square feet (39 m<sup>2</sup>) of office space on the first floor of the Conference building. WFUNA does not pay rent and is provided with normal services "on a somewhat limited basis". So long as the space assigned is limited as is presently the case and can be made available, this would appear to be an appropriate arrangement for this unique non-profit, world-wide federation whose sole objective is to promote understanding of and support for the

United Nations. However, it seems clear that it is not essential that the organization have an office in the Headquarters buildings and that an office in close proximity would be adequate.

(c) UNICEF (included in "Miscellaneous", Group A, in Table 4)

95. There are three UNICEF employees occupying, rent-free, 84 square feet (8 m<sup>2</sup>) on the first floor of the Conference building, in connexion with the sale of UNICEF greeting cards. Because of the minimal amount of space involved and the clear need for the office to be located in one of the Headquarters buildings, the Inspectors do not question this arrangement.

(d) Association of Former International Civil Servants (AFICS) (included in "Miscellaneous", Group A, in Table 4)

96. This private organization has five part-time volunteers occupying 240 square feet (22 m<sup>2</sup>) on the first floor of the Conference building. It pays no rent and is provided with normal services "on a somewhat limited basis". It is perhaps questionable whether a private organization whose membership includes primarily "former employees" of not only the United Nations but also other international organizations and whose objective is to promote and protect the private interests of its members, should have rent-free space at United Nations Headquarters, particularly when an organization like the Credit Union pays rent (see paragraph 58 above). Even though the space occupied in this case is minimal, it would perhaps be appropriate to charge a nominal rental if the office remains in the Headquarters buildings.

(e) News agencies (included in "Miscellaneous", Group A, in Table 4)

97. Some 3,316 square feet (308 m<sup>2</sup>) on the third floor of the Conference building are set aside for use by representatives of news agencies. On the average, about 50 representatives occupy that space although the number will vary with the conferences in session. Arrangements for the use of this space by news agencies are the same as those mentioned in paragraphs 62-69 above.

(f) United Nations Post Office Station (included in "Miscellaneous", Group B, in Table 4)

98. The United Nations Post Office Station occupies 1,710 square feet (158 m<sup>2</sup>) of interior space in the first basement of the Secretariat building. It is operated by the United States Post Office Department under the terms of the Postal Agreement between

the United States of America and the United Nations signed at New York on 28 March 1951. Section 5 of that Agreement provides as follows:

"The United Nations shall provide the United States Post Office Department at the expense of the United Nations with the quarters, custodial services and utilities necessary to enable the United States Post Office Department to operate the United Nations Post Office Station in the Headquarters District."

The United States Government has provided all the equipment and furnishings for the Post Office Station and has remodelled the area at its own expense.

99. The Inspectors noted that the situation described in paragraph 98 is similar to that which exists at the Geneva Office where, under the Postal Agreement between the United Nations and the Swiss PTT of 11 December 1968, the United Nations furnishes offices to the PTT free of charge.

(g) United Nations Co-operative<sup>17/</sup> Store (included in "Miscellaneous", Group B, in Table 4)

100. The Store occupies 1,160 square feet (108 m<sup>2</sup>) of interior space on the first basement level of the Secretariat building<sup>18/</sup> and pays a rental of \$ 4.20 per square foot per annum. The rationale for and the history of the rental are similar to that for the rental paid by the Credit Union and are set forth in paragraph 58 above.

The comments of the Inspectors on the present arrangements are the same as those set forth in paragraphs 59 and 60 with respect to the Credit Union.

(h) Service Station (included in "Miscellaneous", Group B, in Table 4)

101. This automobile Service Station which occupies 2,894 square feet (269 m<sup>2</sup>) in the third basement of the Conference building is operated by the United Nations Co-operative and is available for service to its members. With respect to the matter of rental for the space occupied, the Secretariat has advised the Inspectors as follows:

"Although at one time a rental was charged, this was discontinued several years ago and only a token amount of \$ 1.00 per year is now collected. It is understood that this action was taken because the Service Station was operating

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<sup>17/</sup> Membership in the United Nations Co-operative is open to persons who have regular access to the Headquarters and whose work is principally concerned with the United Nations.

<sup>18/</sup> It also has a small storage room in the third basement, South Parking area.

at a deficit and was in danger of being closed. It apparently was considered by the Controller at that time that the service to the delegations and staff which it provided was of sufficient importance to balance the reduction in rental income."

102. The Inspectors believe that this situation should be reviewed. If it is appropriate for the Co-operative Store to pay rent, then it would seem equally appropriate for the Service Station to pay rent. As a minimum, a fair rental should be paid to the extent that the Service Station operates at a profit to the Co-operative.

(i) Gift Centre, Book Shop, Souvenir Shop and Coffee Shop (included in "Miscellaneous", Group B, in Table 4)

103. The Gift Centre, Book Shop, Souvenir Shop and Coffee Shop occupy respectively, 3,030 square feet (281 m<sup>2</sup>), 3,942 square feet (366 m<sup>2</sup>), 1,056 square feet (98 m<sup>2</sup>) and 3,116 square feet (289 m<sup>2</sup>) in the first basement of the General Assembly building. They all represent commercial ventures of the United Nations from which it derives the profit, or loss, if any. The Gift Centre and the Book Shop are managed for the United Nations by the United Nations Co-operative, and the Souvenir Shop and the Coffee Shop are operated for the United Nations by the Knott Hotel Corporation. The United Nations pays all operating costs incurred in these ventures and therefore no rent is charged.

(3) Comments on occupancy of the General Assembly, Conference and Library buildings and the basements

104. The Inspectors visited most of the occupied areas in these buildings and basements. They are convinced, as is the Secretariat, that maximum use is being made of the space and that no significant additional number of persons can be housed in it. They believe that the Secretariat is to be highly commended for the ingenuity which has been displayed in finding ways to utilize space, particularly in the basements, which was not originally designed for such use.

105. As has been pointed out in earlier paragraphs, certain of the Units now occupying space in the areas in question have no overriding need to be located in Headquarters buildings and could be housed elsewhere in the vicinity. However, such relocation would result in the recovery of very little space.

106. The fact that the service areas in the basements are now fully utilized makes it essential for the Secretariat to plan to acquire additional space if services are to expand in line with the anticipated growth in the programme and staff of the Organization.

The General Assembly may wish to request the Secretary-General to deal with this matter in any report he may submit to its thirtieth session on office accommodation at Headquarters.

(4) Use of Conference offices "attached" to the Council chambers and conference rooms

107. In addition to offices in the Conference building which have already been mentioned, there are in that building some 20 offices on the second floor and in the first basement which are "attached" to Council chambers and to the large conference rooms. These offices have a total area of 6,195 square feet (574 m<sup>2</sup>) and each will accommodate one to three Professionals or three to four General Service personnel.

108. For some of these offices the occupancy is fixed and exclusive. This is the case with the four rooms attached to the Security Council Chamber which must always be available for the President of the Council and the Council secretariat. For the other 16 offices, the assignment of occupancy has thus far been considered for all intents and purposes as a part of the assignment of the adjacent meeting rooms and has been controlled, as an incidental part of the meeting rooms assignment, by the Planning and Meetings Servicing Section of the Department of Conference Services.

109. The Inspectors asked why the 16 offices, having a total area of 4,965 square feet (460 m<sup>2</sup>), could not be assigned by the Office of General Services for use by casual visitors to Headquarters on official business when the adjacent meeting rooms were not being used. The officer-in-charge, Office of General Services, replied to the Inspectors as follows:

"The Office of General Services considers that the rooms should be available for use by casual visitors when the adjacent meeting rooms are not being used. ... however, ... given the current meeting schedule at Headquarters, the number of days or weeks when the rooms would be available is very limited. ... it must be recognized that the offices were planned and located to facilitate the work of the meetings, and this is their priority use. It does not seem unreasonable that this use would be controlled by the Conference Planning and Meeting Services Section. When not so required, the Office of General Services should have the responsibility to assign the rooms to casual visitors. With a few exceptions in the past it has been possible, informally, to operate on this basis, although it is recognized that it would perhaps be useful to have the responsibilities of the respective offices on this point more specifically defined. This question is being drawn to the attention of the appropriate authorities."

110. The Inspectors are in agreement with the position taken by the Office of General Services. They trust that the necessary arrangements will be made to ensure that these conference offices, which are ideal for casual visitors, are used for this purpose when not otherwise used. Given the shortage of space in the Secretariat building, it is clearly desirable to reduce the need for reserve office space in that building for casual visitors by using conference offices for such visitors when they are available.

C. Rented premises

(1) Space occupied as of 30 June 1974<sup>19/</sup>

111. The amount, location, rental cost and occupancy of rented office space occupied by the United Nations as of 30 June 1974 is shown in Table 6.

112. The schedule of expiration dates of the leases covering the rented premises listed in Table 6 are as follows:

Schedule of expiration dates of leases in effect as of 30 June 1974

485 Lexington Avenue	(1) 15 October 1975	- 34,146 sq.ft. (3,172 m <sup>2</sup> )
	(2) 30 August 1977	- 32,100 sq.ft. (2,982 m <sup>2</sup> )
Chrysler	31 July 1979	- 30,000 sq.ft. (2,787 m <sup>2</sup> )
Burroughs	30 April 1976	- 22,000 sq.ft. (2,044 m <sup>2</sup> )
750 Third Avenue	30 April 1976	- 26,574 sq.ft. (2,469 m <sup>2</sup> )

113. All of the occupants of the rented space mentioned above are United Nations staff members. Of this total, 73 are "extra-budgetary" staff whose salaries are financed from sources other than the regular budget of the United Nations and they are discussed further in section IV.

(2) Space leased in 1974 for future occupancy

114. As mentioned in section I of this report, the United Nations has entered into an agreement with the UNDC to lease space in a building which is now being constructed by the UNDC on the corner of 1st Avenue and 44th Street in New York City, i.e., directly

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<sup>19/</sup> The date 30 June 1974 is used here since, as indicated in the Foreword, this is the general cut-off date for information included in this report. However, it should be noted that the Secretariat entered into an additional lease on 1 August 1974. Details of this lease are included in footnote d/ to Table 6.

Table 6

AMOUNT, LOCATION, RENTAL COST AND OCCUPANCY OF RENTED OFFICE SPACE  
OCCUPIED BY THE UNITED NATIONS AS OF 30 JUNE 1974  
(EXCLUDES WAREHOUSES IN NEW YORK CITY AND LONG ISLAND CITY)

Location	Total space				Total costs <sup>a/</sup>		No. staff
	Gross sq. ft.	m <sup>2</sup>	Net usable sq. ft.	m <sup>2</sup>	Per sq. ft. gross \$	Annual \$	
485 Lexington Avenue	66,246	6,154	55,211	5,129	7.39 <sup>b/</sup>	489,558	327
Chrysler	30,000	2,787	19,000	1,765	12.90	386,907	110
Burroughs	22,000	2,044	17,230	1,601	12.29	270,386	107
750 Third Avenue	26,574	2,469	19,070	1,766	7.00 <sup>c/</sup>	186,018	116
Total <sup>d/</sup>	144,820	13,454	110,511	10,261	-	1,332,869	660

a/ (i) Base rental costs escalate annually.

(ii) Rental costs include electricity, cleaning, maintenance operations and real estate tax.

b/ Many of the rentals at this location are sub-leases, for relatively short terms, at rates considerably less than the normal commercial rates and were taken on an "as is" basis with little or no charges for tenant changes.

c/ Includes utilities.

d/ These totals are as of 30 June 1974 and do not include a lease which became effective 1 August 1974. That lease, which expires 13 July 1977, covers 19,362 gross square feet (1,793 m<sup>2</sup>) and provides 14,780 square feet (1,369 m<sup>2</sup>) of net usable space at 485 Lexington Avenue. The rental cost, including electricity, cleaning, maintenance operations and real estate taxes, is \$ 9.19 per gross square foot which results in an annual rental of \$ 177,937. It is estimated that this space will accommodate 91 persons.

across 1st Avenue from the General Assembly building. The lease, which was signed on 21 June 1974, includes a part of the 2nd floor of the UNDC building and all of the 3rd through 24th floors of that building. The total gross space covered by the lease is 332,833 sq. ft. (30,920 m<sup>2</sup>) and the net usable space is 246,917 sq. ft. (22,939 m<sup>2</sup>).

115. The lease provides for a fixed annual base rental rate of \$ 7.00 per square foot, plus \$ 2.40 per square foot (subject to escalation) for the provision by the landlord of all utilities, such as water, elevators, heating, cleaning and air conditioning, except the tenant's electricity. It is contemplated that after a survey is made of the electrical needs of the United Nations in the UNDC building, an agreement will be entered into between the United Nations and the UNDC with respect to the payment of the tenant's electricity costs. Pending the conclusion of such an agreement, the United Nations will pay, as additional rent, a sum on account of the electricity charges at an annual rate of \$ 0.65 for each gross square foot which is occupied.

116. The term of the lease will commence when a stipulated amount of space is occupied or ready for occupancy and rent will be payable only for such space. The term of the lease will expire ten years from the last day of the calendar month in which the term has commenced for at least 180,000 gross square feet (16,722 m<sup>2</sup>). The United Nations has the option to extend the initial term on the lease for successive periods of ten years.

117. Of the gross usable space to be rented by the United Nations, it has agreed to sub-lease 198,849 square feet (18,473 m<sup>2</sup>) to UNICEF and UNDP so that it itself will occupy only some 133,984 square feet (12,447 m<sup>2</sup>). In this latter figure are included 14,389 square feet (1,331 m<sup>2</sup>) of space (the rent for which is apportioned among the United Nations, UNDP and UNICEF on a 40-40-20 per cent basis) to provide for common services, leaving only 119,595 square feet (11,074 m<sup>2</sup>) available to the United Nations for office space needs. The UNDC building is scheduled to be ready for occupancy at the end of August 1975 and the United Nations will commence the move into the space allotted to it in the building in the fall of 1975. It expects to complete the occupancy of its allotted space by 1977.

118. While it has not yet been determined what individuals will occupy the space allotted to the United Nations in the UNDC building, it is estimated that it will be possible to accommodate approximately 600 persons in that space.



D. Space management and planning at Headquarters

119. The Assistant Secretary-General, Office of General Services, has the primary responsibility not only for the management of space in the Headquarters buildings and of rented space in outside buildings but also for the planning to meet future space requirements in New York. He exercises that responsibility in the light of policies laid down by the Secretary-General and the Under-Secretary-General for Administration and Management, and his decisions are subject to the concurrence of those two officials. Within the Office of General Services, day-to-day space management and planning are functions of the Buildings Management Service.

120. It is the impression of the Inspectors that space management at Headquarters suffers to some extent from the fact that the proposals of the Office of General Services with respect to the utilization of space frequently are challenged within the Secretariat. Departments apparently do not hesitate to resist such proposals affecting them and any important proposal almost inevitably results in extended discussions and frequently in appeals to higher authority. Because of the general space shortage in the Secretariat and the difficulties which this has already caused, it is understandable that departments do not take kindly to proposals to double up junior Professionals in single offices, to rearrange space layouts or to relocate units. However, it is essential that the authority of the Office of General Services to manage space be reinforced if there is to be any uniformity of treatment within the Secretariat and if a difficult space situation is not to become worse. It is also essential that the time of the Office of General Services not be taken up with long drawn out disputes with departments concerning space allocations and that it be able to devote its attention to more pressing problems of space management. It is suggested that the Secretary-General and the Under-Secretary-General for Administration and Management give some thought to how this situation can be improved.

121. Space management at Headquarters has also suffered from the fact that the Office of General Services is responsible not only for dealing with space problems at Headquarters, but also for the planning and supervision of the construction of buildings at the regional economic commissions and has acted in a consulting or advisory capacity in connexion with new construction in Geneva and proposed new construction in Vienna. As a result, the Chief of the Buildings Management Service, and to a lesser extent the Assistant Secretary-General, have of necessity to spend considerable time away from Headquarters and, when at Headquarters, have had to devote a substantial amount of time to problems elsewhere.

122. A further factor making space management at Headquarters more difficult has been the very serious financial situation facing the Organization in recent years. Understandably the Secretariat has made a serious effort to hold expenditures for outside rental to a minimum by housing as many staff as possible in the Headquarters building, despite the fact that this has resulted, in certain cases, in a departure from reasonable occupancy standards.

123. The Department of Administration and Management has been hampered by the reluctance of certain departments and certain staff to have Secretariat units moved from the Headquarters buildings into outside rented space. This has created a pressure to crowd into the Secretariat building more staff than are justified on the basis of reasonable occupancy standards. In some cases, it has also created pressures to retain in the Secretariat building certain units which, in the view of the Department of Administration and Management, should be moved to rented space in preference to others.

124. A special problem, that of fixing appropriate rentals for non-Secretariat units in Headquarters buildings, appears to have resulted from the fact that there is neither an overall policy on this matter applying to all such units at Headquarters nor a policy which includes similar units in Geneva. As a result, there exist the anomalies mentioned earlier in this section.

125. Clearly the greatest deterrent in recent years to effective planning to meet future space requirement planning at Headquarters has been the fact that the Secretariat has been faced with a very real uncertainty as to the wishes of the Member States. In the late 1960s, it developed a comprehensive plan covering not only the construction of a new office building to the south of the present Headquarters buildings but also certain modifications in the existing buildings. However, although the plan was approved, the project was abandoned in 1971 because adequate financial support was not forthcoming. Since that time, the Secretariat has had to devote much of its energies to studying and reporting to the General Assembly on a number of short-term alternatives rather than to the development of a comprehensive long-term plan for meeting future space needs at Headquarters. It has been uncertain of the extent to which the General Assembly wished to expand office accommodation at Headquarters and, assuming expansion was desired, of the manner in which the Assembly wished to accomplish this, i.e., by constructing or buying a new building or by renting. To some extent, this uncertainty has been dispelled for the time being by the lease for space in the UNDC building but it is clear that the Secretariat is still uncertain of the wishes of the General Assembly with respect to office accommodation in New York after the UNDC building is occupied.

126. As a result of all of the foregoing, and particularly the lack of certainty as to the wishes of Member States, space management and planning at Headquarters has left something to be desired. What is needed for planning purposes is a decision by the General Assembly as to the future of Headquarters accommodation in New York and this presumably should be based upon comprehensive Secretariat proposals. In developing these proposals, the Secretariat should recall that in 1969, in A/7366, the ACABQ expressed the opinion "that the problem of accommodation at Headquarters should be looked at in the overall context of the development of the United Nations projected over the next twenty years". A report setting forth proposals formulated in such a context might be submitted by the Secretary-General to the thirtieth session of the General Assembly, provided that (a) carefully thought-out comprehensive proposals can be prepared by that time and (b) the Fifth Committee of the Assembly, which will have to deal with the programme and budget for 1976-1977 at the thirtieth session, will be able also to devote adequate time to the consideration of such proposals.

127. In addition to developing a comprehensive plan for the future, the Secretariat should place a greater emphasis on efficient day-to-day space management, even if this necessitates the strengthening of the staff of the Buildings Management Service.

### III. FUTURE PROSPECTS

128. As explained in section II, as of 30 June 1974 the United Nations Headquarters Secretariat occupied, in addition to the Headquarters buildings, 144,820 gross square feet (13,454 m<sup>2</sup>) of office space in outside rented premises on the basis of leases which are due to expire on the following dates:

<u>Location</u>	<u>Gross</u> <u>sq. ft.</u>	(m <sup>2</sup> )	<u>Lease expires on:</u>
485 Lexington Avenue	34,146	(3,172)	15 October 1975
485 Lexington Avenue	32,100	(2,982)	30 August 1977
Chrysler	30,000	(2,787)	31 July 1979
Burroughs building	22,000	(2,044)	30 April 1976
750 Third Avenue	26,574	(2,469)	30 April 1976
	<u>144,820</u>	<u>(13,454)</u>	

129. As and when the leases expire in accordance with the above time-table, the staff occupying the space in question will be transferred, to the extent possible, either directly to the new UNDC building now under construction (see sections I and II) or back to the Headquarters buildings, from which an equivalent number of staff will be transferred to the UNDC building. The latter is expected to become available for occupation at the end of August 1975, and the Secretariat has acquired 133,984 square feet (12,447 m<sup>2</sup>) of gross space in it, i.e. 10,836 square feet (1,007 m<sup>2</sup>) less than the space at present held in outside rented premises.

130. At the time of the drafting of this report (September 1974) no decision had as yet been taken concerning the staff which would be transferred to the UNDC building. The Inspectors discussed with Secretariat officials a number of alternative possibilities and concluded that probably the best course would be to house in the UNDC building all, or as much as possible, of a single major unit of the Secretariat and preferably one which would benefit from close proximity to UNDP and/or UNICEF which will also be housed in that building.

131. It appears to the Inspectors that the Department of Economic and Social Affairs would be the logical choice for this purpose. It would not be possible, of course, to accommodate all that Department in the UNDC building but it should be possible to accommodate those of its units, such as the Office of Technical Co-operation, which have a close operational relationship with UNDP. In this connexion, it should be noted

that already 30 per cent of the Department is located in rented premises in two separate buildings outside of the Headquarters District. A move to the UNDC building of certain of these units, together with other appropriate units of the Department which are now located in the Secretariat building, would concentrate the Department in two buildings instead of three and have the operational advantages referred to above.

132. The question arises, how long will the existing arrangements for office space suffice to meet foreseeable needs and what should be the basis for planning for the future?

133. In a table dated 30 June 1974 (attached as Annex IV), the Office of General Services has attempted to forecast additional space requirements arising at Headquarters as a result of staff expansion and other needs during the period 1974-1979. The calculations are based on an estimated average occupancy of 200 square feet (18.5 m<sup>2</sup>) of gross space (i.e. including corridors, special use areas, etc.) per person for staff requiring office space, and on both planned and estimated staff increases during the period 1974-1979.

134. With respect to increases in staff requiring office space, an increase of 131 posts (apart from language posts) has already been approved for the 1974-1975 biennium. To this number, it is planned to add 139 Arabic language staff and 30 Chinese language staff in 1974. For the period 1976-1979, the Secretariat estimated that the "minimal normal" annual staff increase will be 60 per annum, except that it is planned to add 34 additional Chinese language staff in 1976-1977. The Secretariat further estimated that presently unforeseen staff requirements will amount to 20 per annum in 1974 and 1975 and to 15 per annum in the period 1976-1979.

135. With regard to other additional space requirements during the 1974-1979 period, the Secretariat's calculations include a provision of 4,000 square feet (372 m<sup>2</sup>) to accommodate the potential incumbents of certain vacant posts and a provision for a reserve of 3,000 square feet (279 m<sup>2</sup>) for visiting officials needing office accommodation.

136. On the basis of the foregoing, and taking into account the 12,000 square feet (1,111 m<sup>2</sup>) of space released by the transfer of the Human Rights Division to Geneva, it was estimated, at the time the table in Annex IV was compiled, that the additional requirements at Headquarters for office space over and above the amount of space occupied at that time in the Headquarters buildings and in outside rented premises, for the period 1974-1979, would total 114,000 square feet (10,555 m<sup>2</sup>).

137. However, the table does not take into account the fact that on 1 May 1974, the Secretariat leased 26,574 square feet ( $2,469 \text{ m}^2$ ) of additional space at 750 Third Avenue (see paragraph 128 above). The result is a reduction of the estimate from 114,000 to 87,426 square feet ( $8,122 \text{ m}^2$ ).

138. The estimated "normal" annual staff increase for 1976 through 1979 of 60, plus the extra 15 per annum allowed for unforeseen additions, represent about 1.6 per cent of the present (mid-1974) total of Secretariat staff at Headquarters (about 4,675, excluding manual workers). The Inspectors have, however, been informed that the Secretariat has since decided that for space planning purposes, a growth rate of 2 per cent should be anticipated during the immediate future.<sup>20/</sup> Application of this rate (uncompounded) to the present total of Secretariat staff at Headquarters would raise the annual increase from 75 to 93 with a corresponding increase in space requirements, for the four-year period in question, of 14,400 square feet ( $1,333 \text{ m}^2$ ) bringing the total requirement up from 87,426 to 101,826 square feet ( $9,460 \text{ m}^2$ ).

139. The calculations in the table in Annex IV are based on the assumption that the occupancy of the Secretariat building will remain at its present level of 3,700. If the Inspectors' recommendation (in section II) that this figure be reduced to 3,500 is approved and put into effect by 1979, an additional 40,000 square feet ( $3,700 \text{ m}^2$ )<sup>21/</sup> of gross space will be needed elsewhere. This would bring the total of space required in 1979, over and above that now occupied in the Headquarters building and in rented premises, to 141,826 square feet ( $13,176 \text{ m}^2$ ).

140. As indicated in paragraph 128, the outside space at present rented by the Secretariat totals 144,820 square feet ( $13,454 \text{ m}^2$ ). To establish the total requirement for the period through 1979, the amount of 141,826 square feet ( $13,176 \text{ m}^2$ ) (see paragraph 139) must be added, making a total of 286,646 square feet ( $26,630 \text{ m}^2$ ). The portion of the UNDC building for which the United Nations will be responsible for rental payments amounts to 123,895 square feet ( $11,510 \text{ m}^2$ ), that is 133,984 square feet ( $12,447 \text{ m}^2$ ) (see paragraph 129) less 10,089 square feet ( $937 \text{ m}^2$ ) which is the

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<sup>20/</sup> This is considered by the Secretariat to be a conservative estimate since it is intended to cover the anticipated increase in extra-budgetary as well as budgetary staff.

<sup>21/</sup> Two hundred staff at 200 square feet ( $18.5 \text{ m}^2$ ) per capita.

portion of common services space to be paid for by UNDP and UNICEF. It may be estimated, therefore, that by the end of 1979, there will be a shortfall of some 162,751 square feet (15,120 m<sup>2</sup>), that is, 286,646 square feet (26,630 m<sup>2</sup>) less 123,895 square feet (11,510 m<sup>2</sup>).

141. In the view of the Inspectors, it should be possible to reduce the total space requirement by some 10,000 square feet (929 m<sup>2</sup>) by taking certain of the measures suggested in section II. For example, if all of the specialized agency liaison offices (except UNESCO, which has a special status) and Mission offices were moved from the Headquarters buildings and located in rented space (other than that rented by the United Nations in the UNDC building), this would enable the United Nations to recover more than 8,000 square feet (743 m<sup>2</sup>) of space. If certain of the other units mentioned in section II were similarly removed, if careful use were made of the conference offices to accommodate casual visitors to the United Nations on official business as suggested in section II and if use were made by casual visitors of offices being held for vacant posts and of offices of staff on leave, then it should be possible to provide the balance of the 10,000 square feet (929 m<sup>2</sup>) mentioned. In this connexion, the Inspectors wish to make it clear that they do not doubt the need for the additional 3,000 square feet (279 m<sup>2</sup>) of space mentioned in item (g) in the table in Annex IV for temporary visitors, unforeseen ad hoc groups and "turn-around" space, and they recognize the efforts made by the Secretariat to deal with this problem in most difficult circumstances. However, they consider that it should be possible to find all or most of the space at least during a good part of the year, by taking the measures mentioned above. They realize that special difficulties exist during General Assembly sessions.

142. The Inspectors believe that the possibility, mentioned in the preceding paragraph, of making greater use of offices being held for vacant posts (considerable use is already being made of these) and of offices of staff on leave, particularly home leave, warrants special attention by the Secretariat. Given the many vacancies in the Secretariat and the fact that Professional staff, who are not United States nationals, have a home leave entitlement every two years, there must be many offices vacant for many weeks throughout the year, with the possible exception of the General Assembly period. The problem is to ascertain which offices are vacant at any given moment. The Inspectors understand that many large business firms use their computers for this purpose and that the same practice is followed by UNIDO in Vienna. They understand that this would not be a costly operation for the United Nations and recommend that it be explored.

143. Assuming that it is possible to eliminate the need for some 10,000 square feet (929 m<sup>2</sup>) in the manner indicated, that the staff expansion rate during the years 1976-1979 is about 2 per cent, and that the Inspectors' recommendation mentioned in paragraph 139 above is accepted, it seems reasonable to conclude that at least 150,000 square feet (13,704 m<sup>2</sup>) of gross office space will be needed by the end of 1979, in addition to the amount of space at present occupied in the Headquarters building and, in outside premises, solely in order to accommodate additional Secretariat staff and to meet the other needs mentioned.

144. How far will existing plans for the acquisition of office space meet this requirement?

145. Although, as mentioned in paragraph 130, all the necessary decisions regarding the transfer of Secretariat units to the UNDC building had not yet been made at the time this report was drafted, and it was therefore not possible to establish a precise timetable for the occupation of the building, the Office of General Services then estimated that, barring unforeseen circumstances, the move should be completed by the autumn of 1977. If this proves to be the case, and assuming that the estimates and predictions made in the table in Annex IV, as modified above, turn out to be reasonably correct, the Secretariat estimates that it will, at the time when all the space available to it in the UNDC building has been taken up, still require something in the order of 100,000 square feet (9,259 m<sup>2</sup>) of space in addition to that in the Headquarters buildings and rented premises. At that time the United Nations will still have 30,000 square feet (2,787 m<sup>2</sup>) in the Chrysler building, where the lease does not expire until mid-1979 (see paragraph 128). And, as explained above, the requirement will have increased to some 150,000 square feet (13,704 m<sup>2</sup>) by the end of 1979.

146. UNDP and UNICEF plan to move into the UNDC building when the leases on their present premises expire in the 1975-1977 period. UNDP does not foresee any additional space requirements at Headquarters before the end of the decade. However, UNICEF has informed the Inspectors that, although it will obtain 70,000 square feet (6,503 m<sup>2</sup>) of gross space in the UNDC building, compared with 56,356 square feet (5,235 m<sup>2</sup>) in its present premises, it does not expect to have any spare space for expansion, and indeed will probably require an additional 4,000 square feet (372 m<sup>2</sup>) before 1979. This is partly because the ratio of gross to net space is higher in the UNDC building than in UNICEF's present office in the Alcoa building, and partly because in addition to an expected annual staff growth rate for the period 1974-1980 of 5 per cent, UNICEF will have to reabsorb data-processing and other personnel at present occupying office space



in the Headquarters buildings. UNICEF has informed the Inspectors that it is likely to be interested in the possibilities of obtaining additional space in a second UNDC building if this materializes (see paragraph 147 (d) below).

147. The above analysis points to the conclusion that the move into the UNDC building, due to begin next year, will by no means solve the problem of office space at United Nations Headquarters. Unless the personnel strength of the Secretariat can be stabilized after 1975 (and bearing in mind the unlikelihood (see section II) that any significant savings can be achieved by a further lowering of occupancy standards), it will become necessary to find additional accommodation by about mid-1977 and, as indicated above, by the end of 1979 the requirement will amount to a probable minimum of about 150,000 gross square feet (13,704 m<sup>2</sup>), equivalent to nearly eight floors of the Secretariat building. The theoretical possibilities from which the United Nations must choose appear to be the following:

- (a) renting space on an ad hoc and short-term basis in commercial buildings, as has been the practice during the past five years;
- (b) buying a completed building;
- (c) putting up a building on its own land, e.g. at the northern end of the present United Nations site; in this case an early decision would be desirable to permit time for planning and construction;
- (d) taking advantage of any opportunity that may present itself for acquiring additional space either in the building now being constructed by the UNDC, or in a second UNDC building if this should materialize. In this connexion, the Inspectors have been informed by a responsible official of the UNDC that the possibility exists of constructing a second building on a site adjacent to that of the building now under construction.

148. The Inspectors would expect the Secretary-General to deal with these possibilities in the comprehensive proposals concerning the future of Headquarters accommodation which they have recommended (paragraph 126) that he submit to the General Assembly.

#### IV. EXTRA-BUDGETARY STAFF

##### A. Identification, number, funding and location of extra-budgetary staff

149. In paragraph 5 of its report of 19 October 1973 on United Nations office accommodation (A/9008/Add.2), quoted in section I of this report (see paragraph 8 above), the ACABQ drew attention to the strain on the office space resources of the United Nations resulting from the expansion in recent years of Secretariat staff financed by extra-budgetary funds, and raised the question whether the cost of providing office accommodation for such staff should be borne by the regular budget or met from the extra-budgetary funds themselves. The Advisory Committee recommended that the question should be the subject of a study by the Secretary-General.

150. As also mentioned in section I above, the Fifth Committee recommended, and the General Assembly agreed at its twenty-eighth session, that the study proposed by the ACABQ should be undertaken by the Joint Inspection Unit in conjunction with the report on the question of the use of office accommodation within the United Nations system which the Unit had been called upon to submit to the General Assembly at its thirtieth session.

151. In this section, the term "extra-budgetary staff" refers to personnel employed by the United Nations but paid from sources other than the regular budget, i.e. UNDP/UNFPA Overhead Fund, Special Accounts (e.g. UNEF, UNFICYP), trust funds etc.. The Inspectors believe that this definition of the term "extra-budgetary staff" coincides with that of the ACABQ in the report referred to above. It will be noted that the definition excludes certain categories of persons occupying office space in the Headquarters building who, although they are "extra-budgetary" in the sense that they are financed from sources other than the regular United Nations budget, are not part of the United Nations Secretariat. These categories (including liaison staff of the specialized agencies and IAEA, news media personnel, contract staff, etc.) are dealt with in section II of this report. Secretariat staff who are paid from the regular United Nations budget are referred to as "budgetary staff".

152. According to information supplied by the Budget Division of the Office of Financial Services, in consultation with the Office of General Services, there were on 30 June 1967 607 extra-budgetary staff employed at the United Nations in New York, representing 12.5 per cent of the total United Nations staff. The following table analyzes the extra-budgetary staff by source of funds and shows the relative numerical strength of each fund group:

Table 7

Fund	No. of staff	Percentage of total staff
UNDP/UNFPA Overhead Fund	400	8.2
UNDP subvention for United Nations infrastructure	24	0.5
UNFPA Work Programme	63	1.3
UNEF/UNDOF	24 )	
Fund for Development Planning	18 )	
Trust Fund for Arabic Language Service	14 )	
Trust Fund for Economic and Social Information	11 )	1.9
Fund for the Environment	9 )	
World Food Programme - FAO subvention	4 )	
Special Sahelian Fund	4 )	
Miscellaneous minor funds	9 )	
United Nations staff charged, on the basis of work performed, to UNJSPF (8), UNITAR (6), UNICEF (5), UNDP (4), UNCDF (3), UNFPA (1)	27	0.6
	607	12.5
Regular budget (established posts 4,169, temporary assistance 94)	4,263	87.5
Total	4,870	100.0

3. The following table analyzes the extra-budgetary staff by individual department or office within the Secretariat.

Table 8

(1)	(2)	(3)	(4)	(5)
Department or Office	Budgetary staff	Extra-budgetary staff	(3) as percentage of (2) + (3)	(3) as percentage of total extra-budgetary staff
Economic and Social Affairs	719	351	33.0	58.0
General Services	841	81	9.0	13.0
Financial Services	149	60	29.0	10.0
Personnel Services	185	43 <sup>a/</sup>	1.9	7.0
Conference Services	1,422	22	1.5	4.0
DPI	270	18	0.6	3.0
Administration and Management	107	10	8.5 )	
UNEP	15	9	37.5 )	
Office of Secretary-General	185	8	4.0 )	5.0
Legal Affairs	95	5	5.0 )	
Other offices etc.	275	-	-	-
Total	4,263	607	-	100.0

<sup>a/</sup> Includes 34 in TARS.

154. The above table (Table 8) shows that the extra-budgetary staff employed at Headquarters is fairly widely spread throughout the Secretariat, but with a strong concentration in the Department of Economic and Social Affairs, which employs nearly 60 per cent of the total, while one-third of its own staff is extra-budgetary.

155. Further analysis of extra-budgetary staff by source of funds shows that, of the 400 staff financed by the UNDP/UNFPA Overhead Fund, 265, or two-thirds, are employed in the Department of Economic and Social Affairs which also employs 55 of the 63 staff financed by the UNFPA subvention to the United Nations Work Programme. The only other departments employing Overhead Fund staff in significant numbers are the Office of General Services (47), the Office of Financial Services (45) and the Office of Personnel Services (38).

156. As regards the location of extra-budgetary staff as of 30 June 1974, 495 (81.5 per cent of the total) worked in the Secretariat building and 39 (6.5 per cent) in other parts of the Headquarters complex. The remaining 73, representing 12 per cent of the total, were distributed among three of the outside buildings where the United Nations currently rents office space (44 at 485 Lexington Avenue, 13 in the Chrysler building and 16 in the Burroughs building). Of the total staff located in outside premises, the proportion of extra-budgetary staff is 13.6 per cent.

157. The grade pattern of the extra-budgetary staff employed at Headquarters is as follows in Table 9:

Table 9

	Overhead Fund	Other Extra-budgetary funds	Total
D.1 and above	7	<sup>a/</sup>	16
Professional grades P.1-P.5	179	61	240
General Service	214	137	351
	400	207	607

<sup>a/</sup> Includes one Assistant Secretary-General

158. During the Fifth Committee's 1973 discussion of office space utilization, referred to in paragraph 150 above, interest centred on the following aspects of the presence of substantial numbers of extra-budgetary staff at Headquarters and elsewhere in the United Nations system:

- (a) the legal basis for the accommodation of such staff in United Nations premises;
- (b) the cost of providing the accommodation in question, and who should bear it.

B. The legal basis for accommodating extra-budgetary staff

159. The Inspectors inquired concerning the legal basis for accommodating extra-budgetary staff in premises owned or rented by the United Nations. The Secretariat (Budget Division) replied that the Secretary-General is authorized, by a series of Economic and Social Council and General Assembly resolutions, mentioned in the immediately following paragraphs, to accommodate, "without charge except where clearly identifiable expenses are concerned ..., United Nations staff paid from UNDP overhead funds".

160. Economic and Social Council resolution 222 (IX), which established the Expanded Programme of Technical Assistance, states in Annex I that "the work undertaken by the participating organizations under the Expanded Technical Assistance Programme should be such as to be suitable for integration with their normal work", and that "participating organizations should also ensure the fullest use of any existing facilities".

161. General Assembly resolution 1240 (XIII), which established the Special Fund, stated that:

"The Managing Director of the Special Fund shall be assisted by a small group of officials to be selected by him or in consultation with him, on the basis of their special competence.

For other services, the Managing Director shall rely as far as possible on the existing facilities of the United Nations, the specialized agencies, the International Atomic Energy Agency, and the Technical Assistance Board. These facilities should be made available to the Special Fund without charge except when clearly identifiable additional expenses are involved ....  
(Underlining inserted.)

162. Operative paragraph 2 of General Assembly resolution 2029 (XX), which consolidated the Expanded Programme of Technical Assistance and the Special Fund into the United Nations Development Programme:

"Reaffirms the principles, procedures and provisions governing the Expanded Programme of Technical Assistance and the Special Fund not inconsistent with the present resolution and declares that they shall continue to apply to relevant activities within the United Nations Development Programme."

163. In support of its position with respect to accommodating staff paid from UNDP overhead funds, the Secretariat also stated that:

"In terms of resolutions 200 (III), 418 (V), 723 (VIII), 926 (X), 1256 (XIII), 1395 (XIV), 2029 (XX), 2349 (XXII), 2514 (XXIV), 2803 (XXVI) and 2688 (XXV), the United Nations has a mandate to execute development assistance projects on behalf of the UNDP. Thus, project execution is an integral part of the activities of the United Nations."

164. It will be noted that the foregoing explanation does not cover the provision of accommodation for extra-budgetary staff financed from funds other than UNDP overhead funds.

C. The cost of accommodating extra-budgetary staff

165. The cost of providing office accommodation for extra-budgetary staff in outside rented premises can be calculated on an approximate basis by taking the average per capita rent paid in each of the three buildings involved and multiplying it by the number of extra-budgetary staff in that building. On the basis of the situation as on 30 June, the calculation for 1974 would be as indicated in Table 10.

Table 10

(1)	(2)	(3)	(4)	(5)	(6)
Building	Total staff	Total rent (including charges) \$	Rent per capita \$	Extra-budgetary staff	Rent attributable to (5) \$
485 Lexington Avenue	326	489,558	1,500	44	66,000
Burroughs building	107	270,386	2,527	16	40,432
Chrysler building	103	386,907	3,517	13	45,721
	536	-	-	73	152,153

166. It will be noted that the calculation in Table 10 suggests an average per capita cost of \$ 2,080 for accommodating extra-budgetary staff in outside rented premises.

167. The cost of providing accommodation for extra-budgetary staff occupying space in the Headquarters buildings cannot be calculated on a rent per capita basis, as in the case of staff in rented premises, since the buildings are the property of the United Nations and no rent payments are involved. It is, of course, possible to use for extra-budgetary staff in the Headquarters buildings, the same approach as is used (see section II) to fix the rent for the liaison offices of the specialized agencies in the

Secretariat building, viz., the cost of housing the same staff in outside rented premises. This approach would mean that for the some 530 extra-budgetary staff in the Headquarters buildings, the United Nations should be reimbursed at a per capita rate of \$ 2,080 per annum, or a total per annum of \$ 1,102,400.

168. It can also be argued that, but for the presence of some 530 extra-budgetary staff, all of the 460-odd budgetary staff now located in outside premises could have remained in the Headquarters buildings, where it would not be necessary to pay rent for their accommodation. On this basis it can be contended that the cost to the United Nations of accommodating extra-budgetary staff is the total cost of renting outside premises.

169. According to a cost-measurement exercise carried out by a task force of the Consultative Committee for Administration Questions, the per capita cost in 1973 of office space and related services in the Department of Economic and Social Affairs at Headquarters which, as noted in paragraph 154 above, employs nearly 60 per cent of the total extra-budgetary staff employed at Headquarters, was as follows:

	<u>\$ per capita</u>
Occupancy, including rent of outside premises, amortization of construction loans for Headquarters buildings etc.	482
Utilities	237
Cleaning	201
Maintenance	200
	<hr/>
	1,120
	<hr/> <hr/>

45.D. Payment of the cost of accommodating extra-budgetary staff

170. In reply to the question of what proportion, if any, of the cost of office accommodation and related services and facilities provided for extra-budgetary staff was met from extra-budgetary sources, the Inspectors were informed that, in 1974, a total of \$ 163,325 was being contributed towards the cost of rented office space. This sum is made up as follows:

- (a) Direct payments by the World Population Conference (\$ 26,325), and the Sahelian Office (\$ 12,000), for office space occupied by a total of 39 staff in the premises rented by the United Nations at 485 Lexington Avenue. These

payments represented a temporary arrangement and would continue only as long as the extra-budgetary units concerned remained in being.

(The Inspectors understand that the Sahelian Office has already been wound up.)

- (b) An allocation of \$ 125,000 from the UNDP/UNFPA Overhead Fund, payable as from 1 January 1974.

171. In reply to their inquiries regarding the purpose of the \$ 125,000 allocation from the Overhead Fund and the basis on which the sum had been calculated, the Inspectors were informed that it had been decided in 1973 that, as from 1 January 1974, a contribution should be made from the Overhead Fund towards the rental costs of outside office space occupied by staff paid from that Fund. The amount of the allocation had been calculated on the basis of the proportion of the total number of extra-budgetary staff working on UNDP-financed programmes to the total United Nations staff in New York. This proportion, having been estimated at about 12 per cent, was then applied to the total amount due for rentals of outside office space in 1973, then estimated at a little over \$ 1 million. It was explained that this method of computation, and the arrangement itself, were regarded as subject to review in the light of experience and of any proposals which might result from the present study.

172. The Inspectors inquired why the proportion of total extra-budgetary staff to total United Nations staff in New York had been used to determine the contribution to be made to outside rental costs from the Overhead Fund. They were informed, in reply, that the formula had been selected as representing a reasonable compromise between two extreme positions - one in which the Overhead Fund made no contribution towards rental costs, and the other in which it paid the full costs. At the same time, it was admitted that after the formula had been decided upon, further analysis of the extra-budgetary staff in New York had shown that not all of it was financed by UNDP or working in support of UNDP-financed projects. In fact, as shown in Table 7 above, the 400 "overhead" staff (i.e. staff financed by the UNDP/UNFPA Overhead Fund) now account for only two-thirds of the total extra-budgetary staff and only a little over 8 per cent of the total United Nations staff in New York.

173. In other words, the allocation of \$ 125,000 from the Overhead Fund is more than sufficient, in terms of the rationale used to justify this allocation (see paragraph 171) to cover the rental costs attributable, on an average basis, to "overhead" staff



working in rented premises (who number only 48); indeed, if the World Population Conference and Sahelian Office staff (whose rent is paid by their respective units - see paragraph 170 above) are excluded, the Overhead Fund contribution more than covers the rental costs of all the remaining extra-budgetary staff in rented premises. The total of \$ 163,325 contributed in 1974 by the three funds represents about 15 per cent of the cost of accommodating a total of 536 staff, of whom less than 14 per cent are extra-budgetary.

174. It appears to the Inspectors that the decision to allocate part of the Overhead Fund towards meeting the cost of office accommodation for extra-budgetary staff implies acceptance of the view that the cost (whatever it may be determined to be) of such accommodation - at any rate when it has to be rented on a commercial basis - must be regarded, in the terms of General Assembly resolution 1240 (XIII), as a "clearly identifiable additional expense", to be met by the extra-budgetary fund concerned rather than provided by the Secretariat from its own budgetary resources. This conclusion would appear to be confirmed by the fact that two other extra-budgetary units - the World Population Conference and the Sahelian Office - have also been paying rent for the office space occupied by staff engaged in the execution of their respective projects; however, it is relevant to point out in this connexion that, according to information supplied to the Inspectors, the staff in question have operated as units occupying separate offices or suites of offices, whereas the other extra-budgetary staff are fully integrated with their budgetary colleagues. The question arises whether the remaining extra-budgetary funds employing staff located in premises rented by the United Nations should not also reimburse, or at least contribute to, the cost of their accommodation.

175. A second question is whether the Overhead Fund and other extra-budgetary funds should not also reimburse, or contribute to, the cost of accommodating staff employed on their behalf and working in the Headquarters building. This cost is obviously not as "clearly identifiable" as the cost of rented office space, but the CCAQ exercise referred to in paragraph 169 above shows that it can be, and has been, identified and measured.

176. Office space, including the services and facilities which go with it such as heating, electricity, etc., is only one of the many services and facilities provided by the United Nations for extra-budgetary as well as budgetary staff employed in the Secretariat, whether in the Headquarters building or in rented premises. The question

whether extra-budgetary funds should pay for, or contribute to, the total cost of accommodating staff employed on their behalf is part of the general problem of overhead costs with which the United Nations family, including the UNDP, have been concerned for some time and for which no answer has yet been found.

177. The questions referred to in the preceding three paragraphs - whether all extra-budgetary funds should pay, or contribute towards, the accommodation costs of staff employed on their behalf; whether this principle should apply to accommodation provided in the United Nations buildings as well as to accommodation in rented premises; and whether it should be extended to other facilities and services provided by the United Nations to staff financed from extra-budgetary funds - all appear to the Inspectors to raise major issues of policy on which they are not competent to make recommendations. They hope, however, that the information provided in this section will have helped to clarify the issues and to facilitate the task of those called upon to deal with them. A desirable outcome of any discussion of the question of extra-budgetary staff at the policy level would be the formulation of precise and comprehensive instructions to the Secretary-General regarding the facilities and services which he should or should not provide to such staff at the expense of the regular budget.

V. SUMMARY OF PRINCIPAL CONCLUSIONS, SUGGESTIONS AND RECOMMENDATIONS

A. Occupancy of the Secretariat building

1. The Secretariat building which now accommodates about 3,700 persons, is "over-occupied" in terms of approved occupancy standards. Professional staff generally have adequate accommodation and indeed it should be possible to recover a very small amount of space by "doubling-up" certain junior Professionals. The overcrowding relates primarily to General Service staff and is serious in some areas. The Inspectors believe that in order to correct this situation, the occupancy of the building should be reduced to about 3,500 persons (paragraph 24).

B. Occupancy of the Secretariat building by non-Secretariat staff

2. The occupancy of the Secretariat building by certain personnel other than Secretariat staff gives rise to questions relating to the appropriateness of such occupancy. In the view of the Inspectors, it would be appropriate to move certain units, particularly the liaison offices of FAO, WHO, IAEA and IMF into outside rented space (paragraphs 25-61, particularly paragraphs 38-42).

3. The occupancy of the Secretariat building by certain personnel other than the Secretariat staff also gives rise to questions relating to the payment of rent for such occupancy. The Inspectors believe that there should be a more clear and consistent rental policy applied as among non-Secretariat units in the Secretariat building at Headquarters and as between Headquarters and the Geneva Office. They recommend a review of the rentals paid at Headquarters by the FAO, WHO, IAEA and IMF liaison offices (if these offices remain in the Secretariat building), Thomas Cook and Son, the Chemical Bank New York Trust Company and the United Nations Credit Union. They recommend a review of the rentals paid at the Geneva Office by Thomas Cook and Son and the news agencies there. They also recommend a review of certain cases in which no rent is paid, namely, the Joint Staff Pension Fund and the news agencies at Headquarters and Lloyds Bank International Limited at the Geneva Office. In the case of the news agencies both at Headquarters and the Geneva Office, the review should also cover the practice of providing furniture, typewriters and certain facilities free of charge (paragraphs 25-61).

C. Occupancy standards in the Secretariat building

4. With one exception, the formal occupancy standards in the Secretariat building appear to be satisfactory and in line with the standards at the Geneva Office and the specialized agencies in Geneva. The exception relates to the fact that, except in the

Departments of Conference Services and Administration and Management, Professional staff regardless of grade, generally have individual offices. The Inspectors believe that, to the extent that functions permit and adequate offices are available, P.1-P.3s should be "doubled-up", particularly in 144 square foot (13.4 m<sup>2</sup>) exterior offices. The Office of General Services agrees with this position and in the past has attempted to implement it but with only limited success. The Inspectors recommend that renewed efforts be made although they recognize that probably only a small amount of space, perhaps some 2,500 square feet (231 m<sup>2</sup>) can be recovered in this way (paragraphs 72-79).

5. Although the formal occupancy standards for General Service staff are satisfactory, these standards are not being observed in a number of areas and, as mentioned in paragraph 1 of this section, serious overcrowding of General Service staff has resulted in certain of those areas. The Inspectors believe that the situation should be rectified no later than 1975 when the UNDC building will be ready for occupancy and they understand that the Secretariat is in agreement with this position. They see no way to provide the space necessary to relieve the overcrowding of General Service staff other than to reduce the occupancy of the Secretariat building from about 3,700 to about 3,500 persons (paragraphs 80-88).

D. Occupancy of other Headquarters buildings

6. As of 30 June 1974 there were some 1,547 persons occupying space in the General Assembly, Conference and Library buildings and the various basements. The Inspectors visited most of the occupied areas in these buildings and are convinced that no significant additional number of persons can be accommodated in them. They believe that the Secretariat should be highly commended for the ingenuity displayed in making use of much of this space (paragraphs 89 and 104).

E. Occupancy of other Headquarters buildings which gives rise to questions

7. The occupancy of the space mentioned in the preceding paragraph by certain units gives rise to questions concerning the appropriateness of such occupancy. In the view of the Inspectors, it would be appropriate to move the offices of certain Missions to the United Nations and perhaps other units from the Headquarters buildings (paragraphs 91-103).

8. The occupancy of the General Assembly, Conference and Library buildings and the basements by certain non-Secretariat units also gives rise to questions relating to rent similar to those arising from the occupancy of the Secretariat building by certain

non-Secretariat units. The Inspectors believe that if, despite the recommendation mentioned in the preceding paragraph, the offices of certain Missions to the United Nations remain in the Headquarters buildings, an appropriate rent should be charged for the space occupied. They believe it also might be proper to charge a nominal rent to the Association of Former International Civil Servants (AFICS) if its office remains in the Headquarters buildings. They suggest that the rental paid by the United Nations Co-operative store should be reviewed and that the Service Station which is operated by the Co-operative should pay an appropriate rent, at least if it makes a profit (paragraphs 91-103).

F. The use of Conference offices "attached" to the Council chamber and Conference rooms

9. The Inspectors believe that the conference offices "attached" to the Council chambers (except that of the Security Council) and to the large conference rooms should be used to the extent possible to accommodate casual visitors coming to Headquarters on official business (paragraphs 107-110).

G. Rented premises occupied by the United Nations

10. As of 30 June 1974, the United Nations was leasing 144,820 gross square feet (13,454 m<sup>2</sup>) of office space at four locations and paying a total annual rental of \$ 1,332,869 for this space which was occupied by 660 staff. The leases expire on various dates during the period 1974-1979, the last expiration date being 31 July 1979 (paragraphs 111-113).

H. Space leased in the United Nations Development Corporation (UNDC) building for occupancy commencing in 1975

11. On 21 June 1974, the United Nations entered into a ten-year lease with the UNDC for 332,833 gross square feet (30,920 m<sup>2</sup>) of office space in a building now being constructed across the street from the Headquarters buildings on the corner of First Avenue and 44th Street. The United Nations has agreed to sub-lease 198,849 gross square feet (18,473 m<sup>2</sup>) of this space to UNDP and UNICEF. Thus the United Nations itself will have only 133,984 gross square feet (12,447 m<sup>2</sup>) in that building, or 10,836 gross square feet (1,007 m<sup>2</sup>) less than it is now occupying in rented premises. The United Nations will commence to occupy this space in the UNDC building in the fall of 1975 and will increase its occupancy there as other outside leases expire or additional space is required for other reasons. It is expected that the United Nations will complete the

occupancy of this space in the UNDC building by 1977. Prior to that date, it will pay rent to the UNDC only for the space which it occupies (paragraphs 114-118 and 129).

I. Space management and planning at Headquarters

12. The Assistant Secretary-General, Office of General Services, has the primary responsibility for the management of office space at Headquarters and for the planning to meet future space requirements in New York. In his Office, the Buildings Management Service has the responsibility for day-to-day management and planning (paragraph 120).

13. For a variety of reasons, the management of space at Headquarters and particularly the planning for future needs has left something to be desired. These reasons include the need of the Office of General Services to oversee the planning and construction of United Nations buildings in other parts of the world, the fact that proposals of the Office of General Services with respect to the utilization of space are often resisted, the difficult financial position of the Organization which has created pressures leading to overcrowding in the Secretariat building, the reluctance of staff and unit heads to move into outside rented space some distance from Headquarters and the lack of an overall policy at Headquarters, or one which applies both to Headquarters and Geneva, with respect to the occupancy of Headquarters buildings by non-Secretariat units and the payment of rent for such occupancy. However, the principal deterrent to effective planning to meet future space requirements at Headquarters has been the lack of certainty on the part of the Secretariat as to the intentions of the General Assembly concerning the expansion at Headquarters and the manner in which expansion, if any, was to be accomplished (paragraphs 121-126).

14. The Inspectors believe that the General Assembly should take a decision as to the future of Headquarters accommodation which will enable the Secretariat to plan intelligently for future requirements. As a basis for this decision, the Secretary-General should prepare comprehensive proposals which will take account of the ACABQ recommendation in 1969 "that the problem of accommodation at Headquarters should be looked at in the overall context of the development of the United Nations projected over the next 20 years". The Assembly's decision might be taken at its thirtieth session if well thought-out proposals can be prepared by that time and if the Fifth Committee will have adequate time at that session to deal with the matter (paragraph 126).

15. The Inspectors also suggest that the Secretary-General and the Under-Secretary-General for Administration and Management should endeavour to strengthen the hand of the Office of General Services in the matter of space management and should consider the possible need to strengthen the Buildings Management Service (paragraphs 120 and 127).

J. Future Prospects

16. The acquisition by the United Nations (together with UNDP and UNICEF) of space in the UNDC building now under construction, and due to be occupied in stages as from the end of August 1975, will make possible the concentration, in the Headquarters buildings or in premises conveniently close to them, of much of the staff at present scattered among four different outlying buildings. This will have obvious advantages in terms of efficiency and reduced costs of messenger and security services. The rent per square foot payable for the UNDC office accommodation (including charges for essential services) will compare favourably with the average rent now being paid for outside accommodation, and since the basic rent of \$ 7.00 per square foot is fixed for the duration of the ten-year lease, this comparison is likely to remain favourable, and perhaps become more so, as time goes on. No decision has yet been taken as to the Secretariat units to be housed in the UNDC building and the Inspectors recommend that as much as possible of the Department of Economic and Social Affairs, and particularly those of its units which have a close operational relationship with UNDP, be located in that building.

17. The rental of space in the UNDC building has not solved the office accommodation problem at Headquarters. Staff increases already authorized and those that can be expected on the basis of an assumed annual staff growth rate of 2 per cent for the four-year period 1976-1979 (a figure substantially below previous estimates) will mean that, by the time the move into the UNDC building is completed, probably in the Autumn/fall of 1977, something in the order of more than 100,000 square feet (9,259 m<sup>2</sup>) of outside space will be required in addition to that now reserved in the UNDC building. The size of this "space gap" will depend on a number of variable factors, but on present indications it does not seem likely to amount to less than about 150,000 square feet (13,704 m<sup>2</sup>) - the equivalent of nearly eight floors in the Secretariat building - by the end of 1979. Alternative possibilities for meeting this requirement appear to be (a) renting space on an ad hoc and short-term basis in commercial buildings, (b) buying a completed building, (c) erecting an additional building on the Headquarters site and (d) renting additional space in the present or a second UNDC building. The Inspectors would expect the Secretary-General to deal with these possibilities in his comprehensive proposals (see paragraph 14 of this section) to the General Assembly (paragraphs 128-148).

K. Extra-budgetary staff

18. A section on extra-budgetary staff has been included in this report at the request of the General Assembly. Such staff are defined as "personnel employed by the United Nations but paid from sources other than the regular budget, i.e. UNDP/UNFPA, Special Accounts (e.g. UNEF, UNFICYP), trust funds etc.". According to information supplied by the Budget Division, there were, on 30 June 1974, 607 extra-budgetary staff, as defined, employed in the Secretariat, representing about 12.5 per cent of the total Headquarters staff. Four hundred, or about two-thirds of the total of extra-budgetary staff, were paid from the UNDP/UNFPA Overhead Fund, and the remaining 207 from a variety of other extra-budgetary sources; 534 extra-budgetary staff were accommodated in the Headquarters buildings (mainly in the Secretariat building); the remaining 73 occupied space in outside premises rented by the United Nations (paragraphs 149-157).

19. In reply to their inquiries regarding the legal basis for providing office accommodation for extra-budgetary staff, the Inspectors were referred to Economic and Social Council resolution 222 (IX), establishing the Expanded Programme of Technical Assistance (EPTA); to General Assembly resolution 1240 (XII), establishing the Special Fund; to General Assembly resolution 2029 (XX), which consolidated EPTA and the Special Fund into the United Nations Development Programme; and to other General Assembly resolutions requiring the Secretary-General to carry out programmes in various fields of technical assistance. The Inspectors note, however, that the legislation referred to does not cover the provision of facilities for extra-budgetary staff other than that financed from the UNDP Overhead funds (paragraphs 159-164).

20. As regards the cost of accommodating extra-budgetary staff at Headquarters, the Inspectors were informed that it had been decided, as from 1 January 1974, to allocate \$ 125,000 from the UNDP/UNFPA Overhead fund towards the cost of accommodating extra-budgetary staff in rented premises. In view of the fact that two of the extra-budgetary units occupying space in the premises concerned were paying their own rent, the \$ 125,000 more than covered the net cost to the United Nations for 1974 of accommodating extra-budgetary staff in rented premises. However, the question remains whether extra-budgetary funds other than those of the UNDP/UNFPA should pay, or contribute to, the cost of accommodating their personnel in rented premises. Further questions which arise are whether the same principle should also be applied to staff occupying office space in the Headquarters buildings; and whether the cost of the numerous other facilities



and services provided for extra-budgetary staff, and paid for from the regular budget should also be charged to the extra-budgetary funds concerned (paragraphs 165-176). All three questions raise issues which can be resolved only at the policy level. It is desirable that the Secretary-General should be given comprehensive and precise instructions regarding the provision of facilities and services to extra-budgetary staff (paragraph 177).

Annex I

NEWS AGENCIES WHICH PAY RENT FOR THE OCCUPANCY OF  
OFFICE SPACE IN THE PALAIS DES NATIONS  
AS OF 30 JUNE 1974

Agence EFE, Madrid  
Agence France-Press/AFP, Paris  
Agence Télégraphique Suisse/ATS, Berne  
Allgemeiner Deutscher Nachrichtendienst/ADN, Berlin  
Associated Press/A.P., New York  
Dow-Jones Economic Report  
Chine Nouvelle, Pékin  
Deutsche Presse Agentur/DPA, Hamburg  
Reuters, Londres  
TASS (Telegraphic Agency of the Soviet Union) Moscow  
United Press International/UPI, New York  
Figaro, Paris  
Financial Times, London  
France-Soir, Paris  
Informations laitières, Besançon  
National Zeitung, Bâle,  
Neues Deutschland, Berlin  
Newsweek, New York  
New York Times  
O Globo, Rio de Janeiro  
Revue de Défense Nationale, Paris  
La Suisse, Genève  
Der Telegraaf, Amsterdam  
Time-Magazine, New York  
O.R.T.F., Paris  
Radiodiffusion allemande/ARD, Stuttgart  
Radio Luxembourg  
Radio/TV hollandaise/AVRO, Hilversum  
RIAS, Berlin  
TV Globo, Rio de Janeiro

## Annex II

### QUESTIONS AND ANSWERS CONCERNING THE POSSIBLE FURTHER DOUBLING UP OF P.1-P.3 STAFF IN 144 SQ.FT. (13.4 M<sup>2</sup>) OFFICES IN THE SECRETARIAT BUILDING

#### Question by Inspectors:

"In general, P.1s, P.2s and P.3s at Headquarters occupy individual offices 3.9 sq.m. (96 sq.ft.) in size. Is it possible, taking their functions into account, to double up at least some of these staff members in what are now considered to be P.5 offices which are 13.4 sq.m. (144 sq.ft.) in size? Would this not be consistent with the practice in the new building in Geneva where grades P.1 and P.3 are, in general, expected to double up, some (primarily in the language services) in offices only about 13 sq.m. in size? How many P.1s, P.2s and P.3s are there in New York and what is the estimate of what percentage of these could be doubled up on the basis of their functions?"

#### Answer by Secretariat:

"The answer to this question has many aspects:

- A. It seems to imply that, what are now considered to be P.5 offices (13.4 sq.m. - 144 sq.ft.) are not being properly used and that they should be used to house P.1s through P.3s. It is our considered opinion that an office of 13.4 sq.m., or 144 sq.ft. is not an unreasonable allocation for a P.5, whether supervisory or not. In this opinion we are sustained, not only by past practice in New York, but by the standards applied in ILO, WHO, United Nations in Geneva and UNIDO in Vienna.
- B. Apart from the above, if offices of 13.4 sq.m. - 144 sq.ft. were available, it is agreed that if the functions of staff at the P.1-P.3 level permitted, they could share an office.
- C. The statement in B above assumes that the office was in the physical area where the P.1-P.3s were required to work.
- D. It is agreed that the practice in Geneva (of P.1s-P.3s doubling up, primarily in the language services), follows the practice in New York where this policy has always existed, particularly in the language services. It should be noted that it even includes a number of P.4s.
- E. The number of P.1s, P.2s and P.3s in New York is approximately 926. We are not now able to report how many of these are already doubled up, or of those occupying individual offices, how many might be doubled up. We have made the following analysis of the situation on a general basis in the Secretariat building (that is, we have not endeavoured to make a detailed study of each post) and our figures indicate the following position:

1.	Staff - P.1-P.3	926
2.	Deduct:	
	(a) Staff in Conference and General Assembly Building	32
	(b) Staff in Library Building	51
	(c) Staff in rented premises	70
	(d) Staff in Department of Conference Services who are already doubled up to maximum	365
	(e) Professional trainees - regular offices are not assigned	<u>26</u>
		544
3.	Net	382
4.	Staff already doubled up (outside of Department of Conference Services) estimated at 10%	38
5.	Staff who require individual offices because of their functions - estimated at 40%. For example in Protocol, Personnel, OPI and OGS, 38 staff require individual offices due to their functions	<u>153</u>
		191
6.	Net	191
7.	Assuming these 191 staff now occupy individual offices of 9 m <sup>2</sup> (96 sq.ft.) and that they could be doubled up in offices of 13.4 m <sup>2</sup> (144 sq.ft.) there would be a saving of 2.2 m <sup>2</sup> (24 sq.ft.) per staff member or a total of 426 m <sup>2</sup> (4,584 sq.ft.). This saving, of course, is entirely theoretical since it depends upon the unlikely assumptions that:	
	(a) the proper number of staff would be available in the various units to permit the optimum sharing of offices	
	(b) the space available in terms of the building module would permit the optimum doubling up	
	(c) under-utilized offices of three or more window modules were available and were in a suitable location	

It is doubted that in practice these conditions would be met more than half of the time and thus the actual saving of space would be far less than 426 m<sup>2</sup>."

Question by Inspectors:

"How many 13.4 sq.m. offices could be made available, without further partitioning, for the doubling up of P.1-P.3 staff? How many such offices are occupied today by P.4s and P.5s who are not chiefs of sections? Could not such P.4s and P.5s be placed in 8.9 sq.m. offices and their present offices made available for doubling up on P.1-P.3 staff?"

Answer by Secretariat:

"An answer to the first part of this question will involve an extensive study since it requires the identification of 13.4 sq.m. offices which could be considered to be under-utilized, and which are in proximity to where P.1 to P.3 staff are occupying individual offices. It is doubted that, during this period of transition when so many space changes are being planned for early implementation, such a study would justify the time and effort. We will, of course, expend the man-hours if the Inspectors confirm the need.

As in the previous part of this question, the number of P.4s and P.5s who are not Chiefs of Sections is not a figure maintained. We can, of course, develop it but we would suggest that for the purposes of the Inspectors the answer would not be very informative. For example, a P.4 Personnel Officer in New York is not a Chief of Section but he also needs a private office. Similar examples can be multiplied.

Finally, while it is agreed that most, if not all, non-supervisory P.4s can be placed in offices of 9 sq.m. at Headquarters, it is the opinion of the Secretariat that an office of 13.4 sq.m. is a reasonable allocation for a P.5."

Question by Inspectors:

"How feasible and how costly would it be to create, by partitioning more 13.4 sq.m. offices to be used for double occupancy by P.1s to P.3s?"

Answer by Secretariat:

"In our judgement, it is not feasible to initiate a programme of partitioning 13.4 sq.m. offices simply for the theoretical purpose of providing space into which to double up P.1s to P.3s. In the course of new space re-allocation, such changes, where feasible, will be implemented. Such space utilization, however, depends both on the possibility of assigning staff of the appropriate grades to the offices created and also to the possibility of creating the proposed offices within the building module."

Annex III

DETAILED ANALYSIS, BY OCCUPANCY UNIT, OF THE UTILIZATION OF SPACE,  
AS OF 30 JUNE 1974, IN THE GENERAL ASSEMBLY, CONFERENCE  
AND LIBRARY BUILDINGS AND IN THE BASEMENTS

(a) Visitors Service

	Established posts	Other	Total
Administration, Public Inquiries and Public Services Units	30		30
Guides		50 <sup>a/</sup>	50
Total	30	50	80

a/ Maximum at one time. These are not established posts.

The permanent staff of 30 are located in 12 interior offices in the General Assembly Concourse (first basement) and the guides are provided one large lounge with lockers.

(b) Publishing Service

	Established posts	Manual workers	Total
Co-ordination Unit	9		9
Reproduction Section	126	4	130
Distribution Section	65	16	81
Total	200	20	220

The Co-ordination Unit (9 staff) is located in one large interior office in the second basement. In the Reproduction Section, 8 staff members are accommodated in 5 interior offices and the remainder in the workshop areas.

The Distribution Section has 16 staff working in offices (Office of the Chief and Meeting Services - 8, Stock Control Unit - 4, and Addressograph Unit - 4), the remainder in various open workshop areas. An increase of some 24 staff in the Reproduction Section (not included in the above figures) has been approved for the 1974-1975 biennium for the additional workload in Arabic and Chinese documentation.

(c) Buildings Management Service

	Established posts	Manual workers	Contractual personnel	Total
Security and Safety (excludes staff in outside rented premises)	220	2		222
Maintenance and Operations	3	111	235 <sup>b/</sup>	349
Total	223	113	235	571

b/ Electrical contractor - 35 staff, and cleaning contractor - 200 staff.

In the Security and Safety group, 28 staff work in 6 offices on the ground floor of the Conference building and the remainder do not occupy space except for locker facilities. Approximately 119 security officers are on duty at one time during regular working hours; at other times coverage is not as extensive. There are two large and one small common locker rooms for the security officers located in the basements.

The Maintenance and Operations staff, with the exception of 4 supervisors who are located in two offices in the third basement, work in 9 workshops or, as their duties require, throughout the Headquarters complex. Eight manual workers are on shifts and one is stationed in the Long Island City warehouse. The contractual personnel are provided with one interior office, lockers and storage space.

(d) Purchase and Transportation Service

Established posts	Manual workers	Total
6	49	55

All of the above staff are located in 4 workshops in the third basement as follows:

- (i) Typewriter Repair Unit: 11 staff in one shop, wherein only 3 work at desks and 8 work at benches, repairing typewriters and other office equipment.
- (ii) Shipping Unit: 6 staff in one large workshop wherein one staff member occupies a small cubicle with a desk and 5 work in an open area preparing local and overseas shipments.

- (iii) Receiving and Local Transportation: 26 staff in one large area wherein 7 staff work at desks in 2 cubicles and 19 staff work in the open area, receiving and transporting materials.
- (iv) Stockroom: 12 staff are located in one large open area. Six staff members work at desks in 2 cubicles and the remaining 6 work in the stockroom issuing supplies.

Two staff members of the above groups work on the night shift.

(e) Verbatim Reporters and Typists

	Established posts	Total
37 Reporters) 30 Typists )	67	67 <sup>c/</sup>

c/ Excludes additional staff provided for General Assembly - estimated at 25.

Sixty-six verbatim reporters and typists are all located in seven large offices, of which six are in interior space on the first floor of the Conference building. The Chief has a small interior office of 140 square feet (13 m<sup>2</sup>). During the General Assembly sessions when additional staff are recruited, the only way that the staff can be accommodated is to convert some of the smaller conference rooms to office use.

(f) Library

Established posts	Manual workers	Total
143	10	153

Of the total of 153 staff, 97 staff occupy 35 offices of various sizes and the remainder (56) are working at desks or otherwise in open areas.



(g) Secretariat of ACABQ

Established posts	Chairmen	Total
6	1	7

This group is accommodated entirely in regular office space. The Chairman of the ACABQ, 3 Professional officers and one G-5 occupy individual offices and 2 General Service staff are in an open area along with the documentation files.

(h) Telecommunications Section, Communications, Archives and Records Service

Established posts	Contractual personnel	Total
16	75 (average)	91

This group works in various technical areas, workshops and stockrooms. Of the total, 6 staff members are assigned to 2 exterior offices, 2 staff are in one interior office, 8 staff work in interior operational space and 2 supervisors of the contractual personnel are accommodated in one interior office. The balance of the contractual staff, of course, work throughout the conference area wherever their duties require.

(i) Commercial Management Service

	Established posts	Temporary staff	Total
United Nations Postal Administration	39	41	80
Garage Administration	2		2
Total	41	41	82

The Postal Administration staff, with the exception of the Chief and the supervisors are located in 5 large interior rooms on the first and second levels of the General Assembly building and are working at desks in open areas. The Chief of the Postal Administration and 6 supervisors are located in individual offices in interior space.

The 2 staff members in the Garage Administration Unit occupy one interior office in the first basement of the Conference building.

(j) Office of Public Information

	Established posts	Total
Radio and Visual Services	25	25
NGO Lounge	2	2
Total	27	27

The staff of the Radio and Visual Services are accommodated as follows:

- 4 Visual Film Library )
- 2 Audio - Tape Library ) Similar to storerooms
- 11 Television and Film (5 offices)
- 4 Film Editing (4 interior cubicles)
- 4 Film Editing (1 large office: C-304-A)
- 25

Two staff members are located in the NGO Lounge on the first floor of the Secretariat building.

(k) Miscellaneous

- (i) Group A - Units located in the chambers between the conference rooms and in the south end of the Conference building (excludes units located in basement levels of all buildings) d/

Some 84 persons are accommodated in these areas which include the Chinese, French and United Kingdom delegations, WFUNA, UNICEF, AFICS, news agencies and UNHCR. There are 32 offices in use, 19 of which are exterior rooms and 13 interior offices which also provide for files and documents storage for these groups.

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d/ The Film Unit of OPI located in Room C-304-A is excluded since it is covered in the listing under Office of Public Information.

(ii) Group B - Comprises mainly contractual personnel operating the various revenue-producing activities and related services located in the different basement levels of the Headquarters complex

	Location	No. of staff
UN Post Office station	1st Basement level, Secretariat building	7
UN Co-op. (includes sales area, 3 small interior offices and storage space)	1st Basement level, Secretariat building	8
Co-op. storeroom	3rd Basement level, South Parking	-
Service Station	3rd Basement level, Conference building	4
Gift Centre (includes interior office, storage space and sales area)	1st Basement level, GA building	35
Bookshop (includes storage space)	1st Basement level, GA building	11
Coffee Shop	1st Basement level, GA building	18
Souvenir Shop (includes interior office and storage space)	1st Basement level, GA building	27
Total number of staff		110

Of the total of 110 persons listed above some are working in 5 small interior offices and the remainder in the sales shops and other work areas.

JANUARY 1974-DECEMBER 1979  
EXPRESSED IN GROSS SQ. FT. FOR RENTAL PURPOSES AT 200 SQ. FT. PER PERSON  
(WHICH INCLUDES SPECIAL USE AREAS)

	1974	1975	1976	1977	1978	1979	Total
	(sq. ft.)	(sq. ft.)	(sq. ft.)	(sq. ft.)	(sq. ft.)	(sq. ft.)	(sq. ft.)
(a) <u>Staff increases 1974/1975 - Regular and Extra-budgetary:</u> 1974 - 52 regular budget plus 32 extra-budgetary = 84) Total 131 1975 - 52 regular budget minus 5 extra-budgetary = 47) (Excludes Chinese and Arabic staff)	16,800	1,400 <sup>a/</sup>	-	-	-	-	18,200
(b) <u>Existing vacancies</u> <sup>b/</sup> Approximately 20 staff require additional space (ESA)	4,000	-	-	-	-	-	4,000
(c) <u>Transfer of Human Rights Division to Geneva</u> (9,000 sq. ft. net usable = 12,000 sq. ft. gross)	(12,000)	-	-	-	-	-	(12,000)
(d) <u>Additional Chinese Language staff</u> <sup>c/</sup> 1974 - 30 staff; 1976/1977 - 34 staff	6,000	-	3,400	3,400	-	-	12,800
(e) <u>Law of the Sea Conference Secretariat</u> <sup>d/</sup>	5,600	-	(5,600)	-	-	-	-
(f) <u>Additional Arabic Language staff</u> <sup>e/</sup> 1974 - 139 staff (110 other staff to be moved to rented premises)	22,000	-	-	-	-	-	22,000
(g) <u>Office space for transient VIP's, etc.</u> <sup>f/</sup> Estimated 15 persons (additional reserve)	3,000	-	-	-	-	-	3,000
(h) <u>Estimated minimal normal expansion</u> 60 staff annually for 1976-1979	-	-	12,000	5,700 <sup>g/</sup>	12,000	12,000	41,700
(i) <u>Common services - (UNDC building)</u> UN prorated share	-	4,300 <sup>h/</sup>	-	-	-	-	4,300
(j) <u>Contingency - Unforeseen requirements</u> <sup>i/</sup> Includes regular and extra-budgetary funded posts - 20 in 1974 and 1975 and 15 annually for 1976-1979	4,000	4,000	3,000	3,000	3,000	3,000	20,000
<b>Grand total</b>	<b>49,400</b>	<b>9,700</b>	<b>12,800</b>	<b>12,100</b>	<b>15,000</b>	<b>15,000</b>	<b>114,000</b>

a/ Total required 9,400 sq. ft. gross less 2,200 sq. ft. gross for recovery of space for Sahelian group (ref. A/C.5/1534, para. 8) and less 6,000 sq. ft. gross for recovery space World Population Conference staff.

b/ Of a total of 80 vacancies approximately 20 cannot be absorbed within existing allocation of space.

c/ Ref. Doc. A/9008/Add.5 and discussion Budget Division (includes only personnel requiring office space).

d/ Estimated 28 staff, Conference Room and Common Services for 1974/1975. Recovery of space possibly in January 1976.

e/ Ref. A/C.5/1564 and approval Budget Division. Permanent staff 67 and GA 72 - total 139. Includes only personnel requiring office space. Staff to remain in Headquarters building, hence, due to low per capita utilization, only 110 staff to be relocated.

f/ In addition to present small reserve and space to be vacated by Scientific Committee on Radiation and UNROB (estimated 6,000 sq. ft.).

g/ Total 12,000 sq. ft. gross less recovery of space (January 1977) of Human Settlements Conference Fund of 6,300 sq. ft. gross.

h/ Figure tentative - net usable of 3,200 sq. ft. = 4,300 sq. ft. gross.

i/ i.e., Energy Fund - 1974/1975; World Fertility Survey and EDP Project (1974) and similar requirements from 1975-1979.