

## **Medium-term strategic plan, including Proposed programme budget 2010–2011**

### **Safety and security of staff and premises and the Capital Master Plan**

#### **Report by the Director-General**

1. The Executive Board at its 124th session noted the report of the Programme, Budget and Administration Committee,<sup>1</sup> which had commented that WHO's ability to implement its health programmes depended on a safe and secure working environment for its staff. The Executive Board further noted that the Committee had expressed disappointment that the Organization was unable to comply with the United Nations Minimum Operating Security Standards (MOSS) and to finance the activities related to safety and security of staff and premises.
2. In the light of the above and recognizing that both safety and security of staff and premises are mutually reinforcing complements of the goal of enabling the effective and efficient conduct of WHO activities, the Executive Board requested the Secretariat to prepare a document on the issue of safety and security and the Capital Master Plan for consideration by the Health Assembly in May 2009.
3. This report summarizes the current safety and security context in which the Organization operates, and highlights the measures that need to be taken to promote, improve and enhance the safety and security of WHO staff and premises, including the provision of a long-term sustainable financing mechanism in support of these measures.

#### **THE CURRENT SAFETY AND SECURITY CONTEXT**

4. At its first and second sessions of 2008, the United Nations System Chief Executives Board for Coordination (CEB) undertook detailed discussions on the rapidly evolving security environment and the increasing challenges for the safety and security of United Nations and humanitarian personnel. While recognizing the guiding principle of "no programme without security" (i.e. the need to strike an appropriate balance between staff exposure to risks and the need to deliver crucial operations in adverse conditions), it noted the present reality that the danger was growing faster than the reaction – not only for the United Nations system, but for the broader humanitarian community – and that this widening gap had to be filled urgently. It further acknowledged that the situation had continued to deteriorate significantly, and United Nations personnel were now targets of deliberate attacks by extremists and armed groups in an increasing number of areas where United Nations system

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<sup>1</sup> Document EB124/2009/REC/2, summary record of the first meeting, section 6.

organizations operate. The attacks in Baghdad on 19 August 2003 and in Algiers on 11 December 2007 were tragic confirmations of this disturbing trend, which had continued throughout 2008.

5. WHO recorded a total of 120 security incidents involving staff members in 2007 alone. Most took place in the African and Eastern Mediterranean regions. In 2007, a driver was shot dead in Ethiopia while on duty, two local staff were shot at and seriously injured in Pakistan, and one international staff member died in a plane crash. The trend for 2008 was equally worrisome – two WHO employees were seriously wounded during two separate shooting incidents in Somalia, two WHO staff members who were part of a United Nations convoy were killed during a suicide attack in Afghanistan, two WHO employees were taken hostage in Pakistan and one WHO driver was kidnapped and later released in Yemen. In addition to such serious incidents, each year, a number of WHO staff are victims of assaults, robberies, car jackings, death threats, thefts and residence break-ins.

6. To date, WHO's increased and active presence in an increasingly challenging global environment has not been followed by a commensurate increase in terms of safety and security resources.

7. In 2004 MOSS were introduced for all United Nations programmes, funds and agencies. Regrettably, it has to be reported that currently WHO is one of the agencies of the United Nations system least compliant with the Standards. It is estimated that WHO is only 60% MOSS compliant.

## **CURRENT STATUS OF FUNDING FOR SAFETY AND SECURITY OF PERSONNEL AND PREMISES**

8. In WHO, there are four types of safety and security expenditures borne by the Organization, which can be summarized as follows.

(a) Cost-shared security expenditures at the global level: these are the contribution to the United Nations Security Management System made by participating entities and cover the staff and operational costs of the United Nations Department of Safety and Security both in New York and in the field. In 2008, these costs amounted to US\$ 6.5 million.

(b) Cost-shared security expenditures at the country level: these are the contribution to the country-specific security budget which may include the costs for the following: MOSS compliance for common premises, radio operators, communication equipment and any other security needs deemed as common and therefore shared. In 2008, these costs amounted to US\$ 5.8 million.

(c) Agency-specific security expenditures at the country level: these vary from country to country and may include costs for the following: MOSS compliance in locations where WHO is accommodated in its own premises, Minimum Operating Residential Security Standard compliance for staff and any other security needs deemed as agency-specific at a given location. In 2008, US\$ 3 million was spent on compliance with these two sets of Standards.

(d) Costs and capital investments related to the safety and security of premises. These costs are included in the Capital Master Plan. It is to be noted that WHO accommodates its staff in property that is owned, occupied on a cost-shared basis, rented commercially or provided rent free by Member States. The conditions of accommodation vary greatly and often do not match the Organization's needs in terms of space, safety, security and environmental standards. The

Executive Board at its 120th session further noted that considerable additional investment would be required over time to ensure that buildings, equipment and systems met the aforementioned standards.<sup>1</sup> In the current biennium, although there is a total of US\$ 23 million worth of capital projects included in the Capital Master Plan, only US\$ 4.2 million is available to implement these.

9. With regard to cost-shared security expenditures at the global level, the Secretary-General will be submitting to the General Assembly at its sixty-fourth session in 2009 a comprehensive plan for a strengthened and enhanced system-wide security management system.<sup>2</sup> This plan will inevitably result in an increase in WHO's cost-share expenditure at the global level. Currently these costs are centrally funded and managed by a per-employee levy through the payroll in order to spread costs evenly across programmes.

10. With regard to cost-shared security expenditures and agency-specific security expenditures at the country level, these remain largely unfunded and costs are borne where possible by the country office budgets or failing that by the respective Regional Office budget.

11. Lastly, the costs for the safety and security of premises are covered, funds permitting, by the Real Estate Fund and any other source deemed appropriate. It is to be recalled that in response to the request made by the Executive Board at its 115th session,<sup>3</sup> the Secretariat had elaborated a 10-year Capital Master Plan for the period 2008–2017 that offered a strategic and integrated approach to managing and maintaining the Organization's physical infrastructure and helped to ensure that capital projects addressed operational needs, organizational objectives, safety and security concerns while remaining cost-effective.

12. The Capital Master Plan was welcomed and noted by the Health Assembly in May 2007,<sup>4</sup> as it had been earlier in the year by the Executive Board. The Board, however, had not accepted the idea of a separate appropriation resolution.<sup>5</sup> The Plan, therefore, remains substantially underfunded.

13. As reported by the Director-General to the Executive Board at its 115th,<sup>6</sup> 117th,<sup>7</sup> 120th<sup>8</sup> and 124th sessions,<sup>9</sup> in the absence of a long-term sustainable funding mechanism for safety, security and capital investments, it is increasingly difficult for the Organization to mitigate risks and guarantee a safe and secure working environment for its staff at its various locations.

14. The estimated requirements for safety, security and capital investments, including amounts needed for initial "catch-up" where projects have been deferred in recent years, are broken down in the

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<sup>1</sup> Document EB120/2007/REC/2, summary record of the eighth meeting, section 1.

<sup>2</sup> See United Nations General Assembly resolution 63/138.

<sup>3</sup> Document EB115/2005/REC/2, summary record of the tenth meeting, section 1, and decision EB115(10).

<sup>4</sup> Document WHA60/2007/REC/3, summary record of Committee A, fourth meeting.

<sup>5</sup> See document EB120/18 Add.1.

<sup>6</sup> Document EB115/41.

<sup>7</sup> Document EB117/18.

<sup>8</sup> Documents EB120/18, EB120/18 Corr.1 and EB120/18 Add.1.

<sup>9</sup> Document EB124/3.

Annex. The total is US\$ 88.6 million, of which the Organization-wide total building-related investment costs for 2010–2011 are estimated at US\$ 61.6 million and the total non-building safety and security requirements (see paragraph 7) for 2010–2011 are estimated at US\$ 27.0 million. Of the US\$ 61.6 million building-related investment costs included in the Capital Master Plan for 2010–2011 (including WHO's share of costs for "One UN" common premises, where applicable), US\$ 40.9 million is specifically for safety- and security-related projects. The total safety- and security-related requirements (building-related and non-building-related) for 2010–2011 therefore amount to US\$ 67.9 million.

15. It is to be noted that within strategic objective 13 in the Proposed programme budget 2010–2011 only WHO's share of the cost-shared United Nations system security expenditures will be financed, together with a provision of about US\$ 10 million for crucial safety- and security-related projects; all other aforementioned requirements for 2010–2011 remain unfunded.

## **TOWARDS A MORE SUSTAINABLE FUNDING MECHANISM FOR SAFETY AND SECURITY OF PERSONNEL AND PREMISES**

16. At its second session of 2008, CEB noted that the problem of funding did not so much concern mechanisms but the level of resources received from Member States and donors for safety and security activities, in the shape of assessed or voluntary contributions. CEB further noted that security costs need to be embodied as an integral part of the budget for programmes at field level in order to ensure that those programme deliveries are executed in accordance with United Nations safety and security policies (i.e. mainstreaming the security component). It was pointed out that donors had to be convinced of the continuing need for, and importance of, safety and security measures, even if such measures are considered administrative expenses rather than programme costs.

17. A recent interagency review on funding sources and mechanisms for safety and security of staff and premises revealed the following.

(a) The United Nations includes a provision for safety and security under the regular budget (assessed contributions) in its biennial programme budget. There are also voluntary contributions in a trust fund to complement the regular budget resources.

(b) United Nations programmes, funds and specialized agencies charge safety and security costs in different ways. UNESCO charges security costs, such as security equipment and infrastructure, as direct costs for implementing an activity, while an average charge per staff member is levied to cover the costs for jointly-financed activities and the Malicious Acts Insurance Programme. For ILO, the share of jointly-financed activities is charged to projects. WFP's share of jointly-financed activities is charged to the General Fund. FAO currently apportions security costs between its assessed contributions and projects funded through voluntary contributions, and continues to ensure that security costs are traced wherever possible to the project level and charged as direct costs to those field projects.

18. The review also revealed that the issues faced by programmes, funds and agencies in regard to funding are common and are related to: (a) seeking sufficient resources from their respective donors for costs related to safety and security, without having a negative impact on available funding for implementation of their respective programmes; (b) deciding where safety and security costs would be charged, either as part of overhead or programme/project costs – or to a general fund, as in the case of WFP; (c) determining the nature and scope of such charges, including charging for fixed indirect costs; and (d) determining funding for unforeseen deterioration in security. Each organization was

responsible for securing adequate resources from its respective governing bodies and other donor communities, and for determining the types and the location for charging safety and security costs.

19. Risk management dictates that security be funded in a sustainable manner rather than solely by a resource-driven financial process. The more unpredictable the funding mechanism, the greater the risk to providing a safe and secure operating environment for WHO staff members and their dependents. It is to be noted that despite spending about 2% to 3% of their overall budget to cover safety and security costs, including field operations, most of the organizations within the United Nations system with a substantial field presence still require more resources to ensure adequately the safety and security of their staff and premises. In WHO, the estimate of current spending on safety and security related costs is about 1%.

### **ACTION BY THE HEALTH ASSEMBLY**

20. The Health Assembly is invited to provide guidance on the above issues with a view to identifying a long-term sustainable funding mechanism for safety, security and capital investments. As outlined in the Secretariat's report to the Executive Board,<sup>1</sup> such mechanisms could include a mix of :

- (a) a centralized trust fund for safety, security and capital investments to which Member States could make voluntary contributions;
- (b) commercial loans guaranteed by Member States;
- (c) grants and/or donations from Member States for specific safety and security projects;
- (d) special account arrangements funded and replenished by various mixtures of regular budget, rental incomes, "reserves", miscellaneous income and surpluses.

21. The Health Assembly may wish to further request the Secretariat to prepare substantive proposals in this regard, based on its debate, to be submitted to the Sixty-third World Health Assembly through the Executive Board.

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<sup>1</sup>Document EB120/18.



## ANNEX

**Estimated requirements for safety, security and capital investments (in US\$ million)**

<b>Location</b> (major offices, including country offices)	<b>Major repairs / alterations to buildings</b>	<b>Acquisitions of land and construction of buildings</b>	<b>Safety and security of building and premises</b>	<b>Non-building safety and security</b>	<b>Total</b>
African Region	1.6	2.7	1.5	11.0	16.8
Region of the Americas	0.1	0.0	0.2	0.3	0.6
South-East Asia Region	2.1	3.2	0.6	1.5	7.4
European Region	0.4	0.0	1.2	0.8	2.4
Eastern Mediterranean Region	1.8	1.5	6.7	9.4	19.4
Western Pacific Region	1.3	0.7	0.1	2.6	4.7
Headquarters	4.3	1.0	30.6	1.4	37.3
<b>Total</b>	<b>11.6</b>	<b>9.1</b>	<b>40.9</b>	<b>27.0</b>	<b>88.6</b>

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