JIU/REP/75/5

Report
on the utilization of office accommodation at the Headquarters of the International Telecommunication Union

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

Joint Inspection Unit

Geneva
June 1975

JIU/REP/75/5

REPORT
ON THE UTILIZATION OF OFFICE ACCOMMODATION AT THE HEADQUARTERS OF THE INTERNATIONAL TELECOMMUNICATION UNION

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

GR.75-7042

Geneva,
June 1975.

Table of contents

FOREWORD

The Inspectors wish to record their gratitude to the Secretary-General and the Deputy Secretary-General of the International Telecommunication Union (ITU), to the Chief of the Department of Conferences and Common Services and to other members of the ITU Secretariat for the extensive assistance given in the course of the preparation of this report. The Inspectors particularly appreciated the fact that such co-operation was forthcoming at a time when the Secretariat was heavily engaged in the preparation for the 7-28 June 1975 session of the ITU Administrative Council.

I. BACKGROUND AND SCOPE OF STUDY

1. At the twenty-eighth session of the General Assembly of the United Nations, its Fifth (Administrative and Budgetary) Committee discussed the item "construction, improvement and major maintenance of premises", and in that connexion considered, inter alia, a Joint Inspection Unit (JIU) report on Office Accommodation for United Nations staff in Geneva (JIU/REP/73/2 (A/9164)). The Committee decided to recommend to the General Assembly that the JIU be requested "to study the use of office accommodation within the United Nations system and to submit its recommendations to the General Assembly at its thirtieth session" [underlining inserted]. At its 2206th plenary meeting on 18 December 1973, the General Assembly approved this recommendation. It was understood that the requested study related only to office accommodation at the headquarters of the organizations in the United Nations system.

2. In January 1974, the JIU decided to include the study of the utilization of office accommodation in its programme of work for 1974/1975 and Inspectors Bender and King agreed to undertake the study.

3. The Inspectors decided that rather than prepare one consolidated report concerning all the organizations, it would be preferable to prepare separate reports on each organization so that the organizations could receive individual reports concerning them at the earliest possible dates. This course would also make it unnecessary to burden each organization with reports relating specifically to other organizations.

4. It should be noted that the General Assembly's request to the JIU called not only for a study of the general question of the utilization of office accommodation but also for a study of the particular question of the provision of such accommodation for extra-budgetary staff. In its report on the utilization of office accommodation at United Nations Headquarters (JIU/REP/74/6 (A/9854)), the Inspectors included a special chapter (chapter IV) concerning the provision of office accommodation for extra-budgetary staff at that headquarters. They have now decided, for several reasons, to discontinue this practice in subsequent reports. Instead, in reports such as the present, they will deal only with the general question of the utilization of office accommodation at the headquarters of various specialized

agencies. They will deal with the particular problem of the provision of office accommodation for extra-budgetary staff in a single separate report relating to the entire United Nations system.

II. PRIOR HISTORY OF THE OFFICE ACCOMMODATION PROBLEM AT THE INTERNATIONAL TELECOMMUNICATION UNION

5. In 1948, the ITU moved its Secretariat from Berne to Geneva and established its headquarters in several buildings, principally the Palais Wilson.

6. Since these premises did not meet all its needs, in 1950, the ITU first considered the construction of a separate building. Although the possibility of sharing common premises with the Geneva Office of the United Nations and the World Meteorological Organization was explored, it was finally decided in 1956 to accept the offer of the Canton of Geneva to construct a building for the ITU near the Place des Nations. The construction commenced in May 1959 and was completed in 1962. The building, known as the Varembé building, was occupied in 1961/1962.

7. As the land and the building belonged to the Canton of Geneva, the ITU negotiated a lease with the Canton, which was signed in February 1962. The ITU was given the right of occupancy for an indefinite period with a right to purchase the building. This latter right was exercised in 1965, when the ITU purchased the building at a cost of Sw F 5 million plus interest, to be paid in ten annual instalments of Sw F 575,000.

8. By 1963, the ITU required additional accommodation and had to rent offices in various buildings. Since it was evident that a longer-term solution was required, the ITU considered over a period of several years the possible construction of an extension to the headquarters building. In 1967, the Secretary-General reported to the Administrative Council that the Fondation des immeubles pour les organisations internationales (FIPOI)[1/] was prepared to grant a loan of up to Sw F 20 million for the construction of a new building and that the Canton of Geneva was willing to grant the right of occupancy of an additional parcel of land on the Place des Nations. The Administrative Council of the ITU, with the endorsement of the Member States, decided in 1968 to construct a new building at an estimated cost of about Sw F 15,592,000.

1/ A Swiss Government organization which provides financial assistance to United Nations organizations in Geneva in connexion with their building projects.

9. The construction of the new building started in July 1969. In 1971, it became apparent that the financial means appropriated for it were insufficient and the Administrative Council approved a new ceiling for construction costs of Sw F 27,122,000. The FIPOI loan was raised to Sw F 22,500,000, to be repaid in 25 annual instalments of Sw F 1,413,000, beginning on 1 January 1976. The balance of the construction costs was charged to the annual budgets of 1973, 1974 and 1975. The construction work was completed, and the building was occupied in 1972. It is known as the Tower building.

10. The plans for the construction of an additional headquarters building originally provided for the extension of the basements of that building to a public underground garage adjacent to the Place des Nations. This enlargement would have permitted the creation of 575 m^2 of office space in the upper basement. The Geneva authorities favour the completion of this last stage of the plan, since it would enable them to complete a project for a public park above the underground installations. However, although the FIPOI was willing to grant a further loan of Sw F 2,500,000 to help finance the extension of the basements, the Plenipotentiary Conference decided in 1973, on financial grounds, not to proceed with the proposed extension for the time being.

III. THE PRESENT SITUATION

A. The original ITU building (Varembé building)

(1) Capacity of the Varembé building

11. The original building, which was completed and occupied in 1962, has six floors above ground and one basement. Of those six floors, the top floor is occupied by conference rooms and a restaurant, a cafeteria and a snack bar, and the five lower floors consist of office space. The total usable office space amounts to 5,954 m^2, but of this amount, 1,530 m^2 are used for special purposes such as libraries, a computer, file storage, photo-laboratories, medical service etc. The net space used by ITU for offices totals 4,424 m^2 and is distributed as indicated in Table 1:

Table 1

NET OFFICE SPACE USABLE BY ITU STAFF IN THE VAREMBE BUILDING

Floor	m^2
5th	16
4th	1,020
3rd	760
2nd	1,062
1st	1,110
Ground	456
Total	4,424

12. It is generally accepted in the United Nations system that, as a maximum, an average of about 11.5 m^2 of net office space is required per occupant of modern office buildings. Applying this principle to the original ITU building, one would expect that the capacity of the building would be at least 384 (4,424 ÷ 11.5). Actually, as of 1 January 1975, the building was considered by the ITU administration to be filled to capacity when it housed 270 persons.

13. Occupancy of the building by 270 persons means that the average space allocation per person is a little over 16 m^2. This compares with averages of about 12 m^2 in the WMO building, about 10.8 m^2 in the WHO building and 9.8 m^2 in the new wing of the Palais des Nations.2/

14. Comparisons based on overall averages are, of course, subject to qualification in the light of such factors as the size and shape of the architect's original "module", the functions and grades of the respective staffs, etc., but the above figures suggest that the Varembé building of the ITU may be capable of absorbing a substantial number of additional staff without overcrowding. The Inspectors recommend that serious consideration should be given to this possibility before any thought is given to outside rental, or further construction. Some steps which might be taken to increase the occupancy of the building are discussed in paragraphs 29 and 30.

(2) Occupancy of the Varembé building

15. The occupants of the office space listed in Table 1 on page 5, together with occupants of additional space in the building, are listed in Table 2 on page 7.

(a) ITU staff

(i) The General Secretariat

16. The General Secretariat is headed by the Secretary-General and Deputy Secretary-General of ITU who are elected by ITU's Plenipotentiary Conference. It co-ordinates the work of the Union. Its main departments are Conferences and Common Services, External Relations, Personnel, Finance and Technical Co-operation. Most of its staff are located in the Tower building but 91 staff members (principally the Computer and Language Services) are located on the ground, second, third and fifth floors of the Varembé building.

2/ A precise figure is not available for the ILO building since it is not fully occupied. However, ILO occupancy standards appear to provide for an average per capita space allocation of less than 11.5 m^2.

Table 2

OCCUPANCY OF THE VAREMBE BUILDING
AS OF 1 JANUARY 1975

Occupant	No. of persons	Space occupied (m^2)
ITU		
General Secretariat	91	1,466
IFRB a/	111	1,709
CCITT b/	37	644
CCIR c/	31	605
	270	4,424
Other occupants		
Restaurant staff	15	220
Medical Service	2	90
Computer Service	2	32
Radio Amateurs Club	-	27

a/ The International Frequency Registration Board.

b/ The International Telegraph and Telephone Consultative Committee.

c/ The International Radio Consultative Committee.

(ii) The International Frequency Registration Board (IFRB)

17. The IFRB itself consists of five members who are elected by the Plenipotentiary Conference. Its Chairman is assisted by a specialized Secretariat of somewhat more than 100 members located on the ground, first and second floors of the Varembé building.

(iii) The International Telegraph and Telephone Consultative Committee (CCITT)

18. The CCITT has its own specialized Secretariat of some 37 staff members headed by a Director who is elected by the Plenary Assembly of CCITT. Its staff are located on the ground, third and fourth floors of the Varembé building.

(iv) The International Radio Consultative Committee (CCIR)

19. The CCIR has its own specialized Secretariat of some 31 staff members, headed by a Director who is elected by the Plenary Assembly of CCIR. Its staff are located on the third and fourth floors of the Varembé building.

(b) Other occupants

(i) Restaurant and related facilities

20. A concessionnaire operates a restaurant, a self-service cafeteria and a snack bar on the fifth floor of the Varembé building. He pays annually 2 per cent of his turnover as rent and payment for all services provided to him.

(ii) Medical Service

21. The medical services are provided by a doctor and a nurse who are WHO staff members. The ITU provides the premises, on the third floor, consisting of a doctor's office, an office for a secretary, a waiting room, a first-aid room and a laboratory. It also contributes towards the cost of providing the doctor and nurse.

(iii) Computer Service

22. The ITU rents its computer from a commercial firm. Under the rental agreement, the firm is responsible for the maintenance of the equipment and two of its employees are permanently on the premises. They occupy two offices on the ground floor.

(iv) Radio Amateurs' Club

23. The ITU provides the Club with one office on the third floor free of charge.

(3) Occupancy standards in the Varembé building

24. The basic one-window office module in this building is 7.98 m^2 (1.33 metres x 6 metres) and makes possible the following four different office sizes[3/]:

3/ In only very few cases would it be realistic to consider using one office module as a single office.

Size	Number
Two-window office - approx. 16 m^2	78
Three-window office - approx. 24 m^2	105
Four-window office - approx. 32 m^2	13
Five-window office - approx. 40 m^2	5

25. The occupancy standards in the Varembé building are, in general, as indicated in Table 3 on page 10. Occupancy standards used in the new ILO building in Geneva are also included in that Table for comparison purposes since (a) that building is the most recently constructed of the international organization office buildings in Geneva and (b) it can be presumed that ILO office accommodation standards are at least adequate for the staff of international organizations.

26. The comparison of ITU occupancy standards in the Varembé building with those of ILO makes it clear that space allocations in that building to ITU Professional staff below the D-1 level and to ITU General Service staff are more generous than to staff at corresponding grades in the ILO.

27. In its replies to the Inspectors' questions, the ITU has stated that in the past it has made comparisons of its occupancy standards with those of other international organizations but that it was not possible to apply the same criteria because the configuration of the ITU buildings was not comparable with those of the other organizations. While this may be a tenable position with respect to the new Tower building which is a vertical structure of unusual shape, it seems less convincing with respect to the Varembé building. That building is a simple rectangular structure with uniform basic one-window office modules and is roughly similar in its basic conception to the WHO building and the new ILO building. This suggests that it should be possible to use the office space in it with an efficiency reasonably comparable to that which prevails in the other two buildings mentioned.

28. It is true that the Varembé building has two drawbacks which create difficulties in using space efficiently. First, its partitions are permanent rather than movable and thus do not provide the flexibility in allocating office space which is found in the ILO and WHO buildings and the new wing of the Palais des Nations. Second, the basic office module having an area of 7.98 m^2 is larger than that of ILO (which is 6 m^2) and smaller than that of WHO (which is 9.6 m^2). Since it is too

Table 3

OCCUPANCY STANDARDS IN THE VAREMBE BUILDING AND IN THE ILO HEADQUARTERS BUILDING

Grade level	ITU space allocations	ILO space allocations
Chairman of IFRB) Members of IFRB) Directors of CCIR and CCITT) Elected officials	40 m^2 (five windows) 32 m^2 (four windows) 40 m^2 (five windows)	(It is not possible to make direct comparison between the elected ITU officials mentioned in this Table and ILO officials)
Professional		
D-1	24 m^2 (three windows)	24 m^2 (four windows)
P-5	24 m^2 (three windows)	18 m^2 (three windows)
P-4	24 m^2 (three windows)	12 m^2 (two windows)
P-3	24 m^2 (three windows)	9 m^2 (share three-window offices) a/
P-2	16 m^2 (two windows)	9 m^2 (share three-window offices) a/
P-1	16 m^2 (two windows)	9 m^2 (share three-window offices)
General Service	16 m^2 (two windows) for G-6 and G-7 11 m^2 (two share three-window offices, three share four-window offices)	9 m^2 (share three-window offices) b/

a/ In ILO, some P-3s and P-2s have single occupancy of 12 m^2 offices on the basis of functions.

b/ In special circumstances, General Service staff occasionally have single occupancy of 12 m^2 and 18 m^2 offices. It was originally planned that for typing pools, three typists would share 18 m^2 offices. However, as ILO has excess space at present, only two typists share 18 m^2 offices.

small to serve as a single office - unlike the situation in WHO - it must be used in multiples of at least two. This results in the smallest office - that of two modules - having an area of about 16 m^2 and therefore being much larger than any single WHO office (9.6 m^2) and significantly larger than any single ILO office containing two modules (12 m^2). Thus, the smallest single office in the Varembé building has excess space which it is impossible to use more efficiently to increase the occupancy of the building.

29. However, the problem which has been created by the foregoing has been added to by the following practices indicated in Table 3:

(a) All Professional staff, except for some nine individuals, occupy offices on a single-occupancy basis. It is difficult, in the light of the practices in other organizations, to accept that P-1s/P-3s, or even all P-4s, should in general have single occupancy of offices of the size occupied in the Varembé building. It should be possible to double-up at least some of the P-1s/P-4s in 24 m^2 offices now occupied by P-3s and P-4s on a single-occupancy basis.

(b) Where single occupancy may be appropriate, e.g. in the case of P-5s and P-4s, and perhaps in the case of some P-3s, the offices allocated appear generally to be unnecessarily large. It would appear appropriate to house P-3s and P-4s, and even some P-5s, in two-window offices of 16 m^2 rather than in three-window offices of 24 m^2. The comparison with ILO practices is shown in Table 3. In WHO, P-4s and some P-5s occupy offices of 9.6 m^2. In the new wing of the Palais des Nations, depending upon functions, P-1s/P-3s have space allocations of 5.4 m^2-12.8 m^2, P-4s are allocated 9.4 m^2-15.75 m^2 and P-5s are allocated 13.4 m^2-19.5 m^2. At United Nations Headquarters in New York, P-1s/P-4s are allocated 8.9 m^2 and P-5s are allocated 13.4 m^2 offices.

(c) In some cases, General Service staff are allocated more space than similar staff in other organizations. It appears to be a rather general practice in the Varembé building to allocate two-window offices of 16 m^2 not only to G-7s but also to G-6s on a single-occupancy basis. Further, when there is multiple occupancy of offices by General Service staff, the space allocations are larger than in other organizations. Apart from the comparison with ILO in Table 3, there is the fact that whereas in the Varembé building three-window offices of 24 m^2 are shared by only two General Service staff and four-window offices of 32 m^2 are

shared by three General Service staff, in WHO two-window offices of 19.2 m^2 are generally shared by three General Service staff.

30. There is, however, an additional factor in the ITU situation which makes it more difficult than in ILO or WHO to rationalize the use of office space. This is the fact, mentioned in paragraphs 16-19, that ITU consists of four different secretariats performing different functions and that the secretariat units located in the Varembé building are quite small. This makes it difficult to find officials performing the same or similar functions who can be required to share offices. The Inspectors have not been able to study this aspect of the problem in sufficient depth to be able to assess just how seriously this limits the possibilities of reducing space allocations. However, they have noted that in the new wing of the Palais des Nations in which autonomous or semi-autonomous units such as UNICEF, UNCTAD and UNHCR are located, it has been possible to reduce the average per capita space allocation to 9.8 m^2. Further, the limitation on the possibilities of doubling up staff should not affect the possibility of housing P-3s and P-4s in two-window, rather than in three-window offices, or of housing more General Service staff in three and four-window offices.

31. A further limitation on the possible modification of occupancy standards is the availability of offices of different sizes. As indicated in paragraph 28, the absence of movable partitions makes it difficult and expensive to make any change in the situation. A study will have to be made to determine how far the existing number of offices of different sizes, taken together with the functions of individual staff members, might make it possible to reduce space allocations by moving staff to new locations.

32. From the foregoing, it appears to the Inspectors that, within the limits which have been indicated, there is scope for a reduction of space allocations in the Varembé building when and if ITU is required to house additional staff. The Inspectors recommend that ITU study the matter carefully, taking into account the comments above and the practices and experience of other international organizations in Geneva. The ITU Secretariat should plan ahead what moves it would make to meet possible staff increases so that, if possible, outside rentals or additional construction can be avoided in the future.

B. The Tower building

(1) Capacity of the Tower building

33. The Tower building is pentagonal in shape and has 17 floors above ground and two basements. The ground floor is primarily an entrance hall although a bank (Société de Banque Suisse) is located there. The top (sixteenth) floor is occupied by elevator, air conditioning and other equipment, the fifteenth floor by a bar and the first floor by conference rooms. The remaining 13 floors consist of office space. The first and second basements provide limited additional amounts of office space.

34. The net space in the Tower building used by ITU staff for offices totals 4,056.20 m^2 and is distributed as indicated in Table 4:

Table 4

NET OFFICE SPACE USABLE BY ITU STAFF IN THE TOWER BUILDING

Floor	m^2	Floor	m^2
15th	-	6th	310.50
14th	324.00 a/	5th	310.50
13th	284.16	4th	310.50
12th	310.50	3rd	224.94
11th	310.50	2nd	310.50
10th	267.50	1st	46.50
9th	278.30	Ground	-
8th	310.50	1st basement	125.00
7th	310.50	2nd basement	21.80
Total	2,395.96	Total	1,660.24
GRAND TOTAL - 4,056.20 m^2			

a/ There is slightly more office space on the fourteenth floor than on other floors because the layout is somewhat different.

It should be noted that this does not include space on the floors above ground used for a reading room for archives, a telephone switchboard and a printing shop, or space used by the External Auditors and concessionnaires. Further, it does not

include space in the two basements used for the production and dispatch of documents for archives and for storage, or space used by the various technical services and workshops.

35. The layout of each floor in the Tower building (above the first floor) is essentially the same. There is a "technical core" for elevators, staircases, etc. in the centre surrounded by a corridor with offices on the outside. Because of the pentagonal shape of the floors, it is possible to create only a limited number of rectangular offices and many offices contain unusual angles.

36. In view of its shape, it is not appropriate to apply fully to the Tower building the principle mentioned in paragraph 12 that, as a minimum, an average of about 11.5 m^2 of net office space is required per occupant of modern office buildings. If this principle were fully applicable, the capacity of the Tower building would be about 350 (4,056.20 $m^2 \div 11.5$). In fact, as of 1 January 1975, the net office space available to ITU in the Tower building was considered by the ITU administration to be filled to capacity when it housed only 230 staff, even though this meant that the average per capita space allocation was 17.6 m^2.

37. Despite the foregoing, the Inspectors consider that it should be possible to house an additional number of staff in the Tower building. This possibility is discussed in paragraphs 46-53.

(2) Occupancy of the Tower building

38. The occupants of the office space listed in Table 4 on page 13, together with certain occupants of additional space in the building, are listed in Table 5 on page 15. This Table excludes 120 ITU staff working in the two basements in various technical services and workshops.

Table 5

OCCUPANCY OF TOWER BUILDING AS OF 1 JANUARY 1975

Occupants	No. of persons	Space occupied (m^2)
ITU		
General Secretariat	230	4,056.20
Other occupants		
External Auditors	3	32.20
Travel agency: Fert and Co.	3	43.00
Société de Banque Suisse	2	50.00
Bar staff	5	220.00

(a) ITU staff

39. Only staff of the General Secretariat are housed in the Tower building.

(b) Other occupants

(i) External Auditors

40. Space is reserved on the ninth floor for three External Auditors who come to ITU headquarters about every two months.

(ii) Travel agency (Fert and Co.)

41. Under an agreement entered into on 7 November 1966, ITU makes available to Fert and Co. office space (43 m^2) on the tenth floor for its staff (three persons), together with lighting, heating, maintenance, repairs, telephone service and night watchmen for the premises. The amount charged to the agency for these services is a pro rata share of the cost of such services for the entire building calculated on the basis of the proportion occupied by the agency of the total office space in the building. At present, the agency is paying Sw F 5,400 per annum. The Inspectors are informed that this figure will be revised with effect from 1 January 1976.

42. The Inspectors note that the manner in which the payment by Fert and Co. is calculated results in its paying less than 5 per cent of the amount which other travel agencies pay to WHO, ILO and UNESCO for facilities and services provided

to those agencies in the headquarters buildings of those organizations. It is true that ITU is a considerably smaller organization than the other three mentioned and can provide considerably less business to a travel agency. However, in view of this discrepancy, the Inspectors recommend that ITU review its arrangement with Fert and Co. at an early date after studying the practices of the other organizations mentioned.

(iii) Société de Banque Suisse (SBS)

43. Under an agreement entered into on 15 May 1973, ITU makes available office space (50 m^2) on the ground floor for SBS staff (two persons) to provide banking services. ITU provides electricity, heating and cleaning and SBS pays ITU an annual amount of Sw F 1,200 for these services. The Inspectors are informed that this figure will be revised with effect from 1 January 1976.

44. The Inspectors note that SBS also has an office providing banking services in the WHO headquarters building where it occupies 82 m^2 and has a staff of ten. In return for WHO making office space available and providing lighting, heating and cleaning services, SBS pays WHO annually an amount of Sw F 40,000. As in the case of the travel agency, the Inspectors recommend that ITU review its arrangements with SBS after comparing these with those made by WHO.

(iv) Bar and related facilities

45. The bar is operated by the same concessionnaire who operates the restaurant, cafeteria and snack bar in the Varembé building and is covered by the same financial arrangements.

(3) Occupancy standards in the Tower building

46. The use of office space in the Tower building to create individual offices is conditioned by the pentagonal shape of the building. Where it is possible to create rectangular shaped offices, the basic one-window module has dimensions of 1.4 metres x 4.6 metres and thus contains 6.44 m^2 of usable office space. On this basis, there have been created four types of rectangular offices:

Two windows - 12.88 m^2
Three windows - 19.32 m^2
Four windows - 25.76 m^2
Five windows - 32.20 m^2

In addition, the following six types of irregularly shaped offices have been created:

Three windows - 11.73 m^2
Four windows - 18.17 m^2
Five windows - 24.61 m^2
Six windows - 31.05 m^2
Seven windows - 29.90 m^2
Eight windows - 36.34 m^2

Plan A on page 18 indicates the dimensions and shapes of the various types of offices now in use in the Tower building (it is not a plan for any particular floor in that building).

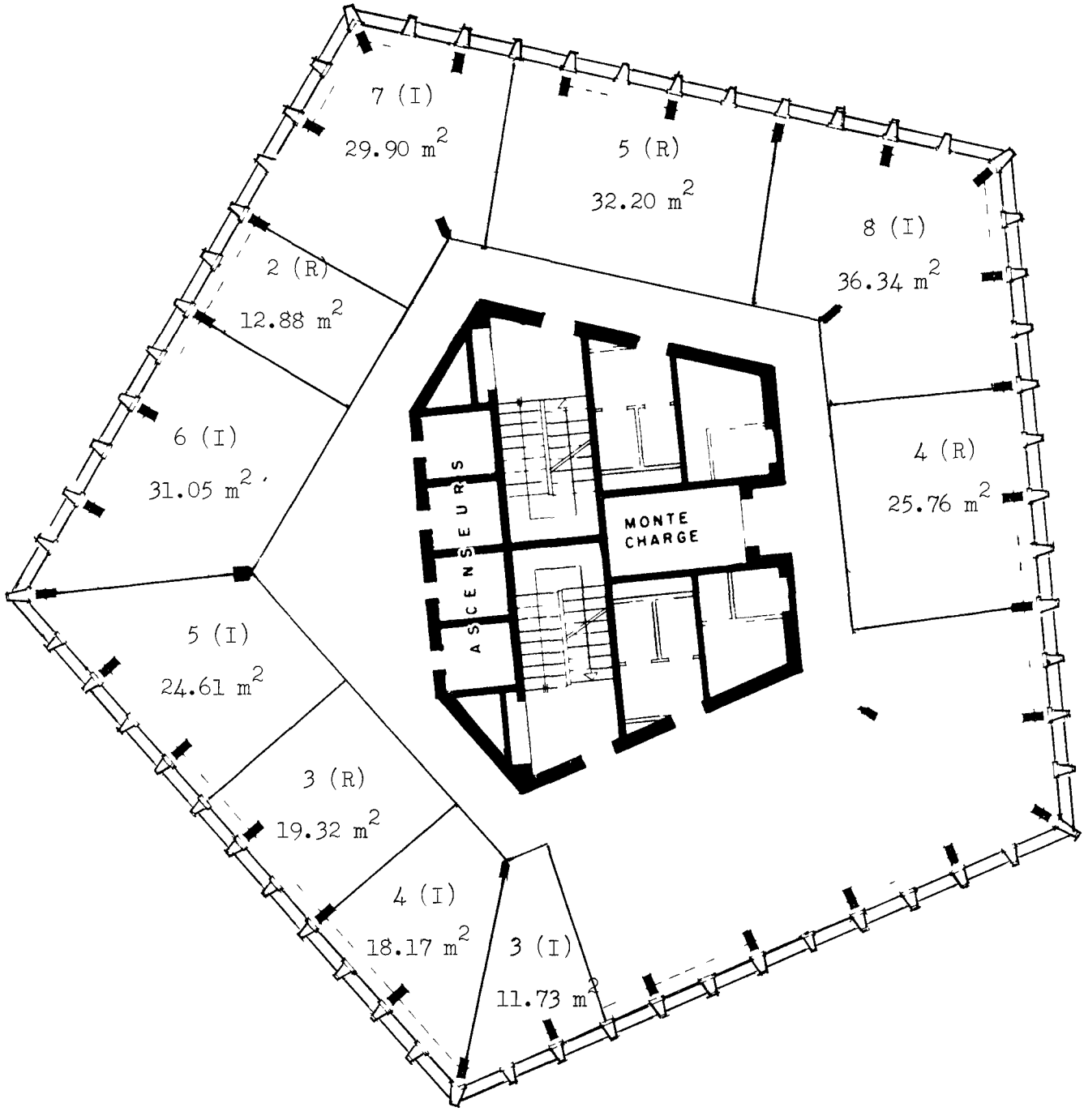
47. The Tower building has movable partitions and the Inspectors were told that the partitions were moved so frequently that it was not meaningful to indicate the number of each type of office as of any particular date. However, it appears that there are at least five irregularly shaped offices on each floor.

48. The Inspectors understand that an attempt has been made in the Tower building to apply the same standards of occupancy as in the Varembé building. Because of the existence of the irregularly shaped offices, it has been difficult to do this. The occupancy standards now applied in the Tower building appear generally to be as indicated in Table 6 on page 19, although this Table does not attempt to list all the types of offices in use. Like Table 3, Table 6 also shows the ILO occupancy standards for comparison purposes.

49. As in the case of the Varembé building, the standards of occupancy in the Tower building exceed ILO standards at most levels. Further, as indicated in paragraph 36, the average per capita space allocation in the Tower building exceeds that in the Varembé building. The principal reason given by the ITU Secretariat for the large space allocations in the Tower building is the shape of the building and the resulting need to create offices which are irregular in shape. Although there is obviously some merit in this position, the Inspectors doubt that the shape of the building is an adequate justification for the large space allocations which exist.

Plan A

TYPES OF OFFICES IN THE ITU TOWER BUILDING



Key to symbols:

Figure followed by letter in brackets indicates number of windows and shape of room, e.g.:

7 (I) - Seven windows, irregular shape
5 (R) - Five windows, regular shape

Table 6

OCCUPANCY STANDARDS IN THE TOWER BUILDING AND IN THE ILO HEADQUARTERS BUILDING

Grade level	ITU space allocation	ILO space allocation
Professional		
Secretary-General	76 m^2 a/	30 m^2 (five windows) as a working office. Also 72 m^2 (representational office)
Deputy Secretary-General	42.78 m^2	36 m^2 (six windows)
D-2	b/	30 m^2 (five windows)
D-1	29.90 m^2 (seven-window corner office)	24 m^2 (four windows)
P-5	29.90 m^2 (seven-window corner office)	18 m^2 (three windows)
P-4	24.61 m^2 (five-window office) OR 19.32 m^2 (three-window office)	12 m^2 (two windows)
P-3	(same as P-4)	9 m^2 (share three-window offices) c/
P-2	12.88 m^2 (two-window office)	9 m^2 (share three-window offices) c/
P-1	12.88 m^2 (two-window office)	9 m^2 (share three-window offices)
General Service		
G-7	12.88 m^2 (two-window office)	9 m^2 (share three-window offices) d/
G-6	12.88 m^2 (two-window office)	
Others	Approx. 9 m^2 (e.g. 2 share 19.32 m^2 offices) (3 share 32.20 m^2 offices) (4 share 36.34 m^2 offices)	

a/ 12 m^2 of the office are used as a meeting area.

b/ ITU has no D-2 staff.

c/ In ILO, some P-3s and P-2s have single occupancy of 12 m^2 offices on the basis of functions.

d/ In special circumstances, General Service Staff occasionally have single occupancy of 12 m^2 and 18 m^2 offices. It was originally planned that for typing pools, three typists would share 18 m^2 offices. However, as ILO has excess space at present, only two typists share 18 m^2 offices.

50. It is true that when floors in the Tower building are partitioned in the manner shown in Plan A, a number of the irregularly shaped rooms have a certain amount of corner space which is difficult to use. This fact is given as a justification for the large amount of space contained in some of those rooms. However, the Inspectors note that the "unusable" space in each of the five corners of a floor in the Tower building amounts to only about 6.30 m^2 4/ so that the total "unusable" space on a floor is some 31.5 m^2. This means that for the 13 floors (second through fourteenth) which provide most of the office space in the building, a total of 409.5 m^2 might be considered "unusable". However, after deducting this amount, there remains a total of 3,453.4 m^2 of almost completely rectangular office space having window modules comparable to those in the ILO building.5/ If one applies to this remaining space the standard average per capita space allocation of 11.5 m^2 mentioned in paragraph 36, one concludes that this space should be adequate to accommodate some 300 staff or some 70 more than are now accommodated in the total usable office space in the building of 4,056.20 m^2 (see Table 4 on page 13). Thus, it would appear that the "unusable" space in the corners of the floors in the Tower building does not make necessary the large space allocations in the Tower building and the resulting low occupancy figure.

51. Further, it appears possible to partition floors in the Tower building not only to create more rectangular or nearly rectangular offices (and thus to eliminate many irregularly shaped offices) but also to make maximum use of the corner space - and to do this in a way which would provide space allocations consistent with ILO standards. A possible method of partitioning a floor to accomplish the foregoing is shown in Plan B on page 21. As indicated in Table 7 on page 22, this method of partitioning a floor would provide 11 rectangular offices of two- or three-window size and five larger corner offices of seven-window size. The rectangular two- and three-window offices could be used as indicated in Table 7 for Professional officers of grades P-1/P-5. The three-window rectangular office could also be used to accommodate two General Service staff.6/ The large corner offices could be used

---

4/ See Annex I.

5/ The ILO module has dimensions of about 5 metres x 1.20 metres, thus providing an area of 6 m^2.

6/ It would of course be possible where desirable to create larger rectangular offices to accommodate more General Service staff.

Plan B

POSSIBLE PARTITIONING OF A FLOOR IN THE ITU TOWER BUILDING

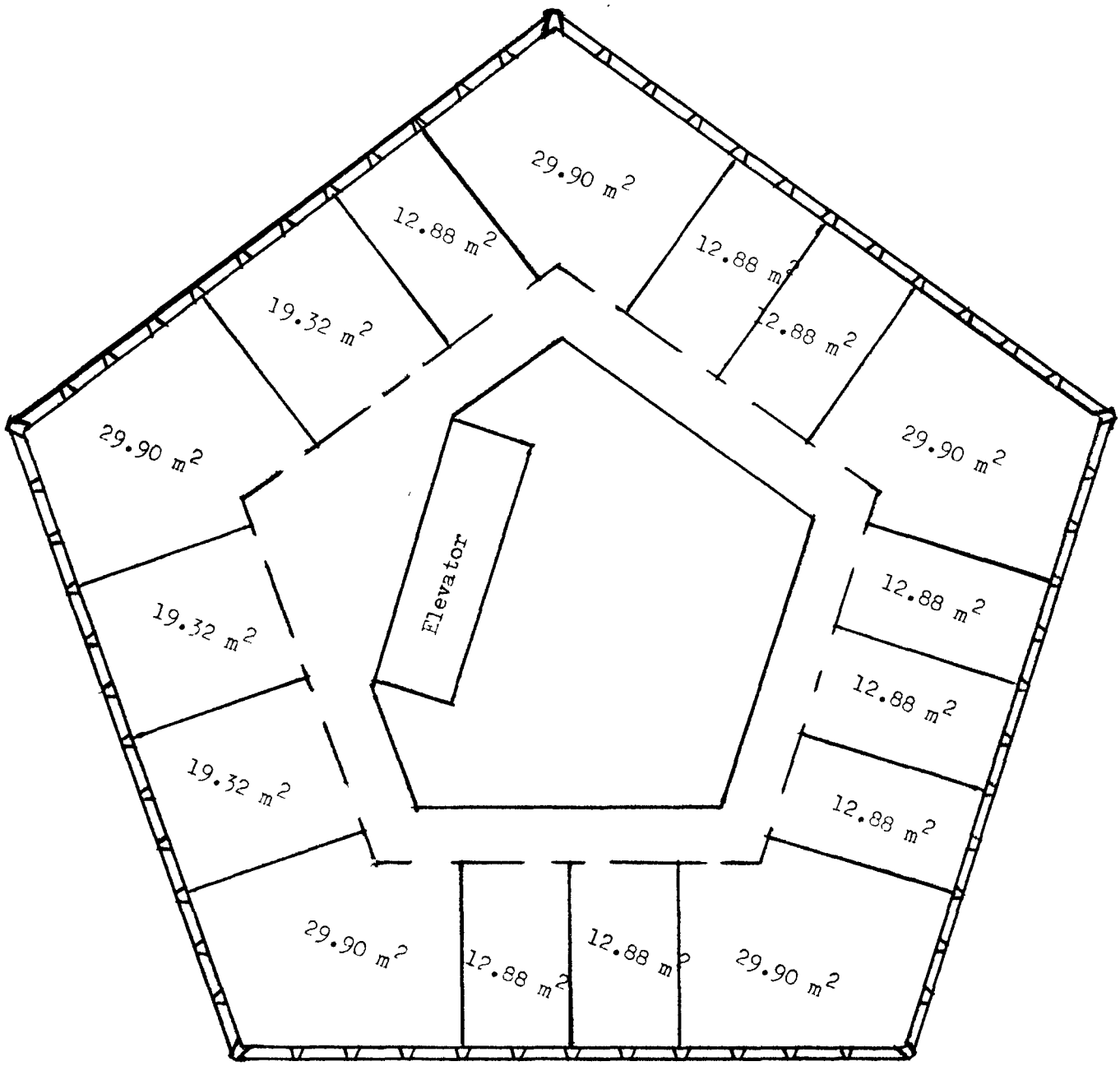


Table 7

ANALYSIS OF OCCUPANCY POSSIBILITIES AFFORDED BY PARTITIONING SUGGESTED IN PLAN B

Type of office	m^2	Number on a floor	Total m^2	Allocation according to ILO standards	Number of officials
Two-window office	12.88	8	103.04	P-3/P-4 (12 m^2)	8
Three-window office	19.32	3	57.96	P-5 (18 m^2)	3
				OR	
				2 P-1/P-2 (9 m^2)	6
				OR	
				2 GS (9 m^2)	6
Seven-window office (irregularly shaped, corner office)	29.90	5	149.50	D-1/D-2 (24-30 m^2)	15
				OR	
				3 GS (9 m^2)	
	-	16	310.50		On an average 26 officials per floor

Such a partitioning would bring the capacity of the Tower (12 floors, excluding the floor of the Secretary-General) to some 312 officials, with an average space allocation of about 12 m^2 per staff member.

for D-1s but would be especially useful for accommodating three General Service staff each.[7/] It will be noted from Table 7 that the partitioning shown in Plan B would provide accommodation for an average of 26 officials per floor, a total of some 312 officials on 12 floors excluding that on which the Secretary-General's office is located, and would provide an average space allocation of about 12 m^2 per staff member.

52. Plan B and Table 7 appear to confirm the conclusion stated in paragraphs 49 and 50 that the present large space allocations in the Tower building cannot be attributed simply to the shape of the building and that, consistent with ILO occupancy standards, the occupancy of the building could be significantly increased.

53. The Inspectors recognize that space allocations depend primarily on the functions of staff and they are not suggesting that it is certain that the Tower building could accommodate 300 or more ITU staff consistent with staff functions. Further, the possible office layout suggested in Plan B does not purport to be ideal or practicable for every floor of the building. However, the Inspectors do believe that the available evidence indicates that the Tower building is not filled to capacity and they believe that the points mentioned in the preceding paragraphs should be taken seriously into account if it becomes necessary to provide office accommodation for any additional ITU staff.

C. Space management and planning at ITU

54. The Chief of the Department of Conferences and Common Services has the primary responsibility for the management of space in the ITU headquarters buildings. He exercises his responsibility in the light of policies laid down by the Secretary-General who reserves to himself the final decision in individual cases.

55. The Secretary-General assigns a certain amount of space to each of the four permanent organs of the ITU. Space is assigned to the IFRB, the CCITT and CCIR as requested by them. The Chairman of the IFRB and the Directors of CCITT and CCIR assume the responsibility for allocating the space assigned to them to their staff on the basis of established occupancy standards.

7/ It should be noted that there is an exceptionally high percentage of General Service staff in the Tower building and particular attention must be given to accommodating them.

56. Within the Department of Conferences and Common Services, it is the Building, Supplies and Stores Service which is responsible for the day-to-day management of office accommodation. On a part-time basis, one G-6, one G-5 and one G-3 deal with routine office accommodation questions (purchase of furniture, inventory, etc.).

57. The Inspectors believe that efficient space management in the ITU has been difficult for several reasons. First of all, there is the fact that the space module in the Varembé building does not lend itself to the economical use of space and that the Varembé building does not have movable partitions. Secondly, the Tower building has an unusual shape which makes it somewhat difficult to create standard offices and this difficulty has been compounded by an attempt to apply to the Tower building the occupancy standards used in the Varembé building. Thirdly, the Inspectors have the impression that the fact that four separate secretariats are housed in the ITU building, and that space is allocated to staff by each individual secretariat rather than by a central authority, has made it difficult to ensure that uniform occupancy standards are applied.[8/] Finally, it would appear to the Inspectors that ITU has more space than is required for its present staff and, as the Inspectors have noted in similar situations elsewhere, when excess space is available, it is difficult to refrain from making unusually large space allocations to staff and it is even more difficult to reduce such allocations after staff have become accustomed to them. The Inspectors suggest that ITU consider consulting at least the other Geneva based organizations which have had to deal with similar space management problems in order to benefit from their experience.

58. ITU has pointed to another difficulty in space management, namely, the fact that "ITU has a conference programme which varies from month to month and which requires a fluctuating number of supernumerary staff. Office space must be kept available for engineers, translators, editors, typists and other conference staff over and above the manning table staff". However, the Inspectors note that many

---

8/ The Inspectors have noted the existence of a similar problem in the past in the Geneva Office of the United Nations where there are accommodated a number of autonomous or semi-autonomous units.

other organizations in the United Nations system also have constantly changing conference programmes, together with the attendant space problems and the existence of such a programme at ITU does not appear to explain the discrepancy between the average per capita space allocation at ITU headquarters and that at the headquarters of the other organizations.

59. With respect to the matter of planning the acquisition of additional office space to meet future accommodation needs, this, like space management, is primarily the responsibility of the Chief of the Department of Conferences and Common Services. At the time of the preparation of this report, there were no plans for the acquisition of additional premises. The Inspectors trust that before any plans are made to rent, purchase or construct additional premises, every effort will be made to take full advantage of the possibilities which appear to exist to accommodate considerably more staff in the existing buildings.

IV. FUTURE PROSPECTS

60. In its response of 12 February 1975 to questions put by the Inspectors concerning ITU's estimate of its future staff increases, ITU responded as follows:

> "There is no official estimate of ITU staff growth in future years; however, within the ITU expenditure limit for the years 1974 to 1979, the Plenipotentiary Conference has provided credits for a normal increase in the work of the Union based on an annual growth rate of 3 per cent. It may therefore be considered that the growth is officially estimated at 3 per cent per annum.".

61. To the question to what the estimated increase in staff would require in terms of additional office space, ITU stated that by 1979 it would require an additional 85 offices providing a total of 1,105 m^2 of office space. It added that there were no possibilities of providing for this additional space within the existing accommodation.

62. In a further reply of 5 May 1975 to the Inspectors, ITU stated that its estimate of an annual staff growth of 3 per cent had been based simply on past experience, that it was not certain that such a rate of increase would continue and that it was even possible that the rate of increase would be reduced. ITU stated further that its conclusion that office space needs resulting from future staff increases could not be met within the existing accommodation, was based on existing occupancy standards and the fact that ITU had no reserve of vacant offices. It added that this conclusion was arrived at after appropriate studies were made by responsible officials and after comparisons were made with the standards of other international organizations. It stated that it was not possible to apply the office space criterion of other organizations because the ITU buildings had a configuration which was different from that of the buildings of other organizations.

63. As indicated earlier in this report, and particularly in paragraphs 26-32 and 50-53, the Inspectors do not agree that it is impossible to accommodate additional staff in the existing ITU premises. Indeed, they believe that a substantial number of additional staff can be accommodated and have made suggestions as to how this might be done.

64. However, the Inspectors were unable to judge, at the time of the preparation of this report, whether it was likely that the ITU staff would increase in the foreseeable future and create a need for additional office accommodation.

V. SUMMARY OF PRINCIPAL FINDINGS, SUGGESTIONS AND RECOMMENDATIONS

A. Capacity and occupancy of the ITU buildings

1. The older of the two ITU buildings, the Varembé building, was considered by the ITU Secretariat to be filled to capacity as of 1 January 1975 when it was occupied by 270 staff. However, the Inspectors note that the average per capita space allocation for staff in the Varembé building is unusually high and they consider that the building may well be capable of absorbing a substantial number of additional staff without overcrowding (paragraphs 11-14, 29-30, 32).

2. The newer ITU building, the Tower building, was considered by the ITU Secretariat to be filled to capacity as of 1 January 1975 when the office space areas in the building were occupied by 230 staff. The Inspectors note that the average per capita space allocation for office staff is even higher than in the Varembé building and they have been told that this allocation is due to the pentagonal shape of the Tower building and the fact that most corner space in the building is essentially unusable. The Inspectors are unable to accept this explanation as a full justification for the existing occupancy situation and consider that it is possible to house an additional number of staff in the Tower building (paragraphs 36 and 37, 49-53).

B. Occupancy of ITU buildings by non-Secretariat peronnel

3. Very few non-Secretariat personnel are accommodated in the ITU buildings. The financial arrangements made by ITU with two of the occupants of the Tower building, a travel agency and a bank, appear to be considerably less favourable than those made by other international organizations with similar occupants of their headquarters buildings, and the Inspectors recommend that ITU review these arrangements (paragraphs 41-44).

C. Occupancy standards in the ITU buildings

4. The occupancy standards applied by the ITU are more generous than those in other modern office buildings of organizations in the United Nations system headquartered in Geneva and, in particular, they are more generous than ILO occupancy standards. Although the ITU buildings have certain features which make it somewhat difficult to apply less generous standards, e.g. the size of the

"window module" and the absence of movable partitions in the Varembé building, the housing of the staff of four separate Secretariats in that building, and the pentagonal shape of the Tower building, the Inspectors believe that there is considerable room for a reduction in the space allocations to the staff in both buildings when and if ITU is required to accommodate additional staff. They recommend that ITU should study the matter carefully, taking into account the practices and experience of other international organizations in Geneva, and should plan in advance how to accommodate in the existing ITU buildings any future additions to the staff (paragraphs 24-32, 46-53).

D. Space management and planning at ITU headquarters

5. In ITU, the Chief of the Department of Conferences and Common Services has the primary responsibility for space management. He exercises his responsibility in the light of policies laid down by the Secretary-General, who reserves for himself the final decision in individual cases. Within the Department of Conferences and Common Services, it is the Building, Supplies and Stores Service which is responsible for day-to-day space management (paragraphs 54-56).

6. Effective space management at ITU headquarters has been difficult for a number or reasons, including the manner in which the ITU buildings are constructed, the fact that the ITU buildings house four different secretariats and the fact that the ITU has had excess space which created pressures for unusually large space allocations. The Inspectors recommend that ITU officials consult with at least the Geneva based organizations which have had similar space management problems (paragraph 57).

7. The Chief of the Department of Conferences and Common Services is also responsible for planning the acquisition of additional office space to meet future accommodation needs. At present, there are no plans for the acquisition of additional premises and the Inspectors believe that ITU should first make every effort to accommodate additional staff in the existing buildings before any plans are made for the rental, purchase or construction of additional premises (paragraph 59).

E. Future Prospects

8. ITU officials have informed the Inspectors that past experience, and the credits approved by the Plenipotentiary Conference for the six-year period 1974-1979, imply an annual staff growth rate of 3 per cent (paragraphs 60, 62 and 64).

9. ITU officials have further informed the Inspectors that if the ITU staff level were increased, the office space needs of additional staff could not be met within the existing accommodation. They have also stated that if there were a 3 per cent annual rate of staff growth in the future, ITU would require, by 1979, an additional 85 offices providing a total of 1,105 m^2 of office space (paragraph 61).

10. The Inspectors do not agree that it is impossible to accommodate additional staff in the existing ITU premises. They believe that a substantial number of additional staff could be accommodated and have made suggestions as to how this might be accomplished (paragraphs 26-32, 50-53 and 63).

Annex I

DIAGRAM SHOWING "UNUSABLE" SPACE
IN CORNERS OF FLOORS IN THE ITU TOWER BUILDING