



Report on the utilization of office accommodation at the Headquarters of the International Labour Office (ILO)

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FOREWORD

The Inspectors wish to record their gratitude to the Director-General of the International Labour Office (ILO), the Deputy Director-General in charge of the General Administration Sector, the Chief, Financial and Central Administrative Services Department, the Chief of the Internal Administration Branch and other members of the ILO 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 preparation for, and participation in, the Sixtieth International Labour Conference and the session of the ILO Governing Body held in June 1975.

I. BACKGROUND AND SCOPE OF STUDY

1. At the twenty-eighth session of the General Assembly of the United Nations, its Fifth (Administrative and Budgetary) Committee discussed the item "construction, improvement and major maintenance of premises", and in that connexion considered, inter alia, a 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 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" [underlining inserted]. At its 2206th plenary meeting on 18 December 1973, the General Assembly approved this recommendation. It was understood that the requested study related only to office accommodation at the headquarters of the organizations in the United Nations system.
2. In January 1974, the JIU decided to include the study of the utilization of office accommodation in its programme of work for 1974/75 and Inspectors Bender and King agreed to undertake this task as soon as they completed other studies in which they were then engaged.
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. Subsequently they decided to discontinue this practice in later reports, such as the present,

and to deal in those reports only with the general question of the utilization of office accommodation at the headquarters of various specialized agencies. They are dealing 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 LABOUR OFFICE

5. The International Labour Office, which came into being as a permanent organization in 1919, established its first permanent Headquarters at the Villa Thudicum in Geneva in 1920 after having first occupied temporary premises in London.

6. Within one year, the Geneva building proved too small and plans were made for the construction of new premises. These were constructed in a park on the west bank of the Lake of Geneva during the period 1923/1926. During World War II, the ILO temporarily moved its Headquarters to Montreal, Canada, but was able to resume its work in Geneva in 1945.

7. Because of the increasing accommodation needs of the ILO, several wings had to be added to the Headquarters building, the last one in 1958, bringing the total office space in the main building to 10,600 m². A prefabricated annex was built in the Petit-Saconnex area of Geneva in 1964 and this was extended in 1968 and 1969 to provide a total of 7,900 m² of office space. A third set of 37 offices was rented in a commercial building. By the time the Petit-Saconnex annex was completed in 1969, 1,050 persons were accommodated in the main building, 575 in the annex and 50 in rented premises.

8. In view of its continued expansion, the ILO began to consider in the early 1960's the construction of a new Headquarters building. Since further additions to the main building proved to be impractical because of the limited size of the Headquarters site, the Governing Body, at its 163rd session in 1965, decided to exchange its lake site for the "Grand Morillon" property - next to the Headquarters of the World Health Organization (WHO) - and to build on that site. To assist in the construction, the Fondation des immeubles pour les organisations internationales (FIPOI)^{1/}, which was the owner of the "Grand Morillon" property, agreed to lend up

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

to Sw F 90 million at an interest rate of 3 per cent per annum, repayable over 40 years. FIPOI reserved the right to increase the rate of interest to 3 1/2 per cent per annum should the Swiss Confederation, during the period of the loan, issue a loan, the interest on which should be 5 per cent or more. This has now occurred. Subsequently, FIPOI granted ILO a supplementary loan of Sw F 27 million to help offset the increased cost of the construction of the building mentioned in paragraph 10 below.

9. The exchange of property between ILO and FIPOI became effective on 26 April 1967. At the same time, FIPOI purchased the old Headquarters building at a price of Sw F 18 million. However, ILO was granted the right to continue occupying the old building until the construction of the new building was completed.

10. The overall design for the new building was approved by the Governing Body at its 167th session in 1966. The building was planned to have 12 storeys and to provide accommodation for some 2,175 persons. Subsequently it became necessary to limit the height of the building to 11 storeys. Construction costs were originally estimated at US\$ 25 million (about Sw F 108 million at the then rate of exchange). The construction was commenced in September 1969 and completed in late 1974 at an estimated cost of Sw F 143 million (approximately US\$ 57 million at the July 1975 rate of exchange). The building was occupied between November 1974 and March 1975.

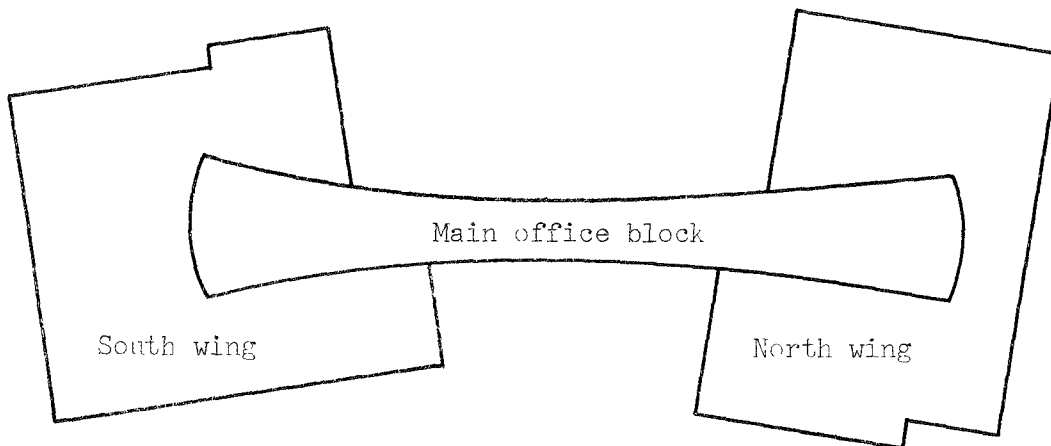
11. In view of the availability of the new building, ILO sold the Petit-Saconnex annex to the United Nations on 24 January 1975 for Sw F 6,370,000.

III. THE PRESENT SITUATION

A. The Headquarters building

(1) Capacity

12. The Headquarters building, which is located about four kilometres from the centre of Geneva, comprises a main office block, a north and south wing, and four levels of underground parking.^{2/} The two wings are connected by the ground floor of the main office block as is shown in the plan below.



13. The east and west facades of the main office block are concave. This results in a maximum width at both ends of the building where internal space is needed for lifts, stairwells, storage of documents, stationery, photocopiers and cleaners' premises; it also ensures natural light for all offices.

14. The two wings are primarily special use areas and provide little office space for general Secretariat use.

^{2/} These garages provide space for about 1,420 cars; in addition, there is an outside car park which provides space for 40 cars. All parking space is available free of charge to ILO staff.

15. The south wing (Conference building) comprises one basement (S 1), three ground floors (R 1-3), and two mezzanines (M 2 and 3). It houses 12 conference rooms (including the Governing Body room) and the Library. It has usable office space totalling 1,846.70 m², which is used almost entirely for conference offices (approximately 30) or for offices for staff of the Library, the Visitors' Service and the Security Service. As of 1 May 1975, it was occupied by 48 persons and its capacity is estimated to be about 50 persons.

16. The north wing (General Services section) has two basements (S 1 and 2), three ground floors (R 1-3) and one mezzanine (M3). It houses the catering services (a snack bar, a restaurant and a self-service cafeteria), various special use areas and a recreation area for staff members. This wing has no significant amount of office space. As of 1 May 1975, it was occupied by 157 persons and its capacity is estimated to be about 200 persons.

17. The main office block has 11 floors above ground, excluding the ground floor. The total surface of each floor is 4,489 m², bringing the total gross space in the main office block to 49,379 m². The net usable office space in the main office block totals 20,010 m² and is distributed as indicated in Table 1 on page 7. As of 1 May 1975, the block was occupied by 1,516 persons.

18. In 1966, the ILO architects estimated that the usable office space in the main office block, which was then intended to have 12 floors above ground, would total some 22,000 m².^{3/} They also estimated that the office space could be occupied by 1,700 officials, that some 275 other officials in services like the Medical Service, the Library and the Stenographic Section could be accommodated in special use areas in the main office block and that some 200 additional staff could be accommodated in the north wing. Thus, the capacity was then estimated to be some 2,175 officials.

^{3/} Document G.B.167/F.A./D.10/28. The figure of 21,000 m² mentioned in paragraph 45 of the document appears to have been a mistake.

Table 1

USABLE OFFICE SPACE IN THE MAIN OFFICE BLOCK OF THE ILO HEADQUARTERS BUILDING

Floor	m ²	Floor	m ²
11th	360 ^{a/}	5th	1,824 ^{f/}
10th	1,950 ^{b/}	4th	1,956 ^{g/}
9th	2,058 ^{c/}	3rd	1,758 ^{h/}
8th	2,004 ^{d/}	2nd	2,046 ^{i/}
7th	2,028 ^{e/}	1st	1,968 ^{j/}
6th	2,058 ^{c/}		
Total	10,458	Total	9,552
GRAND TOTAL - 20,010 m ²			

^{a/} Excludes documentation room (180 m²), seminar rooms (192 m²), department meeting rooms (60 m²).

^{b/} Excludes seminar rooms (30 m²), department meeting rooms (78 m²), and pneumatic tube (6 m²).

^{c/} Excludes pneumatic tube (6 m²).

^{d/} Excludes premises for computer terminals (18 m²), department meeting rooms (36 m²), and pneumatic tube (6 m²).

^{e/} Excludes premises for microfilming (18 m²) and for computer terminals (12 m²), and pneumatic tube (6 m²).

^{f/} Excludes the offices of the Medical Service (174 m²), department meeting rooms (60 m²), and pneumatic tube (6 m²).

^{g/} Excludes premises for computer terminals (24 m²) and the External Auditors (42 m²), department meeting rooms (36 m²), and pneumatic tube (6 m²).

^{h/} Excludes offices of the bank (84 m²), the travel agency (114 m²), the cleaning firm (18 m²), the cash office (18 m²), the staff lounges (30 m²), premises for microfilming (18 m²) and computer terminals (18 m²) and pneumatic tube (6 m²).

^{i/} Excludes the office of the Credit Union (12 m²) and pneumatic tube (6 m²).

^{j/} Excludes the offices of the Staff Union (84 m²) and the pneumatic tube (12 m²).

19. Subsequently, it became necessary to limit the height of the building to 11 floors above ground. This was partly compensated for by extending the building at both ends, but the available space was reduced to some extent. To take account of this it was decided not to locate Library staff in the main office block but to construct offices for them in the south wing.

20. The Inspectors are aware that certain other modifications in the planned occupancy of the ILO building were made before the building was occupied. ILO decided to have some of its typists use ATS (Administrative Terminology System) machines, in addition to their normal typewriters, and rented 23 of these. It was then found necessary to devote 23 12 m² offices for this purpose, thus reducing the capacity of the main office block by some 23 persons. Further, ILO decided to increase the space allocation for typists in pools, with a consequent reduction of some 50 persons in the capacity of offices occupied by pool typists.

21. In response to questions asked by the Inspectors in connexion with the study reflected in this report, the ILO Secretariat made an up-to-date calculation as of 1 May 1975 of the present capacity of the main office block which produced the figures in the following paragraphs.

22. The main office block contains usable space amounting to 3,572 modules^{4/} (10 floors of 344 modules per floor plus 132 modules on the eleventh floor (north)). However, as indicated in the footnotes to Table 1, certain of the space is required for special uses and this amounts to 237 modules. Thus, the total number of modules of office space available for accommodating ILO staff is reduced to 3,335.

23. Taking into account the number of ILO officials occupying office space at 1 May 1975 (1,511), and the approved occupancy standards by grade (see Table 3 on page 15), it would appear that at that time ILO required some 2,709 modules of office space to accommodate its staff. This would mean that ILO required 1.793 (2,709 ÷ 1,511) modules of office space per staff member.

^{4/} The basic ILO office module has a floor area of about 6 m² (approximately 1.2 metres x 5 metres) and one window. The smallest ILO office is made up of two of these modules.

24. Since the number of modules available for ILO staff in the main office block is 3,335, that figure must be divided by 1.793 (modules per person) to ascertain the staff capacity of the building and the result is 1,860 persons.

25. However, ILO points out that this calculation, based on occupancy standards by grade, does not take account of the fact that some officials, e.g. certain chiefs of units, officials receiving many outside visitors, draughtsmen, and secretaries of Deputy and Assistant Directors-General, require an additional module of space because of their functions. It is estimated that about 100 officials are in this category and that an additional 100 modules of office space are required to accommodate them properly. This reduces the theoretical staff capacity of the building by about 55 (100 modules \div 1.793) so that the staff capacity can be assumed to be about 1,800.

26. As indicated in Table 2, there were also in the main office block, as of 1 May 1975, some 31 persons who were not staff members and this indicates that the total capacity of the block is about 1,830.

27. Since, as indicated in paragraphs 15 and 16, the combined capacity of the north and south wings is estimated to be about 250 persons, it is concluded that the total capacity of the building, including the main office block and both wings, is some 2,080 persons. To be conservative, it might be preferable to say that the capacity of the entire building is somewhat more than 2,000.

28. Since, as shown in Table 2 on page 11, the building was occupied as of 1 May 1975, by some 1,721 persons, it would appear that as of that date, some 300 additional persons could have been accommodated. Further, since 81 of the then occupants were staff of WHO and the General Agreement on Tariffs and Trade (GATT), occupying 170 modules^{5/}, who were scheduled to depart by the end of 1976, it should then be possible for ILO to accommodate a total of some 375-400 ILO staff, in addition to those in the building as of 1 May 1975.

^{5/} Given ILO's average allocation of 1.793 modules per staff member, ILO may be able to accommodate 94 persons (170 modules \div 1.793) in the space occupied by WHO and GATT.

29. The figure of 375-400 mentioned in paragraph 28 assumes the continued application of present occupancy standards. Obviously, more persons could be accommodated if the occupancy standards were reduced and the ILO Secretariat has stated that it intends to make such a reduction when additional space is required.

(2) Occupancy

30. The occupants of the Headquarters building and the space occupied by them as of 1 May 1975, are listed in Table 2 on page 11.

(a) ILO Secretariat staff (persons having ILO contracts, including consultants and temporary staff) other than those working for the International Institute for Labour Studies

31. Secretariat staff, other than those working for the Institute, occupying the Headquarters building as of 1 May 1975, totalled 1,525 persons.^{6/} Of that number, some 1,166 were persons having contracts for at least one year whose salaries were financed from the regular ILO budget, some 315 were persons having contracts for at least one year whose salaries were financed from funds other than those provided for in the regular budget, and 44 were temporary staff having contracts for less than one year.

(b) The International Institute for Labour Studies

32. Staff of the Institute (36), all of whom had ILO contracts, occupied 792 m² of office space (excluding special use areas) on the tenth and eleventh floors of the ILO building as of 1 May 1975. This Institute was established by the Governing Body of ILO in 1960 for the purpose of promoting a better understanding of labour problems throughout the world. The activities of the Institute, which commenced in 1962, consist essentially of the organization of international study groups and seminars but also include limited research and information programmes. It was initially expected that the Institute's activities would be financed entirely from income derived from an Endowment Fund built up from the receipts of voluntary contributions. In practice, income from the Fund has been supplemented by an ILO subsidy and scholarships and grants, from a variety of sources.

^{6/} As indicated in Table 2, this figure excludes 26 staff on leave without pay.

Table 2

OCCUPANCY OF ILO HEADQUARTERS BUILDING AS OF 1 MAY 1975

Type of occupant	Number	Space occupied (m ²)
<u>Secretariat office space areas</u>		
ILO Secretariat	1,525 ^{a/}	18,198 ^{b/}
International Institute for Labour Studies	36	792
World Health Organization	60	714
General Agreement on Tariffs and Trade	21	306
TOTAL	1,642	20,010
<u>Other areas</u>		
Catering services	41	3,492
Medical service <u>c/</u>	10	393 ^{d/}
Danzas (travel agency) <u>c/</u>	7	114
Union de Banques Suisses <u>c/</u>	6	84
PTT (post office)	4	175
External Auditors <u>c/</u>	3	42
Naville (news stand)	3	80
Credit Union <u>c/</u>	2	12
Cleaning firm <u>c/</u>	2	18
Staff Union <u>c/</u>	1 ^{e/}	84
TOTAL	1,721	24,504

^{a/} Excludes 36 ILO staff working for the International Institute for Labour Studies (IILS), since these are listed separately in the Table. Also excludes 26 staff on leave without pay. It includes a number of staff working in special use areas as well as 50 maintenance staff and 25 staff who have no assigned offices.

^{b/} Excludes 792 m² occupied by staff of the International Institute for Labour Studies, as well as special use areas occupied by staff.

^{c/} Located in the main office block.

^{d/} 174 m² of which is office area.

^{e/} The President, the Vice-President, and one secretary of the Staff Union are staff members of the ILO and therefore already included in the figure given for ILO Secretariat.

(c) Staff of other organizations occupying office space in the Headquarters building

(i) World Health Organization

33. As mentioned in JIU/REP/75/3^{7/}, WHO concluded an agreement with ILO for the renting, as from 1 January 1975, of a group of offices on the ninth floor of the new ILO Headquarters building. The agreement provides for the rental of 119 modules (714 m²) of office space up to 31 December 1976.^{8/} The rent is Sw F 2,325 per module of office space per annum, plus cleaning costs. As of 1 May 1975, the rented premises were occupied by 60 WHO staff.

(ii) General Agreement on Tariffs and Trade

34. Under an agreement, similar to that between ILO and WHO, GATT has rented 51 modules on the ninth floor for the period 1 December 1974-30 November 1976. As of 1 May 1975, 21 officials were accommodated in the ILO building. The rent is the same as for WHO. In addition, GATT pays Sw F 35 per month for each reserved parking space in the underground garage.

(d) Other occupants

(i) Catering services

35. A concessionnaire operates the ILO restaurant, a self-service cafeteria, a snack bar and a bar in the conference area. The concessionnaire pays an annual rent of Sw F 30,000, plus 4 per cent of the turnover from meals and receptions given for private clients in the ILO premises.

(ii) Medical service

36. Under an agreement with ILO, similar to that which it has with certain other international organizations in Geneva, WHO makes available some of its staff members to provide medical services for ILO staff. In the case of ILO, WHO makes available five medical advisers, one laboratory assistant, one nurse and three secretaries. The ILO provides the necessary premises on the fifth floor of the main office block.

^{7/} Report on the Utilization of Office Accommodation at the Headquarters of the World Health Organization, paragraphs 82-85.

^{8/} It also gave WHO an option, to be exercised no later than 30 June 1975, to rent a further 120 modules (720 m²). However, WHO informed ILO in June 1975 that it did not intend to take up the option.

(iii) Danzas (travel agency)

37. Under an agreement concluded on 16 August 1967, ILO makes available to Danzas, on the third floor of the main office block, unfurnished office space (114 m²) for its staff (seven persons) who make arrangements for official ILO travel and also for other travel. It provides to Danzas, free of charge, lighting, heating and cleaning for the premises. It also provides telephone facilities for Danzas and meets the cost of local calls as well as the cost of other calls which relate to the official business of ILO. The cost of additional calls is charged to Danzas.

38. In consideration of the accommodation and facilities provided by ILO, Danzas paid ILO an amount of Sw F 235,000 for the period 1 November 1973-30 December 1974.

39. This arrangement which ILO has with Danzas, like that between WHO and Thomas Cook and Son, is financially much more favourable to the Organization than is the arrangement which the United Nations has with Cooks relating to the Geneva Office of the United Nations and United Nations Headquarters in New York.

(iv) Union de Banques Suisses (UBS)

40. Under an agreement concluded on 19 December 1974, ILO makes available to UBS, on the third floor of the main office block, unfurnished office space (84 m²) for its staff (six persons). It provides to UBS, free of charge, lighting, heating and cleaning. For the accommodation and facilities, the bank is paying ILO an amount of Sw F 25,000 for the year 1975. The payment will increase to Sw F 40,000 for 1976 and will become Sw F 50,000 for 1977, 1978 and 1979.

41. The rent paid to ILO by the bank compares with the payment of Sw F 40,000 in 1975 to WHO by the bank, Société de Banque Suisse (SBS), which has an office at WHO Headquarters. In contrast with both these payments, the Geneva Office of the United Nations receives no rental payment at all from Lloyds Bank International Limited, which has two offices in the Palais des Nations.

(v) PTT (post office)

42. Under an arrangement with ILO, similar to that which it has with WHO and the Geneva Office of the United Nations, the PTT is provided with some 175 m² of space in the north wing of the building, at no rental charge, for the operation of a post office by four PTT staff. The ILO provides heating, electricity, cleaning and repairs.

(vi) External Auditors

43. ILO provides its External Auditors with office space (42 m^2) to accommodate three persons on the fourth floor of the main office block.

(vii) Naville (news stand)

44. The concessionnaire is provided with 80 m^2 of space for its staff (three persons). Naville pays 11.5 per cent of its turnover as rent.

(viii) Credit Union (Mutuelle d'épargne et de crédit (MEC))

45. The Credit Union, which has its main office in the Palais des Nations, maintains a sub-office (12 m^2) on the second floor of ILO's main office block to accommodate one or two officials who counsel members of the ILO staff.

(ix) Cleaning firm

46. The firm responsible for the cleaning of the Headquarters premises, has an office (18 m^2) for two supervisors on the third floor of the main office block.

(x) Staff Union

47. The ILO provides its Staff Union with premises (84 m^2) on the first floor of the main office block. This space is used for a meeting room and offices for the President and Vice-President of the Union and two secretaries. All are ILO staff members, apart from one secretary.

(3) Occupancy standards

48. As indicated above, the office area in the main office block is made up of basic office modules having a net available floor area of about 6 m^2 (approximately 1.2 metres x 5 metres) and one window. In general, there are 344 modules per floor, the smallest office comprising two modules (about 12 m^2). The partitions between offices are movable.

49. The present occupancy standards are as indicated in Table 3 on page 15.

50. Under the existing occupancy standards, no staff member with an assigned office is allocated less than 1.5 modules, or about 9 m^2 of office space. Originally, it was planned that for typing pools, three typists would share three-module offices (about 18 m^2). However, as ILO has excess space at present, only two typists share such offices.

Table 3

OCCUPANCY STANDARDS IN THE ILO HEADQUARTERS BUILDING

Grade level	Space allocations
<u>Professional</u>	
Director-General	30 m ² (five modules) as a working office 72 m ² as representational office <u>a/</u>
Deputy/Assistant Directors-General	36 m ² (six modules)
D-2	30 m ² (five modules)
D-1	24 m ² (four modules)
P-5	18 m ² (three modules)
P-4	12 m ² (two modules)
P-3	9 m ² (share three modules)
P-2	9 m ² (share three modules)
P-1	9 m ² (share three modules)
General Service	9 m ² (share three modules) <u>b/</u>

a/ Used for receiving distinguished visitors, holding small receptions etc..

b/ In special circumstances, General Service staff occasionally have single occupancy of 12 m² and 18 m² offices.

51. The Inspectors consider that, at present, ILO Professional occupancy standards are reasonable and adequate^{9/} and might well serve as models^{10/} for other organizations in the United Nations system. It is important to note that they are made

^{9/} See, however, paragraph 58.

^{10/} This comment does not apply to the Director-General level. Executive heads have varying responsibilities and different methods of work and their office accommodation must vary accordingly.

possible in large part by the size and shape of the ILO office space module, which enables ILO to create offices which are neither too large nor too small. Other international organizations planning the construction of new office buildings would be well advised to consider adopting a basic module like that of ILO. They should also note the important role played by movable partitions, such as those in the new ILO building, in maintaining occupancy standards once they are adopted and in reducing them should this become necessary.

52. The Inspectors have reservations concerning the allocation of space to General Service staff and particularly to typists. In their view, the original plan of accommodating three typists in an office of about 18 m^2 was more reasonable and more in line with practices in other large international organizations than is the present practice of accommodating only two typists in such offices. It must be remembered that space allocations should relate to functions and it has been found elsewhere that, functionally, typists do not require per capita space allocations of 9 m^2 . This is particularly true in buildings like the new ILO building where all offices are window offices with natural light.

53. The following are some examples of practices in other large international organizations. In WHO, pool typists have an allocation of 3.2 m^2 or 4.8 m^2 , depending upon whether six or four typists share offices of 19.2 m^2 . In the new office wing (Building E) of the Palais des Nations, the Geneva Office of the United Nations has adopted a standard of 5.02 m^2 for typists in pools. In the Food and Agriculture Organization of the United Nations (FAO) in Rome, General Service staff in general are allocated 5 m^2 of space. In the United Nations Educational, Scientific and Cultural Organization (UNESCO) in Paris, standards vary by building, with General Service staff in general being allocated variously 8 m^2 , 7 m^2 and 6.5 m^2 . At United Nations Headquarters in New York, where 70-80 per cent of General Service staff are located in interior space, typists who are not in pools have a per capita space allocation of 5.6 m^2 and typists in pools have an allocation of 3.9 m^2 .^{11/}

^{11/} It should be noted that the Inspectors have expressed disapproval of the practice of accommodating six typists in 19.2 m^2 offices and have recommended corrective action in other situations in which General Service staff appeared to be overcrowded.

54. Accordingly, it is believed that there is considerable room for a reduction in space allocation to typists if and when ILO finds it necessary to reduce occupancy standards to accommodate additional staff in a new building. Further, there may be a case for some reductions in allocation to other General Service staff in line with the practices in other organizations.

55. The relationship between the application of more reasonable occupancy standards to typists, and perhaps to other General Service staff, on the one hand, and the capacity of the new ILO building to accommodate staff on the other, becomes apparent when it is recognized that, at present, ILO employs some 100 typists who are accommodated in pools and an additional 300-350 typists, stenographers and secretaries who are not in pools. For example, if in the case of 100 typists, three rather than two were accommodated in 18 m^2 offices, their per capita space allocation would be reduced from 9 m^2 to 6 m^2 , with a resulting saving of 300 m^2 of space. This space would provide accommodation for 50 additional typists accommodated in the same fashion.

56. In considering a possible reduction in space allocation to pool typists, it should be noted that even though they are assigned to share an 18 m^2 office with another typist, they spend considerable time operating ATS machines in separate 12 m^2 offices. When this occurs, the 18 m^2 offices to which they are assigned are left with one occupant at most. However, the Inspectors understand that during the period of the ILO General Conference in June of each year, typists employed on a temporary assistance basis are placed in the offices of some of the pool typists.

57. The Inspectors recommend that ILO should make a thorough study of the possibility of modifying occupancy standards for General Service staff, and typists in particular, to conform more closely with the practices of other organizations. The ILO Secretariat has advised the Inspectors that "should additional space be needed, apart from space held in reserve, we hope to decrease to the maximum possible extent the standards of occupancy before we need to acquire additional premises".

58. The Inspectors have also been informed by the ILO Secretariat that, if and when occupancy standards are lowered, this will affect the Professional staff as well as the General Service staff. In so far as ILO's Professional occupancy standards

are concerned, it has already been indicated in paragraph 51 that, under present circumstances, the Inspectors consider these to be reasonable and adequate. At the same time, the Inspectors would not consider it inappropriate, if an acute space shortage should develop, to reduce space allocations to Professionals of the level of D-2 and D-1 and perhaps to some Professionals at the P-5 level. They note in this connexion that in the new office wing (Building E) of the Palais des Nations, the Geneva Office of the United Nations has recently reduced the space allocations to D-2s to 23.2 m², allocations to D-1s to 18.8-23.2 m² and the allocations to P-5s to 13.4-19.5 m².

B. Space management and planning at ILO

59. The Chief, Financial and Central Administrative Services, has the primary responsibility for the management of space in the ILO building. He exercises this responsibility in the light of policies laid down by the Director-General and the Deputy Director-General in charge of the General Administration Sector.

60. Within the Financial and Central Administrative Services Department, it is the Internal Administration Branch which is responsible for the day-to-day management of office accommodation, as well as for the planning to meet future requirements. However, there is no separate unit or section dealing with office accommodation. This is dealt with, according to the case, by the Branch or by the Internal Services Section. Important cases, such as removal of a unit from one sector to another, allocations of space to outside organizations, allocations of space to the Directorate, etc., are, in principle, handled at the Branch level. Normally, routine cases are handled by the Internal Services Section.

61. Basic decisions regarding construction are taken by the Governing Body, with advice from its Building Sub-committee. It was on the report of the Building Sub-committee that the Governing Body took the final decision to construct a new building on the "Grand Morillon" site. The overall supervision of the construction of the building was entrusted to a consultant who had formerly served at the Assistant Director-General level, as Treasurer and Financial Comptroller, and was thoroughly familiar with the space requirements of ILO.

62. The Inspectors were impressed with the care and attention which had gone into the planning to provide for ILO's space requirements in the new building. The basic office space module, the provision of movable partitions, the ensuring of natural light for all offices and the establishment of reasonable and adequate occupancy standards for Professional staff should contribute significantly to efficient space management in the building.

63. It should be noted, however, that the planned capacity of the building assumed that certain occupancy standards would be applied. As indicated in paragraphs 50 and 52, a significant change has already been made in the formal standards with respect to space allocated to typists. It should be noted that this change was made despite the fact that ILO officials primarily responsible for space management pointed out that the new standards would be out of line with those in other organizations in the United Nations system. Such an occurrence is unfortunate and could not only adversely affect the value of the planning which has gone into the building but also serve as a precedent which would make space management difficult in other areas. The Inspectors understand, however, that it has been made clear to ILO staff that when the new building is fully occupied, it will be necessary to reduce standards of accommodation for all staff, including those in typing pools, if room is then needed for more officials.

64. The Inspectors were also impressed with the fact that ILO made arrangements to rent a considerable part of its excess space as soon as the construction of the building was completed. This is a practice which should be followed by other organizations with surplus space and, when this is done, priority should be given to Members of the United Nations system having office space needs. It is true that considerable excess space remains in the ILO building which has not been rented, but rental of this space is not feasible since it has been allocated for future expansion purposes to various units throughout the building. Such allocation is, of course, a reasonable practice.

65. However, while the practice of allocating reserve space to various units to provide for future expansion is reasonable, it does endanger proper space management if it is not accompanied by safeguards. It immediately creates pressures for staff to expand into excess space areas and to be given space allocations in excess of

formal occupancy standards. For example, it creates pressure to give staff greater allocations than those to which they are entitled, on the theory that, if and when promoted at some future date, they would then be entitled to larger allocations. While there must be reasonable flexibility in allocating space consistent with occupancy standards, it must be kept in mind that it is very difficult to reduce allocations once they are made - one Geneva-based organization has referred to the reduction of space allocations as a "painful and most disagreeable experience". Further, the making of exceptions to formal standards, even when special circumstances appear to exist, creates pressure for further exceptions even in the absence of special circumstances. In general, exceptions can be justified only on the basis of the functions performed by staff members or if they serve the interests of economy, e.g. if they avoid the need for expensive partitioning.

66. For the reasons mentioned, one international organization in Geneva has taken the position, with respect to space allocated to provide for expansion, that "normally the expansion space will be closed and locked or used for other temporary assignments until such time as it is required by the unit concerned".

67. The ILO Secretariat has pointed out that, as a practical matter, it has been necessary, for the time being, to place certain officials alone in offices which are larger than those to which they are entitled under the occupancy standards. This has occurred, for example, when a P-3 has been placed alone in a three-module office planned to accommodate two P-3s, simply because no additional P-3 is employed in the unit at the present time. When this has occurred, the official in question has been notified in writing that he is occupying an office larger than that to which he is entitled and that he can expect the situation to be rectified at some future date.

68. Despite this commendable safeguard and because of the pressures mentioned in paragraph 65, the Inspectors wish to stress the desirability of continued efforts by the ILO Secretariat to ensure that, except when there is substantial functional justification or there are reasons of economy, space is not allocated to individuals in excess of the formal standards.

IV. FUTURE PROSPECTS

69. The ILO Programme and Budget for the biennium 1976/1977 was approved by the General Conference in June 1975 and provided for no staff increase during the biennium. With respect to any possible staff increase after the 1976/1977 biennium, the ILO Secretariat has informed the Inspectors that "we can only guess that it will not exceed 5 per cent per year".

70. In response to the Inspectors' question as to what the anticipated staff increase involved in terms of additional space requirements, the ILO Secretariat replied that "the building is foreseen to be sufficient up to 1981". For several reasons, the Inspectors consider that this may be too conservative an estimate.

71. First of all, as of 1 May 1975, ILO's staff, including 36 staff of the International Institute for Labour Studies and 26 staff on leave without pay, totalled 1,587 persons. Assuming that there were, after 1977, the rate of staff increase mentioned by the ILO Secretariat, i.e. 5 per cent per annum, then this would add, during the years 1978/1980, only some 250 additional staff, bringing the total to 1,837 persons. To this would have to be added the 79 staff of occupants of "other areas" shown in Table 2 on page 11, bringing the total number of occupants to 1,916.^{12/} Thus, if ILO's "guess" as to the rate of staff "up to 1981" proved to be accurate, the maximum occupancy of the building at the beginning of 1981 would be some 100 persons below its estimated capacity of somewhat more than 2,000. A further increase of 5 per cent (92 persons) during 1981 would be necessary for the occupancy to reach capacity.

72. It should be noted that the calculation in paragraph 71 is based on a maximum assumption of a 5 per cent annual rate of staff growth, whereas, for the biennium 1976/1977, no increase at all is forecast. If the average annual rate of increase proved to be only 2.5 per cent, then the building should meet ILO's office space needs until about the end of 1985.

^{12/} The 81 staff of WHO and GATT who are now accommodated in the building, can be ignored for purposes of this calculation, since they will have departed prior to 1980.

73. The foregoing calculations have assumed that the capacity of the ILO building was only somewhat more than 2,000 and this in turn assumed the continued application of present occupancy standards and that ILO would not be able to convert space now used for other purposes into office space. In this connexion, it should be noted both (a) that the ILO Secretariat has stated its intention to reduce occupancy standards when additional space is needed (paragraph 57) and (b) that WHO was able to increase the capacity of its building from an estimated 1,000 persons to its present level of more than 1,200 by reducing occupancy standards and creating office space from open space, (see JIU/REP/75/3 (A28/31), paragraphs 37-42). If measures of this kind are taken by ILO when it needs more office space, the building will meet ILO's needs for an additional number of years.

74. Accordingly, the Inspectors recommend that, during the next year or two, the ILO Secretariat should develop plans for the maximum occupancy of the building, consistent with functional requirements and reasonable accommodation standards. In developing such plans, the ILO Secretariat will undoubtedly find it useful to consult with officials of other organizations in Geneva which have faced similar situations, although presumably the Secretariat has itself acquired a very considerable experience in this field in connexion with the utilization in recent years of the old ILO building.

75. At present, ILO has no plans for further construction to meet future accommodation needs. However, on 7 July 1975, ILO entered into a contract for the acquisition of a plot of ground adjacent to the present Headquarters site, which has an area of about 40,500 m². This plot is being acquired in exchange for land owned by ILO adjacent to its old building on the Geneva lake front. This latter property, 13,442 m² in area and named "Les Fougères", has on it a villa and a prefabricated building formerly occupied by the International Institute for Labour Studies.

76. As a part of the same transaction, ILO acquired a right of occupancy, for building purposes, to an additional plot of ground, adjacent to its new building, with an area of 21,116 m². This right of occupancy is for a period of 99 years, with an annual rent of Sw F 100 for the first 30 years, and a rent to be determined for subsequent years.

V. SUMMARY OF PRINCIPAL FINDINGS, SUGGESTIONS AND RECOMMENDATIONS

A. Capacity and occupancy of the ILO building

1. It is estimated that the ILO building can accommodate somewhat more than 2,000 persons, assuming the continued application of present occupancy standards. As of 1 May 1975, it was occupied by 1,721 persons (of whom 1,561 were ILO staff members) or about 300 less than the estimated capacity. Further, 81 of the occupants (WHO and GATT staff) were scheduled to leave the building by the end of 1976 and could possibly be replaced by a somewhat larger number of persons. Accordingly, the building should be able to accommodate some 375-400 additional persons and this number could be increased if the ILO Secretariat carried out its stated intention to reduce occupancy standards "to the maximum possible extent" before seeking additional premises (paragraphs 12-29).

B. Occupancy of the ILO building by non-Secretariat personnel

2. On 1 May 1975, the ILO building accommodated some 160 non-ILO Secretariat personnel, of which 60 were WHO staff, 21 were GATT staff and 79 were staff of concessionnaires, the Swiss PTT, Medical Service, Credit and Staff Unions and the External Auditors. None of these occupancies gives rise to questions (paragraphs 33-47).

3. ILO has made much more favourable financial arrangements with the travel agency and the bank having offices in the Headquarters building than has the Geneva Office of the United Nations with similar institutions (paragraphs 37-41).

C. Occupancy standards in the ILO building

4. The Professional occupancy standards in the ILO building appear to the Inspectors to be reasonable and adequate in present circumstances and might well be adopted by other organizations in the United Nations system. They are made possible by the size and dimensions of the ILO office space module, which other organizations should study carefully when planning the construction of new office accommodation (paragraphs 48-51).

5. The Inspectors have reservations about the occupancy standards for General Service staff, particularly the standard for typists in pools, which exceeds that which was originally planned and that in effect in other organizations. This standard, which results in two typists sharing 18 m² offices, rather than three typists sharing such offices as originally planned, reduces the capacity of

offices occupied by pool typists by 50 persons. The Inspectors recommend that this standard, as well as others for General Service staff, be reviewed by the ILO Secretariat with a view to bringing them more into line with standards in other organizations in the United Nations system as and when additional space is required (paragraphs 52-57).

6. The ILO Secretariat has stated that, if additional office space is needed, it intends to reduce occupancy standards to the maximum possible extent before seeking to acquire new premises and has stated that such reduction would affect not only General Service but also Professional staff. Although considering that Professional occupancy standards are reasonable and adequate at the present time, the Inspectors would not consider it inappropriate to reduce the standards for D-2s and D-1s, and perhaps some P-5s, if an acute office shortage developed (paragraph 58).

D. Space management and planning at ILO

7. The Chief, Financial and Central Administrative Services, has the primary responsibility for the management of space in the ILO building. He exercises this responsibility in the light of policies laid down by the Director-General and the Deputy Director-General in charge of the General Administration Sector (paragraph 59).

8. Within the Financial and Central Administrative Services Department, the Internal Administration Branch is responsible for the day-to-day management of office accommodation, as well as for the planning to meet future requirements. There is no separate unit dealing with office accommodation. Important problems are handled at the Branch level and routine cases are handled by the Internal Services Section of the Branch (paragraph 60).

9. The Inspectors were impressed with the care and attention which had gone into the planning to provide for ILO's office space requirements in the new building. The basic office space module, the provision of movable partitions, the ensuring of natural light for all offices and the establishment of reasonable and adequate occupancy standards for Professional staff should contribute significantly to efficient space management in the building (paragraph 62).

10. The Inspectors consider it unfortunate that a significant change in occupancy standards, namely in the standard relating to typists in pools, was made even though the officials who were primarily responsible for space management pointed out that the proposed new standard was out of line with standards of other organizations in the United Nations system. The Inspectors understand that it has been made clear to ILO staff that when the building is fully occupied, it will be necessary to reduce standards of accommodation for all staff, including those in typing pools, if room is needed for more officials at that time (paragraph 63).

11. The Inspectors noted with approval that the ILO Secretariat had rented much of the excess space in the new building to WHO and GATT as soon as it was ready for occupancy. They commend this practice to all organizations constructing new buildings. They consider that when excess space is rented, priority should be given to other organizations in the United Nations system which have office space needs (paragraph 64).

12. The Inspectors consider it reasonable that the ILO Secretariat has allocated a certain amount of space for future expansion purposes to units in various parts of the building. However, they consider that this practice, although reasonable, endangers efficient space management unless it is accompanied by safeguards. It creates pressure to allocate space in excess of formal occupancy standards and, when this occurs, it is very difficult to reduce the space allocations which have been made (paragraphs 64-66).

13. For practical reasons, it has been necessary for ILO to assign certain staff members, for the time being, to offices larger than those to which they are entitled. In such cases, the staff in question have been advised in writing that the situation will be corrected at an appropriate time in the future. Despite this safeguard, the Inspectors urge continued efforts to ensure that occupancy standards are applied strictly except where there is substantial functional justification or there are reasons of economy which warrant non-application in certain cases (paragraphs 67-68).

E. Future prospects

14. The ILO Programme and Budget for the biennium 1976/1977 provide for no staff increase. For the subsequent period, the ILO Secretariat "can only guess" that

the rate of staff increase "will not exceed 5 per cent per year". On this basis, the Secretariat states that the ILO building "is foreseen to be sufficient up to 1981" (paragraphs 69-70).

15. The Inspectors consider that the foregoing may be too conservative an estimate. Assuming a cumulative annual staff increase of 5 per cent after 1977, it would appear that the building would not be occupied to full capacity before the end of 1981. Should the average annual rate of increase be only 2.5 per cent, the full capacity of the building would not be reached until about the end of 1985. Further, a reduction in occupancy standards, which is said to be intended when additional space is required, and the conversion of space now used for other purposes to office space (as has been done by WHO), would make it possible for the building to meet ILO's needs for an additional number of years (paragraphs 70-73).

16. The Inspectors recommend that, during the next year or two, the ILO Secretariat should develop plans for the maximum occupancy of the building, consistent with functional requirements and reasonable accommodation standards. In developing those plans, the experience of other organizations should be taken into account (paragraph 74).

17. Although ILO has no present plans for further construction of office accommodation, in July 1975 it acquired a plot of ground, having an area of 40,500 m², immediately adjacent to the Headquarters site. This plot was acquired in exchange for land having an area of 13,442 m² which ILO owned on the Geneva lake front adjacent to the old ILO building. As a part of the same transaction, ILO acquired a right of occupancy, for building purposes, to an additional plot of ground, adjacent to its new building, with an area of 21,116 m². This right of occupancy is for a period of 99 years, with an annual rent of Sw F 100 for the first 30 years, and a rent to be determined for subsequent years (paragraphs 75-76).