

## ANNEX

### IMPLEMENTATION OF PERSONNEL POLICY AND GEOGRAPHICAL DISTRIBUTION

#### OBSERVATIONS OF THE UNESCO STAFF UNION (STU)

Document 30 C/43 (Implementation of personnel policy and geographical distribution) submits for the consideration of the General Conference the Administration's proposals concerning personnel policy. The present addendum puts forward the observations of the Staff Union on the same subject. These will be grouped under two headings: method and general comments. For reasons that will be seen from the second section, it has not been deemed relevant to discuss document 30 C/43 in detail.

#### I. METHOD

It is very disquieting to find that, at the end of the twentieth century, the Administration is preparing a document on personnel policy without taking the trouble to consult the people primarily concerned, namely the personnel. A personnel policy has to be drawn up in close consultation and coordination with those concerned, if only for the reason that it has to be a source of inspiration and encouragement.

The failure to consult is bound to be prejudicial to the smooth running of the Organization, since it does not take account of the aspirations and opinions of the different categories of staff members both at and away from Headquarters.

Lack of communication has been the hallmark of the Administration now drawing to a close and has given rise to many instances of social unrest which disrupted the functioning of the Organization in 1990, 1996 and 1999. By way of example, the STU wishes to inform the General Conference that the statutory consultative body, the Advisory Council on Personnel Policies (ACPP), has not met since 1994.

It may also be recalled that, in 1990, the Director-General laid down a new personnel policy in the same way, namely without any consultation whatsoever, the results of which are familiar to everybody.

This attitude likewise points to the profound contempt shown for the women and men who are dedicating the bulk of their time and energies to the Organization. The staff members are lucid and conscientious adults who are capable of understanding the constraints of the environment in which they work and of making constructive proposals in a bid to find answers to the problems arising.

The systematic lack of consultation, or the fact that any consultations that do take place are purely formal, without any real willingness to listen or engage in dialogue, let alone negotiations, are the sign of a retrograde and contemptuous attitude symptomatic of authoritarian systems, not to use a more specific term.

The STU hopes that the new Administration will adopt a more open-minded outlook in this key respect. **The STU accordingly requests the Member States to insist that, in future, the Administration consult the personnel in a systematic and formal manner whenever it is required to take collective action concerning it.**

Systematic disregard for the personnel is particularly prejudicial in instances where communication with the governing bodies is involved. The representatives of the personnel may take the floor at commission meetings only after the Member States have made their position known. This was not the case prior to 1985.

The information which the representatives of the personnel may be in a position to provide is therefore completely useless, since the debate has already been concluded when they finally come to speak. For example, at the last session of the Executive Board, the Chairperson of the FA Commission would have liked to give the floor to the President of the STU a second time, in order to enable her to reply to the questions which delegates wished to raise following her presentation. This proved in vain, since the Administration objected, in spite of the fact that the Legal Adviser was consulted and saw no grounds for refusing the request.

**The Staff Union again asks permission to present its views in commission immediately after the representative of the Director-General, during both the Executive Board and the General Conference, and requests that this practice becomes the rule once more, as it used to be. Likewise, it is important that the commission chairpersons can give the floor to the Union a second time during a debate, should the need be felt.** This is not an excessive demand, as staff representatives of the International Telecommunication Union have the statutory right to address the plenary.

## **II. GENERAL POINTS**

Document 30 C/43 submitted by the Administration sets out a list of limited and unconnected points that are far from constituting an overall, coherent personnel policy. Nor was the policy laid down by the Director-General in 1990. Both documents, ten years apart, are a mixture of wishful thinking (for instance, promoting ethics) and short-term solutions (for instance, recruitment missions).

A personnel policy must set out its objectives, the constraints of the general situation, and the means to be employed in order to achieve those objectives. There is nothing of the sort in the documents in question. The UNESCO Staff Union (STU) proposes, as a basis for discussion, the two following objectives for a personnel policy:

### **1. Ensuring that the Organization has the human resources to match its objectives**

The staff are recruited and paid to execute the programme of the Organization as laid down by the Member States. Personnel policy must include all the ingredients needed to ensure that the governing bodies are satisfied by the results.

### **2. Ensuring the best possible working conditions given all the constraints of the situation.**

These constraints are numerous: limited financial resources, the legal and regulative conditions of the international civil service set by the International Civil Service Commission (ICSC), and material and human constraints, such as geographical dispersal (offices and institutes away from Headquarters), linguistic and cultural diversity, hierarchical structure and the age pyramid at any given time.

In view of these constraints, the objective of a personnel policy is to maintain a stimulating and rewarding environment so that the staff, adult and responsible, remain

motivated and contribute in full to the objectives of the Organization. It is a question of respect for individuals and also of profitability, since motivated staff are more efficient.

Moreover, the Administration and the staff can work together to try and change certain aspects of the situation that they judge to be restrictive, for instance, the methods of ICSC or the hierarchical structure.

There must be no confusion between personnel policy and the minimum conditions required to implement it. STU considers that a personnel policy can only be implemented under the following conditions:

Respect for ethical principles such as honesty and respect for individuals (physical and moral integrity). Promoting ethics cannot be, as the Administration appears to think, a strategic priority;

Respect for justice and equity, which includes the principle of equal pay for equal work; and, when qualifications are the same, priority for seniority;

Respect for law and procedure including in particular, the application of the rules in force (Staff Regulations and Staff Rules, Statute of the Administrative Tribunal of the International Labour Organization, Administrative Circulars), non-retroactivity of regulations, the right to be heard in individual cases and to negotiate collective issues, and the maintenance of accrued benefits.

Unfortunately, these three conditions are far from being met. At the same time, they are not components of a personnel policy and to include them in such a document would be to disregard the very basis of UNESCO as enshrined in its Constitution. The Director-General and the Administration must undertake to respect them, and it is for the governing bodies to ensure that they do so.

There is one essential way of ensuring that the above conditions are respected, and that is through openness. An Administration which complies with ethical and legal rules has nothing to hide. It passes on any information it has and submits collective and individual decisions to the appropriate joint bodies. The Administration has exercised its "royal" prerogative excessively in the past by taking decisions which go against the recommendations of the joint bodies, without bothering to give the reasons for these decisions. The results of this approach in the areas of recruitment and promotion can be seen in the report by the External Auditor (30 C/34 and Add).

Once the objectives of a personnel policy have been laid down, the various elements of personnel management must be examined in order to identify clear objectives, for example in the areas of recruitment, career development, remuneration, training, mobility, ratio of men to women, geographical distribution, performance appraisal, etc. This is a complex, technical task and, bearing in mind the contrast to date between what the Administration has tried to do and the results actually obtained, one wonders whether recourse should not be had to outside expertise.

**The STU therefore calls upon the Administration and staff representatives to work together, in a process of sincere, open negotiation, to come up with a genuine, coherent and comprehensive personnel policy to be submitted to the Director-General as soon as possible.**