

# Recruitment Policy and its Application in I L O

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## I. INTRODUCTION

1. The personnel and recruitment policy of the International Labour Organization has been of great concern to its Member States and a matter of increasingly sharp criticism. Discussions at recent sessions of the Governing Body on the composition and structure of the professional staff subject to geographical distribution indicated that all parties represented voiced disappointment with various aspects of this particular problem 1/. Specifically, the present composition of the ILO secretariat - the Office - was described as having "flagrant disequilibrium" 2/ and its personnel and recruitment policy as that which "did not conform to the interests of the majority of Member States" 3/. The Government representatives as well as representatives of the Employers and the Workers regretted the slow progress being made in order to correct the imbalance in the geographical, age and sex distribution of the staff and emphasized that a world-wide organization should reflect the universality of its membership and the importance of and the experience gained in various countries and regions in solving their social and economic problems.

2. In the opinion of some delegates, this regrettable situation was partly the result of the absence of a quota system and of inadequate implementation of article 4.2 of the Staff Regulations. At the same time, others suggested that in order to improve the situation the Governing Body should establish standards in recruitment policy to achieve a desirable balance in the geographical distribution of the professional staff at the Office and that a plan to implement these standards should be adopted. It was also pointed out that the ILO lagged behind other organizations in the United Nations system in this respect referring particularly to the experience of the United Nations Secretariat and to General Assembly resolution 35/210.

3. The delegates also repeatedly expressed the opinion that a comprehensive in-depth study of the recruitment policy of the Office was needed which would result in recommendations conducive to a better representation of the overwhelming majority of Member States, especially the developing and East European countries, an increase in the number of women on the staff and an improvement in the statistical presentation of the staff composition. It was also stressed that the measures for the improvement of geographical, sex and age balance of the Office should and could meet the requirements to obtain a staff of the highest standards of competence, efficiency and integrity.

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1/ GB.221/7/38, GB.222/10/30, GB.222/10/31, GB.224/PFA/28.

2/ GB.222/10/30, p.4.

3/ Ibid.

4. Historically, the ILO has been developing differently as compared to the United Nations and some other specialized agencies. It was established in 1919 mostly on the basis of the European developed countries (at that time neither the USSR nor the USA were members of the Organization) and this fact has profoundly affected the composition of the Office to the extent that being major contributors to its budget and initiators of its creation, these countries have filled the majority of the posts.

5. It has to be acknowledged that securing universality of the ILO has been and continues to be one of the main preoccupations of its members and the Administration. As far back as in 1921 in his report to the Conference, the ILO Director emphasized that "The International Labour Organization must be world-wide if its value is to be complete" 4/.

6. Since then the world has radically changed and to be able to adequately perform the obligations prescribed in its Constitution the ILO should have accordingly changed, and in some respects it did. With the membership which at the end of 1983 consisted of 150 States and the rapidly expanded array of programmes of activities especially in the field of technical assistance, the ILO is now regarded as an organization with universal vocation.

7. However, the composition of the Office has changed significantly less and is still far from being universal: there are 49 unrepresented and 36 under-represented countries, including such major contributors as the USA, the USSR and Japan. In this instance, it is appropriate to point out that the terms "under-represented" and "unrepresented" countries in the present report as well as in other JIU reports on equitable geographical distribution are not used in a purely mathematical sense. Nor is their usage intended to create the impression that the persons concerned represent their countries in the Office or should perform their duties under the authority other than that of the Director-General. The real purpose of using these terms should be understood only in the context that the staff members bring with them into the Office concerns, interests, experience and knowledge acquired in the fields the ILO is directly dealing with. This is "fresh blood" which is needed by every international organization, especially by ILO which is engaged in the formulation of international policies and programmes to help improve working

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4/ International Labour Conference, Third Session, Geneva, 1921, p. 882.

and living conditions and the creation of international labour standards to serve as guidelines for national authorities in putting these policies into action.

8. Considering the present composition of the Office one may legitimately wonder whether the Organization can adequately perform its functions and whether it can be universal in its approach to these problems without thorough knowledge of and experience gained by all members of the Organization representing all the socio-economic systems. In this connexion, it is appropriate to make reference to In-depth Review of Personnel Questions, also known as the Mansbridge Report, submitted to the 195th Session of the Governing Body in 1975. The report outlined that "the requirement for geographical distribution needs to be seen in a positive framework because, given the nature of the role of the ILO throughout world, it is both important and essential that a mix of ideas and experience of Member States be available for the great variety of work to be undertaken by the Office. The Office must have regard to geographical distribution, therefore, in its staffing policies". 5/ Some progress has been achieved in this respect but yet much more needs to be done.

9. With this situation in view, the Joint Inspection Unit included an analysis of the ILO personnel and recruitment policy in its 1983 Work Programme. The present report - "Recruitment Policy and its Application in ILO" - is the result of JIU efforts in this respect.

10. In this report the Inspectors have attempted to concentrate on the most important aspects of the ILO personnel and recruitment policy - its major principles being laid down in the ILO Constitution - which, if effectively applied, would result in an equitable and geographically balanced composition of the Office. Other aspects of this policy, such as improvement of standards and methods of recruitment, more effective use of recruitment missions and contacts with national recruitment services, rostering of candidates, vacancy announcements, etc, may be the subject of another study by JIU. The Inspectors have also tried to identify major causes of the unbalanced representation of Member States in ILO Office and the obstacles hindering the achievement of its better composition, none of which, in their view, is insurmountable. Therefore, on the basis of the analysis contained in the report, they endeavoured to

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5/ GB.195/PFA/26/24, Appendix 1. In-depth Review of Personnel Questions prepared by Stanley H. Mansbridge, Geneva, February-March 1975, p. 16.

offer some options taking into account, inter alia, the positive experience gained in this field in the United Nations, the leading organization of the system, as well as in specialized agencies, particularly in UNESCO.

The Inspectors had useful discussions with officials of the Office responsible for personnel and recruitment policy, and they wish to extend their thanks for the helpful collaboration as well as for the factual material provided.



II. BASIC PROVISIONS GOVERNING PERSONNEL AND RECRUITMENT  
POLICY IN ILO

11. The basic principles regarding recruitment of staff to the International Labour Office are set forth in article 9 of the ILO Constitution, in the Staff Regulations under this article and Statements on Personnel Policy made by the Director-General upon instructions from General Conference and the Governing Body.

12. Article 9 of the Constitution provides that:

- "1. The staff of the International Labour Office shall be appointed by the Director-General under regulations approved by the Governing Body.
2. So far as is possible with due regard to the efficiency of the work of the Office, the Director-General shall select persons of different nationalities.
3. A certain number of these persons shall be women."

13. These principles were reflected and elaborated in the Staff Regulations in the following terms:

"The officials of the International Labour Office shall be selected and appointed by the Director-General in accordance with the provisions of the Constitution and of these Regulations (article 4.1).

The paramount consideration in the filling of any vacancy shall be the necessity to obtain a staff of the highest standards of competence, efficiency and integrity. Due regard shall be paid to the importance of maintaining a staff selected on a wide geographical basis. Officials shall be selected without distinction as to race, creed or sex. Every official shall be required to possess a fully satisfactory knowledge of one of the working languages of the Organization (article 4.2 a)."

14. Another important provision specifying the ILO personnel and recruitment policy should be mentioned in this respect. Due to the substantial increase in the ILO membership, particularly after young and developing nations had joined the Organization, the General Conference adopted on 28 June 1962 the resolution whereby it required that "all State Members of the ILO should have a real opportunity of participating directly and fully in the work of the Organization", and implied that this participation also extended to the right of each Member State to have a certain number of its nationals on the staff of the Office.

15. Recognizing that the Director-General is actively pursuing his plans for the recruitment of additional staff from all countries in the membership of the Organization, the General Conference invited the Governing Body to request, inter alia, the Director-General, in full conformity with the Constitution and Staff Regulations, to provide information by number and geographical distribu-

tion of the staff of the Office and to compare in so far as this is relevant to the rules and practice of the ILO with those which are followed in the United Nations and the specialized agencies.

16. The decision of the General Conference reflects the basic fact that as a specialized agency the ILO belongs to the United Nations common system and has agreed to share the rules and practices on personnel questions, including recruitment, which are applied by the United Nations.

17. This provision coincides with the Agreement between the United Nations and the ILO concluded in 1946 whereby the two organizations recognized that the eventual development of a single unified international civil service was desirable from the standpoint of effective administrative co-ordination and, with this end in view, agreed to develop common personnel standards, methods and arrangements designed to avoid serious discrepancies in terms and conditions of employment, to avoid competition in recruitment of personnel, and to facilitate the interchange of personnel in order to obtain the maximum benefit from their services.

18. The United Nations and the ILO agreed to co-operate to the fullest possible extent in achieving these ends and in particular agreed, inter alia, to:

- consult together concerning the establishment of an ICSC to advise on the means by which common standards of recruitment in the secretariats of the United Nations and of the specialized agencies may be ensured; and
- consult together concerning other matters relating to ... staff regulations and rules with a view to securing as much uniformity in these matters as shall be found practicable.

In concluding this Agreement the two organizations were guided by the following considerations:

(a) the unity of the international civil service was seen as a desirable goal in itself despite some differences in conditions of service due to different functions or duty stations or long traditions;

(b) the organizations of the United Nations system were all working for common ends; and

(c) it was more efficient for the various organizations to handle complex common problems through central co-ordinating bodies, rather than through individual efforts which duplicated one another.

19. The recent discussion within the ILO resulted in the view that these considerations remained valid and were generally accepted 6/. It was also considered that the function of the ICSC (established in 1975 for the regulation and co-ordination of the conditions of service in the United Nations common system) to make broad recommendations to the organizations on such personnel questions as recruitment, training, career development and evolution of staff gave rise to no difficulties.

20. As for the practical aspects of the recruitment policy it is being carried out in accordance with the Director-General's guidelines contained in his personnel policy statements, the last of which was issued on 15 September 1980 7/.

21. The Director-General has decided that:

(a) with a view to correcting the existing age imbalance, emphasis will be placed on the recruitment to the lower grades in the professional category of young (preferably under the age of 30), very able and suitably qualified officials from unrepresented and under-represented member countries;

(b) exceptionally, vacancies will be filled at appropriate grades by more senior officials with both the relevant qualifications and experience required to enable them to participate immediately and fully in the work of the Office. These officials will again, to the greatest extent possible, be chosen from countries unrepresented or under-represented on the ILO staff;

(c) until the present imbalance in the geographical distribution of posts is restored, it is only in very exceptional cases - and with the Director-General's authorization - that recruitment from countries which are over-represented or adequately represented will be permitted;

(d) greater emphasis will be placed on the recruitment of women; and

(e) the selection procedure set out in the Staff Regulations, including that relating to external competitions, will be observed, and the aim of the procedure is to obtain staff of the highest quality.

22. Since the purpose of this study is to analyse ILO recruitment policy and its application and to make recommendations for achieving a more geographically balanced composition of the Office, it would seem appropriate to concentrate

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6/ GB.219/7/28.

7/ ILO Circular No. 186, 15 September 1980.

on relevant rules and practices and compare them with those of the United Nations and thereby facilitate efforts in this direction. However, in analyzing these basic provisions the Inspectors came to the conclusion that despite the Agreement between the United Nations and the ILO, there are several inconsistencies in the application of "common personnel standards, methods and arrangements" by the latter organization which will be explained in more detail below.

23. It should also be pointed out that some of the provisions set forth in the Staff Regulations and the above-mentioned General Conference resolution are not strictly applied by the Administration. For example, the limitation of external recruitment, mostly to the P-1/P-2 levels, is contrary to the spirit and letter of these provisions. In the view of some delegates, especially those from the developing countries, direct and full participation in the work of the Organization also implies that the staff should reflect the universality of its membership and be representative at all levels, including policy-making posts, as only a geographically balanced composition and structure of the Office could prevent it from being one-sided in carrying out its activities which is attributable to the values and assumptions that are part of the national upbringing of the staff.

### III. DEVELOPMENT OF THE COMPOSITION OF THE OFFICE

24. As mentioned above, the ILO Member States have been sharply criticising the ILO recruitment and personnel policy and calling for urgent and radical measures to correct the geographical imbalance in the composition of the ILO staff. In response to this criticism, the Director-General, at the 222nd session of the Governing Body, stated that "the Office did not passively accept the imbalance and had made some progress in rectifying it" 8/. At the same session, a reference was made to "a trend toward increased recruitment from Africa, Asia, Latin America, the Middle East and Eastern Europe and reduction of the number of officials from Western Europe". 9/

25. Obviously, the very fact that there is a trend for progressive improvement in the geographical composition of the staff is positive. However, an analysis of the relevant statistical information shown in Table 1 suggests that the pace of this improvement has been rather slow and, if this continued, the proper geographical balance would take a long time to be achieved.

Table 1

The number and share of the Office personnel by  
regions in 1975, 1980, 1981 and 1982  
(ILO Statistics)

	1975		1980		1981		1982		1975-1982
	No. of staff	% of total	No. of staff	% of total	No. of staff	% of total	No. of staff	% of total	Balance in %
Africa	59	8.50	61	9.61	68	10.38	75	11.09	+ 2.59
Americas	163	23.49	108	17.00	134	20.45	130	19.23	- 4.26
Asia	79	11.38	86	13.54	87	13.28	94	13.91	+ 2.53
Europe	366	52.74	353	55.59	340	51.91	348	51.48	- 1.26
Middle East	27	3.89	27	4.25	26	3.97	29	4.29	+ 0.40
Total	694	100.0	635	100.0	655	100.0	676	100.0	

26. The above table based on ILO personnel statistics shows that in the period 1975-1982 the share of personnel on the Office held by such geographical regions as Africa increased by 2.59 percent, Asia - 2.53 percent, with Japan accounting for almost a half of the increment (7 out of 15 posts), and Middle East - by 0.40 percent. The share of Europe fell by 1.26 percent, but still in 1982 Europe held 348 or more than a half out of the total of 676 posts. Americas' share in 1982 was still significantly lower than in 1975 (19.23 and 23.49 percent, respectively) which is attributable most to the withdrawal of the USA in 1977 from the Organization affecting the number of its nationals employed in the Office. With subsequent return of the USA the America' share went up but never regained its former level. In 1982 there were only 55 US citizens

8/ GB.220/10/30, p.4.

9/ Ibid., p.5.

working in the Office against 82 in 1975. The developing countries, apart from Africa, which in the above-mentioned 7-year period gained 16 posts, witnessed a very modest improvement in their representation in the Office, i.e., Asia - 8 and Middle East - 2 posts. The number of posts held by the developing countries of Latin America and Caribbean remained the same.

27. In this instance, it appears appropriate to raise the question of presentation of ILO personnel statistics. Complaints are often made that it is not comprehensive and that its format is constantly changed, thus creating difficulties in making comparisons and sometimes leading to confusion. At the 222nd session of the Governing Body 10/, it was regretted, in particular, that the statistical tables submitted did not distinguish between staff paid from the regular budget and staff paid from extra-budgetary resources; a return to the more detailed format was urged. It was also pointed out that the statistical tables on distribution of staff by nationality should include unrepresented countries, which would enable a more complete picture to be drawn of the geographical composition of the staff. Sometimes, inaccuracies have occurred, e.g., staff recruited to replace departing officials and those departed already were shown as an increase. 11/ The statistics do not include many people, mostly from over-represented countries, who work on contracts of up to eleven months during long extended periods of time.

28. But the most confusion in presentation of ILO personnel statistics appears to be in the breakdown of Member States into five geographical regions: Africa, Americas, Asia, Europe and the Middle East. Indeed, a false conclusion may be drawn that all European countries shown as a single group have an excessive number of their nationals on the staff, whilst this is the case with Western Europe only. Staff from this area account for more than 86 percent of the regional total. The share of only five West European countries (Belgium, France, Federal Republic of Germany, Switzerland and the United Kingdom) constitutes 63.5 percent of staff from the region. As far as Eastern Europe is concerned, its share in the regional total increased only from 11.20 to 13.49 percent, which has obviously been and continues to be extremely small in comparison with 34.34 percent of the projected regional total (see Table 2 below). Altogether nine East European countries occupy almost as many posts as the Federal Republic of Germany and fewer posts than France or the United Kingdom alone does.

29. The picture is also rather ambiguous as far as representation of Latin America, on the one hand, and North America and the Caribbean, on the other,

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10/ GB.222/10/30.

11/ GB.219/7/28.

is concerned. General figures on the Americas' share, in fact, conceal the marked under-representation of the latter.

30. Obviously, the breakdown of Member States into five geographical groups in ILO documents has some historical roots. However, bearing in mind its deficiencies, and the fact that membership of ILO is almost as large as that of the United Nations, the Inspectors urge that ILO should use seven geographical regions in its statistics and other relevant documents: namely, Africa, Asia and the Pacific, Eastern Europe, Western Europe, Latin America, Middle East, North America and the Caribbean. Additional reasons for this are as follows:

(a) The two largest contributors - the USA and the USSR - are members of the ILO.

(b) Europe is distinctly divided into Eastern and Western Europe as far as their political and socio-economic systems are concerned.

(c) A geographical region, such as the Americas, is non-existent in the documentation of other United Nations organizations and agencies.

31. The Inspectors also believe that all Member States, even unrepresented, should be included in the personnel statistics, clearly showing the number of geographical (non-linguistic) posts 12/ they have, or should have, on the staff broken down into categories from P-1 to DDG. The table in Annex II to the present report might be used as a guide. When Member States are classified into seven geographical regions, the ILO personnel statistics become far more revealing as shown in Table 2. This is particularly true if compared with the system of regional quotas used by the United Nations.

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12/ In accordance with ILO Staff Regulations, they are considered as posts occupied by "established officials" (Article 2.1.1) and "fixed-term officials" (Article 2.1.2) financed from both the regular budget and extra-budgetary sources.

Table 2

Present and Projected Distribution of Personnel  
by Geographical Regions in the ILO

	ILO statistics <u>a/</u>		Quotas by <u>b/</u> UN Standards		Balance	
	No. of staff employed	In %	No. of posts	In %	No. of posts	In %
Africa	75	11.09	101	13.50	- 26	- 2.41
Asia and Pacific	94	13.90	132	17.88	- 38	- 3.98
Eastern Europe	48	7.10	91	12.34	- 43	- 5.24
Western Europe	300	44.38	174	23.46	+126	+20.92
Latin America	53	7.84	57	7.74	- 4	+ 0.10
Middle East	29	4.29	42	5.71	- 13	- 1.42
North America and the Caribbean	77	11.39	143	19.37	- 66	- 7.98
Total:	676	100.0	740 <u>c/</u>	100.0	- 64 <u>d/</u>	

a/ GB.222/PFA/7/14, February-March 1983.

b/ Calculated on the basis of A/38/347, 14 September 1983.

c/ The number of posts to be distributed among Member States was derived from the ILO official statistics as at 31 December 1982 (676 incumbents plus 10 percent for annual turnover). However, at the last moment the ILO Office of Personnel supplied the Inspectors with the information to the effect that there were 785 geographical posts in the Office of which 166 were "frozen" and that the number of posts for distribution was 619 rounded off to 600. Obviously, the Inspectors cannot accept the last figure as the basis for calculating quotas since it reflects only permanent appointments and excludes short-term ones. What the Inspectors considered essential was to show their way of calculating quotas for each Member State and each region. As far as basic figure is concerned (740 or any other) it will definitely be changing with time subject to the will of Member States.

d/ Annual turnover of staff.

32. Indeed, if the ILO Member States are classified into seven geographical regions and their respective shares are compared with those calculated by United Nations standards, it would become clear that apart from over-represented Western Europe (+126 posts), all the geographical regions, have, in different degree, fewer staff than they would have if the United Nations standards were applied: Latin America (-4 posts), Asia and the Pacific (-38 posts), Middle East (-13 posts), Africa (-26 posts), Eastern Europe (-43 posts), and North America and the Caribbean (-66 posts). Thus, it may be said that Western Europe, whose share against United Nations standards is 1.72 times as high, is over-represented at the expense of all other regions.

33. In principle, equitable geographical distribution should cover all levels of posts, especially P-5 and above. The actual distribution of these posts and suggested quotas by geographical regions are given in the following table:



Table 3

Distribution of posts at P-5 and above levels

(as at 31 December 1982)<sup>13/</sup>

Region	No. of staff employed	In %	Suggested Quotas		Balance	
			No. of posts	In %	No. of posts	In %
Africa	37	12.63	40	13.50	- 3	- 0.87
Asia	45	15.36	52	17.88	- 7	- 2.52
Eastern Europe	12	4.10	36	12.34	-24	- 8.24
Western Europe	125	42.66	68	23.46	+57	+19.2
Latin America	26	8.87	23	7.74	+ 3	+ 1.13
Middle East	12	4.10	17	5.71	- 5	- 1.61
North America and the Caribbean	36	12.28	57	19.37	-21	- 7.09
Totals:	293	100.0	293	100.0	0	0

34. For purposes of calculation, the same regional percentages were retained as for all other posts. The quotas then obtained as shares of a total of 293 posts were rounded off to the nearest whole numbers. The picture thus drawn is not much different from the general one. Western Europe is over-represented by 57 posts, significantly more than Latin America (+3 posts). Under-represented are North America and the Caribbean (-21 posts), Eastern Europe (-24 posts), Asia (-7 posts), Middle East (-5 posts) and Africa (-3 posts). More detailed structure and composition of the Office by country, region and post level appear in Annex II.

35. Before further comparisons with the United Nations are made, it will be recalled that to ensure implementation of the principle of equitable geographical distribution, the General Assembly, as far back as in 1962, adopted resolution 1852(XVII) whereby a rather simple and reliable system of national and regional quotas was developed. This system was recognized by Member States of the United Nations as being in harmony with the paramount considerations of employment of staff, i.e., the necessity of securing the highest standards of efficiency, competence and integrity, and later reaffirmed as a basic principle of the recruitment policy of the United Nations. The advantage of the system is that it also provides for numerical guides in implementing the recruitment policy of the organization.

36. In the United Nations system of quotas, three factors enter into the calculations namely: (a) membership, (b) population, and (c) contribution to the

<sup>13/</sup> GB.222/PFA/8/14.

budget. Under the membership factor, a minimum of the total number of professional and higher non-linguistic posts is allocated to each Member State (four posts). The population factor represents a small number of posts which constitute regional reserves (240 posts out of 3,350, or 7.16%) 14/, and are distributed among regions concerned by size of their population. The factor of contribution determines the allocation of the remaining posts to each Member State. Consequently, the total number of posts calculated under (a) and (c) above represents national quotas. As a measure of flexibility, desirable ranges are established by extending national quotas upward and downward by 15 percent as their lower and upper levels. However, at present there is a trend in the United Nations to confine the system of calculation only to mid-point level of quotas as a sufficiently reliable numerical guide.

37. It is understood that once national quotas are equitably filled, there would be no posts left. Neither would there be unrepresented, under-represented nor over-represented countries. In other words, the principle of equitable geographical distribution will be fully implemented.

38. Having examined the merits of the above system and taking into account the requests by the representatives in the Governing Body for establishment of a system of equitable geographical composition of the Office, the Inspectors believe that, in general, it should be recommended to the ILO since its application would allow the Administration to make the Office universal in representation of the membership of the Organization. Accordingly, they suggest quotas for each ILO Member State which are given in Annex I to the present report.

39. From an analysis of Annex I, it follows that the suggested quotas generally correspond to those calculated by United Nations standards though some very small discrepancies are unavoidable. As described in the footnote where the proposed system for calculating quotas in ILO is presented, each Member State should be entitled to one post by membership factor. The regional population reserves should represent the same share (approximately 7 percent) of the total number of posts (740) subject to geographical distribution as in the United Nations, i.e., 53 posts.

40. As to distribution of the remaining 537 posts by contribution factor, the proposed system is somewhat different from that in existence in the United Nations. It would be fair and justified to attribute a priori to each of the 113 Member States contributing less than 0.25 percent to the budget one post which is a minimum but more than they would be entitled to if an accurate

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14/ A/38/347, 14 September 1983.

calculations were made. The balance of 424 posts should be then distributed proportionately to their contribution among the other 37 Member States. The number of posts by contribution factor plus one post by membership factor would produce a suggested quota for a Member State. Comparison between the suggested quotas for ILO Members (column 7) and the quotas calculated for the same Member States by United Nations standards (column 6) shows that there are no significant discrepancies except for the USA, where the suggested quota exceeds that calculated by the United Nations standards (by 5 posts) which is attributable mainly to the size of its contribution to the ILO budget.

41. Before coming to recommend the United Nations system of national and regional quotas, the Inspectors have examined other alternatives of calculating Member States quotas in the Office. Given a tripartite constituency of the Organization, it would appear reasonable to apply such factors which would allow to take into account either the workforce in each Member State or the degree to which this workforce is organized in trade unions. However, both alternatives, in the Inspectors' view, are impracticable.

42. In the first alternative, the total workforce in the world which accounts for the 1,794 million people should be divided by number of geographical posts in the Office. If one post is allocated to each Member State according to membership factor, there would be 590 posts left for distribution by other factors ( $740-150=590$ ). When only one factor - workforce - is taken into account, each post would carry 3 million working people ( $1,794:590 \approx 3$ ). In this case, many Member States with lesser workforce would be given not a single post. On the other hand, several Member States with more than hundred million working people would be allocated the majority of posts. This can be seen from table 4 below.

43. Using the ILO statistics, broken down by region, the picture might be as follows:

Table 4  
(as at 1 January 1980)

Region	Total population	Total workforce	Total workforce in %	No. of posts to be allocated	Contribution to R.B. in %
World	4,373	1,794	100	590	100
Asia with China and Oceania (China)	2,483 (951)	1,925 (442)	57.1 (24.6)	337 (145)	13.95 (0.87)
Africa and Middle East	461	170	9.5	56	3.86
Latin America and Caribbean	364	115	6.4	38	4.17
Europe without USSR	532	239	13.3	78	37.84
USSR	265	134	7.5	44	12.12
North America	245	111	6.2	37	28.05

Source: ILO Bureau of Statistics, November 1979 and ILO Programme and Budget for the Biennium 1984-85 (Scale of Assessment).

44. If another possibility is examined - workforce and contribution factors taken together (all 590 posts divided by half) - the picture might be as follows:

Table 5

Region	No. of posts to be allo- cated by workforce	No. of posts to be allo- cated by con- tribution factor	Total number of posts	Suggested quota by UN stan- dards	Difference in number of posts
World	295	295	590	590	-
Asia with China and Oceania	168	43	211	106	+105
(China)	(72)	(5)	(77)	(8)	(+69)
Africa and Middle East	28	10	38	84	-46
Latin America and Caribbean	19	12	31	52	-21
Europe without USSR	39	109	148	184	-36
USSR	22	38	60	54	+ 6
North America	19	83	102	110	- 8

Source: ILO Bureau of Statistics, November 1979.

45. Table 5 shows that this alternative could be also more to the advantage of the only one and the most populous region - Asia and the Pacific, whilst other regions would get less posts if compared with the quota system calculated by the United Nations standards. It appears that there would be more confusion when national quotas are calculated in each region. In the case of Asia and the Pacific, for example, about 70 percent of regional quota would go to only two Member States out of twenty-one - China and India. At the same time, seven others would be allocated no post at all.

46. As for the second alternative - workforce organized in trade unions - it seems to be even less reliable due to absence of relevant statistical data in respect of many developing countries. Though their workforce is almost 2.3 times more numerous than in developed countries, it is significantly less organized and that makes calculations extremely difficult, if not altogether impossible.

47. With the above mentioned in mind, the Inspectors came to conclusion that the United Nations quota system based on three factors - membership, population and contribution to the budget - is more simple, equitable and, as the UN experience has shown, more acceptable.

48. Proceeding from the analysis given in the present chapter, the Inspectors also conclude that:

(a) equitable geographical distribution should be reaffirmed by the General Conference as a basic principle of the recruitment and personnel policy of the ILO;

(b) a system of quotas should be developed along the lines indicated in the report; and

(c) a five-year recruitment plan should be elaborated and adopted as a means of achieving an equitable geographical and structure of ILO staff.

#### IV. FIVE-YEAR RECRUITMENT PLAN (Main Characteristics)

49. It should be pointed out from the outset that it is not the Inspectors' intention to develop a comprehensive and detailed recruitment plan since this kind of work needs much more information and time. However, they feel assured to suggest an extensive outline of such a plan or its main characteristics worked out on the basis of the United Nations Secretariat's "Medium-Term Plan of Recruitment - 1983-1985" which is now under implementation.

50. In the "ILO Medium-Term Plan, 1982-1987", it is indicated (para.11.193) that "... recruitment will be necessary to redress the imbalance in the geographical distribution of staff, in the age and grade structure of the Office and in the ratio of men to women. The latter objectives can be achieved only over the longer term". This can be considered as a clear recognition that five-year period is not sufficient for their attainment. However, the Inspectors are of the opinion that given a recruitment plan based on a quota system, it would be possible to reach those goals in five years from its inception.

51. This particular view is based on the three following considerations:

(a) the financial situation in the ILO is back to normal and would not adversely affect usual recruitment process in the near future;

(b) within the next five years, about 25 percent of the staff would resign from the service with the ILO Office and they should be replaced with other well-qualified specialists. This provides the administration with another opportunity to select these specialists "on a wide geographical basis"; and

(c) after long and painstaking developments, the United Nations Secretariat has succeeded in working out a three-year recruitment plan in order to bring all the unrepresented and under-represented Member States close to the mid-point of their quotas. This experience and that of some UN specialized agencies, UNESCO <sup>15/</sup> in particular, is a sufficient proof that it could, or rather should, be used by the International Labour Organization.

52. As was noted above, the equitable geographical distribution implies that all the posts allocated for this purpose are equitably distributed among all Member

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<sup>15/</sup> See the resolutions adopted by the 22nd session of the UNESCO General Conference which appear in Annex III to the present report.

States according to three factors: membership, contribution and population. It also means that when every Member State of the ILO reaches its quota, there will be no post left, and neither would there be an unrepresented, under-represented nor over-represented country.

53. Despite the great number of over-represented countries (43) whose nationals hold mainly contracts without limit of time, the achievement of proper geographical balance in the Office is possible. It seems to be quite realistic to bring all the unrepresented (49) and under-represented (36) Member States close to their respective suggested quotas within the next five years. For this purpose, 255 posts (105 - for unrepresented and 150 - for under-represented countries) would be needed.

54. With the usual turnover of personnel in geographical posts of around 10 percent there would approximately be 70 vacancies to be filled annually depending on the change in the total number of those posts. In this study, the number of vacancies is taken as 64 (of 740 posts, 676 are filled with 64 vacancies left) 16/. This number, of course, includes replacements which might vary from year to year. On the other hand, there are a certain number of Member States which do not intend to be represented, at least for the present time. Therefore, there would be less countries to be included into the recruitment plan.

55. In this respect, it is suggested that the ILO Administration should request officially those Member States, which have not yet expressed their desire for being represented in the Office and not recommended any candidate for a long time, whether they wish to do so. If not, it would be appropriate not to consider them "unrepresented" for the time being and show them in a separate column of the statistics, until their intention is changed.

56. This approach might reduce, at least temporarily, the number of "unrepresented" countries and, at the same time, give some flexibility in implementing the recruitment plan.

57. Another source for flexibility is "population reserve" (53 posts) which at the Administration's discretion might be used for making the distribution of posts among the countries of any particular region more equitable by the United Nations standards.

58. With these considerations taken together, it is possible to conclude that some 50 vacancies out of 64 would be needed annually for the purposes to be set out in the recruitment plan: within the next five years to allocate 255 posts for

unrepresented and under-represented countries and bring them close to their respective quotas. It stands to reason that the success of the plan, if adopted, would depend on full co-operation of all those concerned: Administration at all levels, Member States and staff at large.

59. Given this full co-operation, it would be possible to develop a recruitment plan and implement it within a five-year period if it were based on the principles reflected in the United Nations Secretariat's plan, with due regard to the ILO particulars, when necessary. These principles are as follows:

(a) 30 percent of P-1/P-2 posts should be allocated for the G-to-P promotion through competitive examinations with another 70 percent reserved for outside competitive examinations. It leaves 54 posts for recruitment ( $64-10=54$ );

(b) 50 percent of all the vacancies left (27 posts) should be allocated for recruitment of well-qualified candidates from unrepresented and under-represented countries;

(c) Another 50 percent of vacancies (27 posts) to be filled by best qualified candidates both from inside and outside. Then the interests of the staff would not be neglected, but at the same time, the staff members would not be given preference over the outsiders, especially when the latter's qualifications are better. It means that the qualifications of staff members should be reviewed properly only in comparison with those of the outsiders, since only this procedure would result in increase of efficiency and competence of the staff.

If a vacancy is filled by an inside candidate, the resulting vacancy should be filled in the same manner as above.

(d) When the qualifications of female and male candidates are the same, the preference should be given to the former so that 25 percent of all geographical posts can be filled in the long run by women;

(e) Consideration should be given to the equitable representation of nationals of all Member States in senior and policy-making posts.

(f) Recruitments from slightly over-represented countries should not exceed 10 percent of the total, but as for heavily over-represented ones, recruitments should be suspended until their quotas are brought down to adequate level.



60. In addition to the above, the Administration should improve standards and methods of recruitment taking into account some other complaints voiced by Member States and the experience gained by the United Nations and specialized agencies to this effect (vacancy announcements, recruitment missions and other contacts with national recruitment services, rostering of candidates, etc.).

61. With reference to vacancy announcements, it is suggested that, in view of the forthcoming retirement of about 25 percent of professional staff within the next five years, they should be circulated two-three years in advance. It is understood that these announcements would contain only general information on future vacancies but this practice would enable national recruitment services to be better prepared for submitting candidates fully complying with the qualifications required. It would also permit to shorten the recruitment period.

## V. CONCLUSIONS AND RECOMMENDATIONS

### CONCLUSIONS

Despite the ILO Administration's efforts to improve composition and structure of the Office, the results achieved are still far from being satisfactory. There are, by the UN standards, 85 unrepresented and under-represented Member States while 43 are over-represented. In the Inspectors' view, these efforts could be facilitated and the situation changed for the better if a new approach towards recruitment policy and its implementation were adopted and the experience of the United Nations and specialized agencies in this field were taken into account. They believe that their recommendations are in full conformity with all the relevant basic provisions of the ILO.

### RECOMMENDATIONS

Recommendation I: The General Conference should reaffirm equitable distribution of geographical posts in the Office as an official principle of the ILO recruitment and personnel policy and authorize the Director-General to strictly apply this principle in its formulation and implementation.

Recommendation II: The General Conference should request the Director-General to elaborate a system of quotas for each geographical region and each Member State in order to ensure their adequate representation in the Office (the system suggested in this report can be adopted or used as a sample).

Recommendation III: The General Conference should request the Director-General to work out a recruitment plan which can be done, in general, along the lines of the United Nations "Medium-Term Plan of Recruitment - 1983-1985". As for its implementation, approximately a five-year period from its inception may be required.

Recommendation IV: The General Conference should request the Director-General to introduce seven geographical regions into statistical data on composition of the Office and regularly present this statistics broken down by region, nationality, number and level of posts as suggested in Annex II.

Recommendation V: The General Conference should request the Director-General to take appropriate measures for improvement of standards and methods of recruitment and for strict application of the Staff Regulations in this respect.

Equitable geographical distribution of ILO posts calculated in accordance with UN standards

1	2	3	4	5	6	7	8	9			
S.No.	Region Nationality	No. of posts by member- ship factor	Contrbn. to ILO RB in %	No. of posts by contrbn factor	Quota calcu- lated by UN standards	Suggested quota	No. of staff (31.12.82)	Status of representation			
								NR	UDR	AR	OR
<u>AFRICA</u>											
1.	Algeria	1	0.13	1	2.46	2	4	-	-	-	2
2.	Angola	1	0.01	1	1.75	2	-	2	-	-	-
3.	Benin	1	0.01	1	1.75	2	3	-	-	-	1
4.	Botswana	1	0.01	1	1.75	2	-	2	-	-	-
5.	Burundi	1	0.01	1	1.75	2	2	-	-	+	-
6.	Cape Verde	1	0.01	1	1.75	2	-	2	-	-	-
7.	Cent. African Republic	1	0.01	1	1.75	2	1	-	1	-	-
8.	Chad	1	0.01	1	1.75	2	1	-	1	-	-
9.	Comoros	1	0.01	1	1.75	2	-	2	-	-	-
10.	Congo	1	0.01	1	1.75	2	-	2	-	-	-
11.	Djibouti	1	0.01	1	1.75	2	-	2	-	-	-
12.	Egypt	1	0.07	1	2.00	2	10	-	-	-	8
13.	Equatorial Guinea	1	0.01	1	1.75	2	-	2	-	-	-
14.	Ethiopia	1	0.01	1	1.75	2	8	-	-	-	6
15.	Gabon	1	0.02	1	1.79	2	-	2	-	-	-
16.	Ghana	1	0.02	1	1.79	2	2	-	-	+	-
17.	Guinea	1	0.01	1	1.75	2	3	-	-	-	1
18.	Guinea-Bissau	1	0.01	1	1.75	2	-	2	-	-	-
19.	Ivory Coast	1	0.03	1	1.83	2	1	-	1	-	-
20.	Kenya	1	0.01	1	1.75	2	3	-	-	-	1
21.	Lesotho	1	0.01	1	1.75	2	-	2	-	-	-
22.	Liberia	1	0.01	1	1.75	2	-	2	-	-	-
23.	Libyan Arab J.	1	0.26	1.15	2.78	2	-	2	-	-	-
24.	Madagascar	1	0.01	1	1.75	2	1	-	1	-	-
25.	Malawi	1	0.01	1	1.75	2	-	2	-	-	-
26.	Mali	1	0.01	1	1.75	2	4	-	-	-	2
27.	Mauritania	1	0.01	1	1.75	2	1	-	1	-	-
28.	Mauritius	1	0.01	1	1.75	2	2	-	-	+	-
29.	Morocco	1	0.05	1	1.91	2	4	-	-	-	2
30.	Mozambique	1	0.01	1	1.75	2	-	2	-	-	-
31.	Namibia	1	0.01	1	1.75	2	-	2	-	-	-
32.	Niger	1	0.01	1	1.75	2	4	-	-	-	2
33.	Nigeria	1	0.19	1	2.50	2	-	2	-	-	-
34.	Rwanda	1	0.01	1	1.75	2	-	2	-	-	-
35.	S. Tome/Principe	1	0.01	1	1.75	2	-	2	-	-	-
36.	Senegal	1	0.01	1	1.75	2	4	-	-	-	2
37.	Seychelles	1	0.01	1	1.75	2	-	2	-	-	-
38.	Sierra Leone	1	0.01	1	1.75	2	2	-	-	+	-
39.	Somalia	1	0.01	1	1.75	2	2	-	-	+	-
40.	Sudan	1	0.01	1	1.75	2	1	-	1	-	-
41.	Swaziland	1	0.01	1	1.75	2	-	2	-	-	-
42.	Togo	1	0.01	1	1.75	2	1	-	1	-	-
43.	Tunisia	1	0.03	1	1.83	2	4	-	-	-	2
44.	U. Rep. of Cameroon	1	0.01	1	1.75	2	4	-	-	-	2
45.	U. Rep. of Tanzania	1	0.01	1	1.75	2	1	-	1	-	-
46.	Uganda	1	0.01	1	1.75	2	1	-	1	-	-
47.	Upper Volta	1	0.01	1	1.75	2	-	2	-	-	-
48.	Zaire	1	0.01	1	1.75	2	1	-	1	-	-
49.	Zambia	1	0.01	1	1.75	2	-	2	-	-	-
50.	Zimbabwe	1	0.02	1	1.79	2	-	2	-	-	-
POPULATION RESERVE						6					
REGIONAL TOTAL		50	1.22	50.15	90.68	106	75(-25)	23(46)	10(10)	5(0)	12(31)
<u>ASIA AND THE PACIFIC</u>											
51.	Australia	1	1.56	6.89	8.24	8	8	-	-	+	-
52.	Bangladesh	1	0.03	1	1.83	2	2	-	-	+	-
53.	Burma	1	0.01	1	1.75	2	1	-	1	-	-
54.	China	1	0.87	3.84	5.37	5	-	5	-	-	-
55.	Democratic Kampuchea	1	0.01	1	1.75	2	-	2	-	-	-
56.	Fiji	1	0.01	1	1.75	2	-	2	-	-	-
57.	India	1	0.36	1.59	3.20	3	28	-	-	-	25
58.	Indonesia	1	0.13	1	2.25	2	1	-	1	-	-
59.	Japan	1	10.23	45.20	44.67	46	16	-	30	-	-
60.	Lao. P. Dem. Rep.	1	0.01	1	1.75	2	1	-	1	-	-
61.	Malaysia	1	0.09	1	2.14	2	4	-	-	-	2
62.	Mongolia	1	0.01	1	1.75	2	-	2	-	-	-
63.	Nepal	1	0.01	1	1.75	2	1	-	1	-	-
64.	New Zealand	1	0.26	1.15	2.79	2	3	-	-	-	1
65.	Pakistan	1	0.06	1	1.96	2	10	-	-	-	8
66.	Papua New Guinea	1	0.01	1	1.75	2	-	2	-	-	-
67.	Philippines	1	0.09	1	2.08	2	5	-	-	-	3
68.	Singapore	1	0.09	1	2.08	2	1	-	1	-	-
69.	Sri Lanka	1	0.01	1	1.75	2	9	-	-	-	7
70.	Thailand	1	0.08	1	2.04	2	2	-	-	+	-
71.	Viet Nam	1	0.02	1	1.79	2	2	-	-	+	-
POPULATION RESERVE						29					
REGIONAL TOTAL		21	13.95	74.67	94.44	125	94(-2)	5(13)	6(35)	4(0)	6(46)

## Equitable geographical distribution of ILO posts calculated in accordance with UN standards

1	2	3	4	5	6	7	8	9			
S.No.	Region Nationality	No. of posts by member- ship factor	Contrbn.to ILO RB in %	No. of posts by contrbn factor	Quota calcu- lated by UN standards	Suggested quota	No. of staff (31.12.82)	Status of representation			
								NR	UDR	AR	OR
<u>EUROPE (EASTERN)</u>											
72.	Bulgaria	1	0.18	1	2.45	2	2	-	-	+	-
73.	Byelorussian SSR	1	0.36	1.59	3.20	3	1	-	2	-	-
74.	Czechoslovakia	1	0.75	3.31	4.87	4	1	-	3	-	-
75.	German Dem. Rep.	1	1.38	6.10	7.49	7	1	-	6	-	-
76.	Hungary	1	0.23	1	2.66	2	2	-	-	+	-
77.	Poland	1	0.71	3.14	4.70	4	7	-	-	-	3
78.	Romania	1	0.19	1	2.49	2	1	-	1	-	-
79.	Ukrainian SSR	1	1.31	5.79	7.20	7	5	-	2	-	-
80.	USSR	1	10.45	46.17	45.60	47	28	-	19	-	-
81.	Yugoslavia	1	0.46	2.03	3.62	3	0	3	-	-	-
POPULATION RESERVE						6					
REGIONAL TOTAL		10	16.02	71.13	84.28	87	48(-33)	1(3)	6(33)	2(0)	1(3)
<u>EUROPE (WESTERN)</u>											
82.	Austria	1	0.74	3.27	4.83	4	5	-	-	-	1
83.	Belgium	1	1.27	5.61	7.04	7	17	-	-	-	10
84.	Denmark	1	0.74	3.27	4.83	4	4	-	-	+	-
85.	Finland	1	0.48	2.12	3.70	3	3	-	-	+	-
86.	France	1	6.46	28.54	28.82	30	65	-	-	-	35
87.	Germany, F.R. of	1	8.47	37.42	37.27	38	44	-	-	-	6
88.	Greece	1	0.40	1.77	3.37	3	2	-	1	-	-
89.	Iceland	1	0.03	1	1.83	2	1	-	1	-	-
90.	Ireland	1	0.18	1	2.45	2	5	-	-	-	3
91.	Italy	1	3.71	16.39	17.28	17	21	-	-	-	4
92.	Luxembourg	1	0.06	1	1.96	2	2	-	-	+	-
93.	Malta	1	0.01	1	1.75	2	1	-	1	-	-
94.	Netherlands	1	1.76	7.76	9.12	9	16	-	-	-	7
95.	Norway	1	0.50	2.21	3.83	3	2	-	1	-	-
96.	Portugal	1	0.18	1	2.45	2	-	2	-	-	-
97.	San Marino	1	0.01	1	1.75	2	-	2	-	-	-
98.	Spain	1	1.91	8.44	9.74	9	9	-	-	+	-
99.	Sweden	1	1.31	5.79	7.20	7	8	-	-	-	1
100.	Switzerland	1	1.09	4.82	5.73	6	34	-	-	-	28
101.	United Kingdom	1	4.63	20.45	21.15	21	61	-	-	-	40
POPULATION RESERVE						4					
REGIONAL TOTAL		20	33.94	153.86	176.10	177	300(+127)	2(4)	4(4)	4(0)	10(135)
<u>LATIN AMERICA</u>											
102.	Argentina	1	0.70	3.09	4.66	4	11	-	-	-	7
103.	Bolivia	1	0.01	1	1.75	2	2	-	-	+	-
104.	Brazil	1	1.38	6.10	7.49	7	5	-	2	-	-
105.	Chile	1	0.07	1	2.00	2	3	-	-	-	1
106.	Colombia	1	0.11	1	2.16	2	7	-	-	-	5
107.	Costa Rica	1	0.02	1	1.79	2	-	2	-	-	-
108.	Cuba	1	0.09	1	2.08	2	-	2	-	-	-
109.	Dominican Rep.	1	0.03	1	1.83	2	1	-	1	-	-
110.	Ecuador	1	0.02	1	1.79	2	4	-	-	-	2
111.	El Salvador	1	0.01	1	1.75	2	1	-	1	-	-
112.	Guatemala	1	0.02	1	1.79	2	-	2	-	-	-
113.	Haiti	1	0.01	1	1.75	2	2	-	-	+	-
114.	Honduras	1	0.01	1	1.75	2	1	-	1	-	-
115.	Mexico	1	0.87	3.84	5.37	5	5	-	-	+	-
116.	Nicaragua	1	0.01	1	1.75	2	1	-	1	-	-
117.	Panama	1	0.02	1	1.79	2	1	-	1	-	-
118.	Paraguay	1	0.01	1	1.75	2	1	-	1	-	-
119.	Peru	1	0.07	1	2.00	2	3	-	-	-	1
120.	Surinam	1	0.01	1	1.75	2	-	2	-	-	-
121.	Uruguay	1	0.04	1	1.87	2	4	-	-	-	2
122.	Venezuela	1	0.54	2.39	3.99	3	1	-	2	-	-
POPULATION RESERVE						5					
REGIONAL TOTAL		21	4.04	32.42	52.86	58	53(0)	4(8)	8(10)	3(0)	6(18)
<u>MIDDLE EAST</u>											
123.	Afghanistan	1	0.01	1	1.75	2	2	-	-	+	-
124.	Bahrain	1	0.01	1	1.75	2	-	2	-	-	-
125.	Cyprus	1	0.01	1	1.75	2	3	-	-	-	1
126.	Democratic Yemen	1	0.01	1	1.75	2	-	2	-	-	-
127.	Iran	1	0.57	2.52	4.12	4	2	-	2	-	-
128.	Iraq	1	0.12	1	2.20	2	2	-	-	+	-
129.	Israel	1	0.23	1	2.66	2	4	-	-	-	2
130.	Jordan	1	0.01	1	1.75	2	4	-	-	-	2
131.	Kuwait	1	0.25	1.10	2.75	2	-	2	-	-	-
132.	Lebanon	1	0.02	1	1.79	2	5	-	-	-	3
133.	Qatar	1	0.03	1	1.83	2	-	2	-	-	-
134.	Saudi Arabia	1	0.85	3.75	5.29	5	-	5	-	-	-
135.	Syrian Arab Rep.	1	0.03	1	1.83	2	3	-	-	-	1
136.	Turkey	1	0.32	1.41	3.04	2	4	-	-	-	2
137.	U.A. Emirates	1	0.16	1	2.37	2	-	2	-	-	-
138.	Yemen	1	0.01	1	1.75	2	-	2	-	-	-
POPULATION RESERVE						2					
REGIONAL TOTAL		16	2.64	20.78	38.38	39	29(-8)	7(17)	1(2)	2(0)	6(11)

Equitable geographical distribution of ILO posts calculated in accordance with UN standards

1	2	3	4	5	6	7	8	9			
S. No.	Region Nationality	No. of posts by membership factor	Contrbn. to ILO RB in %	No. of posts by contrbn factor	Quota calculated by UN standards	Suggested quota	No. of staff (31.12.82)	Status of representation			
								NR	UDR	AR	OR
<u>N.AMERICA &amp; CARIBBEAN</u>											
139.	Antigua/Barbuda	1	0.01	1	1.75	2	-	2	-	-	-
140.	Bahamas	1	0.01	1	1.75	2	-	2	-	-	-
141.	Barbados	1	0.01	1	1.75	2	2	-	-	+	-
142.	Belize	1	0.01	1	1.75	2	-	2	-	-	-
143.	Canada	1	3.05	13.47	14.53	14	15	-	-	-	1
144.	Dominica	1	0.01	1	1.75	2	-	2	-	-	-
145.	Grenada	1	0.01	1	1.75	2	-	2	-	-	-
146.	Guyana	1	0.01	1	1.75	2	3	-	-	-	1
147.	Jamaica	1	0.02	1	1.79	2	2	-	-	+	-
148.	Saint Lucia	1	0.01	1	1.75	2	-	2	-	-	-
149.	Trinidad & Tobago	1	0.03	1	1.83	2	-	2	-	-	-
150.	USA	1	25.00	110.45	105.83	111	55	-	56	-	-
POPULATION RESERVE						3					
REGIONAL TOTAL		12	28.18	133.92	137.98	148	77(-68)	7(14)	1(56)	2(0)	2(2)
GRAND TOTAL		150	100.00	536.93	671.02	740	676(-9)	49(105)	36(150)	22	43(246)

The system is based upon the same factors as in the United Nations, i.e., membership, population and contribution to the budget of the Organization. There are some insignificant deviations from the United Nations system of calculation which are mainly attributed to the size of the Office with 740 posts subject to geographical distribution in comparison to 3350 posts in the UN Secretariat.

Accordingly the distribution of geographical posts in the Office would be as follows

- As for membership factor, it would be reasonable to allocate to each Member State 1 post - a total of 150 posts - (see column 3).
- The number of posts by factor of population may represent the same percentage of posts as in the United Nations (7.16%) or 53 posts.
- The remaining number of posts should be distributed according to the scale of assessments. However, as a result of such calculation 113 small contributors to the budget (less than 0.25%) would have got less than 1 post each. Therefore, it would be reasonable to attribute a priori to each of these members one post by contribution factor - a total of 113 posts.

Consequently, the number of posts to be distributed proportionately to their contributions among the other 37 Member States would be 424 (740 - (150 + 113 + 53) = 424 posts).

The number of posts by contribution factor (column 5) rounded to the nearest whole figure plus 1 post by membership factor (column 3) would represent a suggested quota (column 7) for a given country. Thus, for example, Japan would be entitled to 46 posts (1 by membership and 45 by contribution factor). Also, at the Director-General's discretion, any country may be given some additional posts from the regional population reserve.

NR = Not represented  
UDR= Under-represented  
AR = Adequately represented  
OR = Over-represented



Distribution of non-linguistic posts financed from the regular budget and extra-budgetary sources, by region and nationality as at 30 June 1983. In brackets are posts financed from extra-budgetary sources\*

REGION	DDG	ADG	D2	D1	P5	P4	P3	P2	P1	Total
Nationality	1	2	3	4	5	6	7	8	9	10
<u>A F R I C A</u>										
1. Algeria					1	(1)	2			3(1)
2. Angola										
3. Benin	1						1		(1)	2(1)
4. Botswana										
5. Burundi							1	(1)		1(1)
6. Cape Verde										
7. Cent.African Republic						1				1
8. Chad				1						1
9. Comoros										
10. Congo						1				1
11. Djibouti										
12. Egypt			1	1(1)	3	2	1	1		9(1)
13. Equatorial Guinea										
14. Ethiopia				1	2(1)	1	2	1		7(1)
15. Gabon										
16. Ghana					(1)	1(1)				1(2)
17. Guinea							2(1)			2(1)
18. Guinea-Bissau										
19. Ivory Coast					1					1
20. Kenya				1	2					3
21. Lesotho										
22. Liberia										
23. Libyan Arab J.										
24. Madagascar					1			1		2
25. Malawi										
26. Mali				2	1	(1)				3(1)
27. Mauritania		1								1
28. Mauritius						2				2
29. Morocco					2	1	(1)			3(1)
30. Mozambique										
31. Namibia										
32. Niger										
33. Nigeria				2	1		1			4
34. Rwanda										
35. Senegal				1	1	2				4
36. Seychelles										
37. Sierra Leone						2				2
38. Somalia						1	1			2
39. Sudan						1				1
40. Swaziland										
41. Togo			1							1
42. Tunisia					1	1				2
43. U. Rep. of Cameroon					2(1)		1	(1)		3(2)
44. U. Rep. of Tanzania					1					1
45. Uganda					1					1
46. Upper Volta										
47. Zaire						2				2
48. Zambia										
49. Zimbabwe										
REGIONAL TOTAL	1	1	2	9(1)	20(3)	18(3)	12(2)	3(2)	(1)	66(12)

ASIA AND THE PACIFIC

50. Australia				1	1	3(1)	1	1		7(1)
51. Bangladesh					1	2				3
52. Burma								1		1
53. China										
54. Democratic Kampuchea										
55. Fiji										
56. India	1		2	7	7	6	2(2)	(1)		25(3)
57. Indonesia									(1)	(1)
58. Japan		1		1	7	2		2		13
59. Lao. P. Dem. Rep.						1				1
60. Malaysia					2	1		1		4
61. Mongolia										
62. Nepal						1				1
63. New Zealand			1				1	1		3
64. Pakistan				1	4	2(1)	2			9(1)
65. Papua New Guinea										
66. Philippines					2	1	2(1)			5(1)
67. Singapore						(1)				(1)
68. Sri Lanka				(1)	3	1	(1)	(1)		4(3)
69. Thailand					1		2			3
70. Viet Nam				1		1				2
REGIONAL TOTAL	1	1	3	11(1)	28	21(3)	10(4)	6(2)	(1)	81(12)

REGION	DDG	ADG	D2	D1	P5	P4	P3	P2	P1	Total
Nationality	1	2	3	4	5	6	7	8	9	10

EUROPE (EASTERN)

71. Bulgaria					1			1		2
72. Byelorussian SSR						(1)				(1)
73. Czechoslovakia						(1)				(1)
74. German Dem. Rep.							1			1
75. Hungary							1(1)			1(1)
76. Poland				1	1	4	1(1)			7(1)
77. Romania					1					1
78. Ukrainian SSR						1	2	1		4
79. USSR		1	1	2	4	7(2)	4(2)	1		20(4)
80. Yugoslavia										

REGIONAL TOTAL

1	1	3	7	12(4)	9(4)	3	36(8)
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EUROPE (WESTERN)

81. Austria				1	2(1)	1				4(1)
82. Belgium			1		9	4	2			16
83. Denmark					1	2	1			4
84. Finland						2	(1)			2(1)
85. France		1	1	8(1)	16(2)	10(1)	19(3)	2		57(7)
86. Germany, F.R. of		1	2	4	9(1)	12(1)	10(3)	(1)		38(6)
87. Greece			1		1	1				3
88. Iceland										
89. Ireland				1	2	1				4
90. Italy			1	3	4(1)	6	4			18(1)
91. Luxembourg					1	1				2
92. Malta										
93. Netherlands					4	5(2)	3(4)			12(6)
94. Norway				1			1			2
95. Portugal										
96. Spain			1		5	1	3			10
97. Sweden	1		2		1(1)	(1)	(1)			4(3)
98. Switzerland				1	6(1)	7(1)	7(2)	5		26(4)
99. United Kingdom			3	6	13(3)	14(4)	9(2)	2		47(9)

REGIONAL TOTAL

1	2	12	25(1)	74(10)	67(10)	59(16)	9(1)	249(38)
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LATIN AMERICA

100. Argentina		1	1	1	5	1		(1)		9(1)
101. Bolivia						1		1		2
102. Brazil				(1)	3	1				4(1)
103. Chile					1	2(1)				3(1)
104. Colombia				1	2	1	1(1)	1		6(1)
105. Costa Rica					1					1
106. Cuba										
107. Dominican Rep.						1				1
108. Ecuador					2		2			4
109. El Salvador						1				1
110. Guatemala										
111. Haiti						1	(1)			1(1)
112. Honduras					1		1			2
113. Mexico					3	1	2			6
114. Nicaragua						1				1
115. Panama							(1)			(1)
116. Paraguay							1			1
117. Peru				1	1		1			3
118. Surinam										
119. Uruguay					(1)	2(1)				2(2)
120. Venezuela							1			1

REGIONAL TOTAL

1	1	3(1)	19(1)	13(2)	9(3)	2(1)	48(8)
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REGION Nationality	DDG 1	ADG 2	D2 3	D1 4	P5 5	P4 6	P3 7	P2 8	P1 9	Total 10
<u>MIDDLE EAST</u>										
121. Afghanistan						2				2
122. Bahrain										
123. Cyprus					1	2				3
124. Democratic Yemen										
125. Iran					1	1				2
126. Iraq					2					2
127. Israel					2	2				4
128. Jordan		1		1	1	1				4
129. Kuwait										
130. Lebanon					2		2(1)			4(1)
131. Qatar										
132. Saudi Arabia										
133. Syrian Arab Rep.					(1)	2				2(1)
134. Turkey						3	1			4
135. U.A. Emirates										
136. Yemen										
REGIONAL TOTAL	1			1	9(1)	13	3(1)			27(2)
<u>N. AMERICA &amp; CARIBBEAN</u>										
137. Bahamas										
138. Barbados					1					1
139. Belize										
140. Canada				1	6	4	1(4)	(1)		12(5)
141. Grenada										
142. Guyana					(3)		1			1(3)
143. Jamaica				1	1					2
144. Saint Lucia										
145. Trinidad & Tobago										
146. USA	1		1	5	16	19	10(1)	1		53(1)
REGIONAL TOTAL	1		1	7	24(3)	23	12(5)	1(1)		69(9)
GRAND TOTAL	4	7	20	59(4)	181(18)	167(22)	114(35)	24(7)	(2)	576(89)

Source: Information supplied by the ILO.



RESOLUTIONS ADOPTED BY THE 22ND GENERAL CONFERENCE  
OF UNESCO AT ITS THIRTY-FIRST PLENARY MEETING, ON  
24 NOVEMBER 1983

Recruitment and renewal of the staff

Medium-term overall plan for the recruitment and renewal of the staff and geographical distribution of the staff.

The General Conference,

Having considered document 22C/56 and Add.,

1. Takes note with appreciation of the work undertaken by the Director-General within the second stage of the long-term recruitment plan with a view to improving geographical representation, and of the positive changes which have occurred in the recruitment of personnel since the twenty-first session;
2. Further takes note of the proposed third stage presented by the Director-General for the period 1984-1989 in conformity with resolution 30.11 adopted at its twenty-first session and taking into account the aims of the second Medium-Term Plan (4XC/4);
3. Further notes that some Member States are still under-represented or do not have any nationals at all serving in the Organization;
4. Requests Member States to assist the Director-General in improving equitable geographical distribution within the established quotas by presenting more candidates, especially women, with qualifications which correspond to the requirements of vacant posts;
5. Commends the Director-General on his continuing efforts to ensure equitable representation of all Member States, including those that are still under-represented or do not have any nationals at all serving in the Organization.
6. Invites the Director-General:
  - (a) to continue to submit to the Executive Board detailed information on the distribution of posts in the Professional category and above in all sectors and services of the Secretariat;
  - (b) to report to the General Conference at its twenty-third session on the implementation of this resolution.

The General Conference

Mindful of the provisions of Article VI, paragraph 4, of the UNESCO Constitu-

tion, which recalls the paramount consideration of securing the highest standards of integrity, efficiency and technical competence and the requirements that the appointment of staff should be on as wide a geographical basis as possible,

Considering that the respect for the principle of equitable geographical distribution of staff is a major factor in the efficiency of the work of the Secretariat and also a positive contribution to closer international co-operation having regard to the need to establish a new international economic order,

Recalling decision 8.6 adopted by the Executive Board at its 117th session on the geographical distribution of staff and the general medium-term plan (1984-1989) for the recruitment of staff and the invitation extended by the Board to the Director-General to carry out a study on the possibility of reviewing the quotas currently assigned to Member States, taking into consideration all possible alternatives,

Having noted with appreciation the report of the Director-General on items 47.1 of the agenda regarding geographical distribution of staff and the general medium-term plan (1984-1989) for the recruitment and renewal of staff with a view to achieving a more equitable geographical distribution within the secretariat,

Thanking the Director-General for his continued efforts to achieve a more equitable distribution of staff in the Secretariat,

1. Decides to modify the lowest quotas from 3-5 to 2-8 and to alter the other quotas in consequence, taking into account 1,100 posts as the basis for the calculation of the quotas;
2. Requests the Director-General to take such steps as may be required to implement this decision, progressively if necessary;
3. Further requests the Director-General to report to the General Conference at its twenty-third session on the implementation of this resolution.