

**IMMEDIATE
ATTENTION**

EB/CAP/02/1

August 21, 2002

To: Members of the Committee on Administrative Policies
(Managing Director, Chairman; Mr. Bennett, Mr. Bischofberger,
Mr. Kiekens, Mr. Padoan, Mr. Reddy, Mr. Rustomjee, Mr. Shaalan)

From: K. Friedman, Committee Secretary

Subject: **Modification to Leave Policies**

Attached for consideration by the Committee on Administrative Policies is a paper on modification to leave policies.

Questions may be referred to Mrs. Shannon (ext. 37258) and Ms. Parkes (ext. 35428).

In the absence of a request to the Committee Secretary by **noon on Wednesday, August 28, 2002** that this matter be taken up by the Committee, the proposed recommendation that appears on page 18 will be deemed approved by the Committee for transmittal to the Executive Board.

Att: (1)

Other Distribution:
Members of the Executive Board

INTERNATIONAL MONETARY FUND

Modifications to Leave Policies

Prepared by the Human Resources Department

Approved by Ulrich Baumgartner

August 20, 2002

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EXECUTIVE SUMMARY

This paper proposes several changes and additions to the provisions governing the Fund's leave policies as outlined in General Administrative Order (GAO) No. 13, Rev. 5, of June 15, 1989. These changes are with respect to maternity and adoption leave, emergency leave and travel, and administrative leave. In addition, this paper proposes that paternity leave and a special family emergency leave be added to the range of leave benefits offered by the Fund. It is also proposed to amend certain aspects of GAO No. 13, Rev. 5, Section 9—Administrative Leave, in order to address anomalies that have arisen and for which policy provisions are either ambiguous or do not exist under the current administrative leave provisions.

Paternity leave. At present, a male staff member must use annual leave or family care leave if he wishes to participate in the care of his newborn child. It is proposed that an entitlement of 5 work days of paternity leave be provided to male staff members who are not primary caregivers and an additional 35 days if the male staff member is the primary caregiver.

Use of maternity/adoption leave. At present maternity and adoption leave have to be used on an uninterrupted and full-time basis; and the leave is available only in calendar weeks rather than work days. The current policy fails to recognize that the childcare needs of each family may differ. It is proposed that the maximum period of maternity and adoption leave be available in work days and that the use of leave be available on a full-time, part-time, uninterrupted, or intermittent basis. It should be noted that for maternity and adoption leave, the total leave entitlement would not be changed.

A minimum service requirement for maternity/adoption leave. At present, a minimum service period of 10 months is required for staff to be eligible for maternity and adoption leave. The rule is redundant given that there is a secondary minimum service requirement for full entitlement and is viewed by some as discriminatory. It is proposed that the minimum service requirement for eligibility for maternity and adoption leave be eliminated, but the full entitlement of maternity, adoption, and paternity leave must be taken within 6 months of the date of the birth of the child or the placement of the child in the custody of the staff member. It should be noted that the minimum service rule that enables a staff member to receive the full entitlement of maternity or adoption leave remains unchanged. In this regard, a staff member receives the full entitlement only if he/she has been employed for a minimum of 2 years (in the case of adoption leave), or a minimum of 3 years (in the case of maternity leave). Otherwise, the leave benefit is reduced on a proportionate basis.

Leave without pay for personal reasons (LWOP). At present, LWOP for personal reasons is capped at 12 months per career. In many cases, the 12 calendar months are too short to adequately meet the childcare and other personal needs of staff over the course of a Fund career. It is proposed that the total period of LWOP for personal reasons during a staff member's career in the Fund be increased to a maximum of 24 calendar months.

Emergency travel. The current policy of restricting the period during which emergency travel must be taken to 60 calendar days after the death of a close family member does not sufficiently recognize the varied cultural and religious needs of Fund staff members. It is proposed that the time limit for emergency travel be extended to within 1 year of the death of the spouse,¹ child, or parent.

Special family emergency leave. At present, the Fund has no program in place to assist staff who face serious family emergencies and who need to be absent from work for an extended period of time. Excluding annual leave and the 5 days of family care leave, no other recourse (in terms of paid leave) is available. It is proposed to add a special family emergency leave to the Fund's existing leave provisions. This would comprise 60 work days per Fund career. The special family emergency leave would be granted only after a staff member has exhausted his or her annual leave and family care leave entitlement.

Administrative leave. A number of situations have arisen that would warrant affected staff being placed on administrative leave. These situations include evacuated resident representatives and where a staff member's continuing presence at work may not be in the interest of the Fund. It is proposed that paid or unpaid administrative leave be extended to include special and unusual circumstances such as those situations described above. Administrative leave for special and unusual circumstances shall not exceed six months per situation.

The budgetary impact of the proposed changes is estimated to be less than \$200,000 a year. However, these costs are for lost work days and do not represent additional costs to the budget. Staff in Grades A1–A8 can be replaced on a temporary basis. Replacement for higher level staff normally occurs only when additional leave without pay is taken, and only as a Temporary Assignment Program (TAP) or contractual appointment. In terms of resource implications, minor modifications will have to be made to the computerized leave systems to accommodate the changes in the parental leave categories. In addition, informational material provided to staff will have to be updated. The costs for these changes are estimated at \$12,000 and will be absorbed within the existing departmental budgets.

¹The term spouse as used throughout this paper shall include spouse or registered domestic partner consistent with the Board's decision on the extension of benefits to registered domestic partners set forth in EBAP/01/135.

I. INTRODUCTION

1. The purpose of this paper is to propose that the Committee on Administrative Policies (CAP) recommend to the Executive Board several changes and additions to the provisions governing the Fund's leave policies as outlined in General Administrative Order (GAO) No. 13, Rev. 5 of June 15, 1989.² These changes are with respect to maternity and adoption leave, emergency leave and travel, and administrative leave. In addition, this paper proposes that paternity leave and a special family emergency leave be added to the range of leave benefits offered by the Fund.³ The changes and additions proposed are pursuant to EB/CAP/97/124 (Amendment of Adoption Leave Policy—December 22, 1997), which stipulated that all parental leave benefits would be fully considered during a review of Fund leave policies. Taken together, the proposals put forward in this paper seek to establish greater equity in the employment relationship between male and female staff members, support the Fund's recruitment, retention, and diversity objectives, promote better work/life balance, and provide a number of options to support parenting responsibilities through "family-friendly" benefits.
2. The budgetary impact of the proposed changes is estimated to be less than \$200,000 a year. These costs will be absorbed within the existing departmental budgets.
3. The opportunity has also been taken to propose amendments to certain aspects of GAO No. 13, Rev. 5, Section 9—Administrative Leave, in order to address anomalies that have arisen and for which policy provisions are either ambiguous or do not exist under the current administrative leave provisions.
4. The evolving nature of the internal and external environment in which the Fund operates serves as an impetus for a review of certain aspects of the Fund's existing leave provisions. In addition, societal trends and the changing nature of the contemporary

²It is proposed that the amended leave provisions be extended to contractual employees under the terms and conditions of their contracts, as relevant. The benefits that are applicable to contractual employees are based on the length of their contracts. For example, contracts of less than one year in duration are not eligible for maternity leave. Long-term contractals would be subject to completing the same service criterion of three years or receive benefits on a pro-rated basis.

³At present, the Fund's parental leave benefits consist of maternity and adoption leave. On January 5, 1998, the Executive Board approved several amendments to the adoption leave policy (see EBAP/97/124, 12/22/97—Amendment of Adoption Leave Policy), which, inter alia, extended eligibility for the first time to male staff members and introduced a requirement that staff applying for adoption leave must certify that they will be the primary care giver during the period of such leave.

household have also had a significant impact on the human resources strategy of many organizations. Among others, this involves a marked increase in the number of women entering the workforce, increases in the number of dual career couples, men assuming a greater role in the care and development of their children, and changes in the traditional family unit with more adoptions and a greater need to care for elderly parents. This has prompted changes in work patterns through the introduction of flexible work schedules and other work options to support parenting responsibilities.

5. Among the changes proposed, such as paternity leave, many are already offered by the Fund's comparator organizations.⁴ In addition, the U.S. government—in recognizing the importance of providing a work environment that is conducive to balancing personal and family responsibilities with work commitments—passed the Family and Medical Leave Act (FMLA, 1993). The FMLA provisions are for unpaid leave.

6. The policies and procedures governing the Fund's leave provisions are set forth in GAO No. 13, Rev. 5, of June 15, 1989.⁵ The relevant sections of the GAO that are covered in this paper relate to: Section 5, Maternity and Adoption Leave; Section 6, Leave Without Pay; Section 8, Emergency Leave, Emergency Travel and Travel Time; and Section 9, Administrative Leave.

7. This paper is organized as follows. Section II outlines the existing policies, the issues and rationale underlying the proposed changes in policy, and the additions or amendments that are being proposed. Section III examines the budgetary impact of these changes. Section IV presents the proposed recommendation by the CAP for submission to the Executive Board.

⁴Comparator organizations, such as those shown in Attachment II, include the World Bank (IBRD), the Organization of American States (OAS), the Inter-American Development Bank (IaDB), and the United Nations (UN).

⁵Since this GAO was issued in 1989, a number of amendments pertaining to leave provisions have been introduced. These include EB/CAP/90/5—Appointment Benefits, Salary Advances, and Family Care (11/8/90); Staff Bulletin 91/17—Changes in Leave Policies and Resettlement Benefits (8/2/91); EBAP/97/124—Amendment of Adoption Leave Policy (12/22/97); and EB/CAP/99/3—Revision of the Annual Leave Policy (2/19/99). GAO No. 13 will be revised subsequent to the outcome of these recommendations.

II. LEAVE ISSUES

A. Parental Leave (Paternity, Adoption, and Maternity Leave)

8. There are a number of issues pertaining to parental leave that suggest the need for modification. The current leave provision, the issues to which they give rise, and the proposed changes are summarized in Attachment I.

9. **The first issue is the absence of paternity leave within the Fund's parental leave framework.** At present, a male staff member must use annual leave or family care leave if he wishes to participate in the care of his newborn child. The absence of parental leave for natural fathers has increasingly given rise to questions of fairness and equity, in particular, because since 1998, the Fund has extended the adoption leave benefit to include male staff members (with the requirement that the staff member certifies that he/she is the primary care giver to that child at the time of the adoption leave).⁶ The lack of paternity leave has implied—albeit unintentionally—that within the current leave policy less importance is attached to a birth child than to an adopted child; or that an adopted child has greater needs than a birth child. Only one of the comparator organizations does not currently provide paternity leave among its leave benefits (see Attachment II).

10. To address the issue, it is proposed that an entitlement of 5 work days of paternity leave be provided to male staff members who are not the primary care givers. This would be comparable to the leave provided by other comparator organizations. If the father is the primary care giver, an additional 35 work days would be provided—amounting to a total of 40 work days per occurrence. For details see Attachment I.

11. At the same time it is proposed that the current provisions for adoption leave mirror those for paternity leave, with a 5-day minimum if the adopting staff member is not the primary care giver and an additional 35 days if he/she is the primary care giver. At present, the adoption leave entitlement is 8 calendar weeks (40 days) for the primary care giver; no adoption leave is provided to nonprimary care givers.

12. **The second issue concerns the requirement that maternity and adoption leave have to be used on an uninterrupted and full-time basis; and that the leave is available only in calendar weeks rather than work days.**

13. The current policy fails to recognize that the childcare needs of each family may differ. Additionally, it has made it more difficult for some staff to reconcile the demands of their careers with those of their families, and thus does not adequately meet the needs of the Fund or the staff.

⁶See EB/CAP/97/124—Amendment of Adoption Leave Policy, 10/28/97.

14. It is proposed that the maximum period of maternity and adoption leave (and also the new paternity leave) be available in work days (see Table 1), and that the use of leave be available on a full-time, part-time, uninterrupted or intermittent basis. It should be noted that for maternity and adoption leave, the total leave entitlement would not be changed.⁷

⁷At present, female staff members are entitled to 3 occurrences of maternity leave of a three-month duration, which is equivalent to 60 work days per occurrence (180 work days per career). Adoption leave comprises 3 occurrences of a two-month duration, which is equivalent to 40 work days per occurrence (120 work days per career).

Table 1. Parental Leave (Paternity, Adoption, Maternity)			
GAO Provisions	Paternity Leave	Adoption Leave	Maternity Leave
Section 5.03 Use of Leave	<p>Current: Not available.</p> <p>Proposed: If the staff member is the nonprimary care giver, the first five work days may be taken on a full-time and/or part-time (in half-day increments), uninterrupted or intermittent basis. However, it must be used within one month of the date of the birth of the child.</p> <p>If the staff member is the primary care giver, the remaining 35 work days may be taken on a full-time and/or part-time (in half-day increments), uninterrupted or intermittent basis and must be used within 6 months of the date of the birth of the child.</p>	<p>Current: Adoption leave must be taken on an uninterrupted and full-time basis.</p> <p>Proposed: If the staff member is the nonprimary care giver, the first five work days may be taken on a full-time and/or part-time (in half-day increments), uninterrupted or intermittent basis. However, it must be used within one month of placement of the child in the staff member's custody.</p> <p>If the staff member is the primary care giver, the remaining 35 work days may be taken on a full-time and/or part-time (in half-day increments), uninterrupted or intermittent basis and must be used within 6 months of the date of placement of the child in the staff member's custody.</p>	<p>Current: Maternity leave must be taken on an uninterrupted and full-time basis.</p> <p>Proposed: The first 30 work days must be taken on an uninterrupted and full-time basis. The remaining 30 work days may be taken on a full-time and/or part-time (in half-day increments), uninterrupted or intermittent basis. The full entitlement must be used within 6 months of the date of the birth of the child.</p>

15. In the case of maternity leave, it is proposed that the first 30 work days be taken on an uninterrupted and full-time basis. This is required for health reasons.⁸ It is also proposed that

⁸The requirement of mandatory full-time maternity leave days (30 work days) is supported by the Joint Bank/Fund Health Services Department. In addition, GAO No. 13, Rev. 5, Section 5.05.1 indicates that a staff member who wishes to return to duty within 30 work
(continued...)

the full entitlement of maternity, adoption, and paternity leave must be taken within 6 months of the date of birth of the child or the placement of the child in the custody of the staff member.

16. **The third issue concerns the minimum service requirement.** There are two minimum service rules. First, a minimum service period of 10 months is required for staff to be eligible for maternity and adoption leave. Therefore, if a staff member has less than 10 months service he/she is not eligible for maternity or adoption leave. Second, for a staff member to receive the full entitlement of maternity or adoption leave, he/she must have been employed for a minimum of 2 years (in the case of adoption leave), or a minimum of 3 years (in the case of maternity leave). The 10-month rule is redundant in combination with the minimum service rule to receive the full benefit⁹ and is viewed by some as discriminatory, particularly with regard to the non-hiring of pregnant female job applicants. Therefore, it is proposed that the minimum service requirements for eligibility for maternity and adoption leave be eliminated. Table 2 summarizes the principal features of the current arrangements for paternity, maternity, and adoption leave and the proposed changes.

Table 2. Parental Leave (Paternity, Adoption, Maternity)			
GAO Provisions	Paternity Leave	Adoption Leave	Maternity Leave
Section 5.04/5.09 Entitlement	<i>Current:</i> Not available. <i>Proposed:</i> No period of qualifying service required.	<i>Current:</i> Male and female staff, after 10 months of continuous service. <i>Proposed:</i> No period of qualifying service required.	<i>Current:</i> Female staff, after 10 months of continuous service. <i>Proposed:</i> No period of qualifying service required.

B. Leave Without Pay for Personal Reasons

17. Under the existing policy, Leave Without Pay for Personal Reasons (LWOP) may be granted at the request of a staff member: (i) for activities not designated to be “in the interest

days after the delivery of a baby must submit a medical clearance from her personal physician. The difference in the maximum periods between maternity leave and adoption/paternity leave relates mainly to medical recuperation after giving birth.

⁹This minimum service rule remains unchanged. Therefore, if a staff member has less than the minimum service requirements, the leave benefit is reduced on a proportionate basis.

of the Fund” and which the Fund does not consider incompatible with the staff member’s obligations under the N-Rules of the Fund’s Rules and Regulations; (ii) to pursue any other purpose of a personal nature which, in the opinion of the Fund, warrants the granting of leave without pay; (iii) to be absent from work in connection with pregnancy or adoption; and (iv) to participate in a recognized work stoppage.

18. For LWOP the total period of leave during a staff member’s career in the Fund shall normally not exceed 12 calendar months. LWOP requires the approval of the Director of Human Resources Department (HRD). However, in situations where more than 1 year is requested, approval in excess of 1 year shall require the approval of the Executive Board.

19. Experience has shown that LWOP for a period of 12 calendar months per career is inadequate. In many cases, the 12 calendar months were too short to adequately meet the childcare and other personal needs of staff over the course of a Fund career.

20. Some comparator organizations have more generous policies than those currently provided by the Fund. For example, the European Commission grants up to five years for raising a child under the age of five; the United Nations grants up to two years; and, in exceptional circumstances such as serious disability, injury, or illness of the child, an additional two years. The United Nations Children’s Fund (UNICEF) grants up to a total of three years, while the World Bank Group grants up to two years with a possible extension for up to an additional two years.

21. It is proposed that the total period of leave for LWOP during a staff member’s Fund career be increased to a maximum of 24 calendar months.¹⁰ Table 3 provides a summary of the current policy and the proposed changes.

¹⁰It should be noted that, as per current policy, periods of LWOP are not considered as service for benefits derived from specified periods of service such as home leave or long service annual leave. Furthermore, during this period, the staff member does not accumulate service credit for purposes of the Staff Retirement Plan (SRP). In addition, if a staff member goes on LWOP for more than 30 calendar days and wishes to remain covered by the Medical Benefits Plan (MBP), the amount of the contribution to the MBP is at the unsubsidized rate.

Table 3. Leave Without Pay for Personal Reasons, GAO No. 13, Rev. 5, Section 6.03

Purpose: To enable a staff member to engage in an activity that is not designated to be “in the interest of the Fund.”

Current: Maximum of 12 months during a staff member’s career. Usually this type of leave will not be granted for periods shorter than 2 weeks or longer than 12 months. Executive Board approval is required for LWOP for personal reasons greater than 12 months.

Proposed: Maximum of 24 months during a staff member’s career. Usually this type of leave will not be granted for periods shorter than 2 weeks or longer than 24 calendar months. Executive Board approval would be required for LWOP for personal reasons greater than 24 months.

C. Emergency Travel Limitations

22. Under the existing policy, entitlements to emergency leave, emergency travel, and travel time shall be granted to staff members and, where provided, to their spouses in accordance with the following provisions: (i) death of a spouse; (ii) death of a child of a staff member and spouse; (iii) death of a parent of a staff member, or child of either spouse; (iv) death of a parent of spouse; and (v) serious illness of spouse, child, or parent.

23. With regard to the time limit for emergency travel, emergency travel must be undertaken within 60 calendar days of the death of the spouse, child, or parent. It can be claimed retroactively when a staff member or spouse has traveled at his or her own expense to visit a critically ill child, parent, or spouse who dies within 60 days after such travel is completed.

24. The diversity of Fund staff encompasses a broad array of cultures, religions, and nationalities. In this environment, the current policy of restricting emergency travel to 60 calendar days after the death of a close family member does not sufficiently recognize the varied cultural and religious needs of Fund staff members. For example, while in many cultures the burial/cremation or memorial service takes place within the 60 calendar day period, in others this would take place at a later stage, i.e., in the Buddhist and Muslim faiths the service may take place on the first anniversary of the death. The current policy, therefore, has a “one size fits all” approach that does not meet actual needs.

25. It is proposed that the time limit for emergency travel be extended to within one year of the death of the spouse, child, or parent. It is further proposed that the existing policy relating to emergency leave (i.e., three days), and emergency travel time be applicable to the staff member during the one-year time limit for emergency travel. All other policies such as

those pertaining to Fund/Fund couples, cost limit for airfare, number of occasions, and documentary evidence, remain unchanged.

D. Special Family Emergency Leave

26. At present, the Fund has no program in place to assist staff who face serious family emergencies and who need to be absent from work for an extended period of time. Excluding annual leave and the five days of family care leave, no other recourse (in terms of paid leave) is available. While these situations are very rare, the lack of a leave provision addressing the needs arising from such emergency situations creates serious personal and financial hardship for the affected staff member. In the past, colleagues of affected staff members have indicated that they would be willing to donate their accrued, unused annual and/or sick leave to their affected coworkers if this were possible under the Fund's leave policy. An arrangement similar to this is provided by the U.S. Federal government's emergency leave pooling program.¹¹

27. Against this background, HRD included a proposal in EB/CAP/99/3—Revision of the Annual Leave Policy (2/19/99)—for management to authorize a feasibility study of a leave pooling program. This proposal was subsequently approved by the Executive Board (EBAP/99/44, 4/2/99). The feasibility study concluded that a leave pooling program would not fit the needs of the Fund for the following reasons:¹² (i) the Fund's sick leave is more generous than that provided by the U.S. government, whose leave pooling program is used to supplement the sick leave available to employees; (ii) a leave pooling program would be relatively costly and complex to administer in light of the anticipated infrequent usage; and (iii) the availability of donated leave may not be adequate to address the demand, which would be unpredictable and impossible to manage. In addition to these issues, LEG was concerned that a leave donation program that relied on voluntary arrangements between individual staff members could lead to claims of arbitrary and capricious treatment before the Grievance Committee and/or Administrative Tribunal.

28. Accordingly, a special family emergency leave was considered a more suitable alternative that would better address the needs of staff. It is therefore proposed to add a

¹¹The leave pooling program in the U.S. government enables federal employees to either transfer their annual leave to coworkers who face medical emergencies but have exhausted their own paid leave, or they may contribute a specified amount of their annual leave to a leave bank administered by that federal agency. In the latter program, leave bank members facing medical emergencies may withdraw leave from the bank, after having exhausted their own paid leave.

¹²A working group of staff from HRD and the Legal Department (LEG) was established in July 1999 to examine the feasibility of a leave pooling program for the Fund.

special family emergency leave to the Fund's existing leave provisions. Such special family emergency situations would be one of the circumstances in which the Director of HRD could grant administrative leave with pay.¹³ At present, staff members may be placed on administrative leave with pay only in the following situations: (i) pending investigation of misconduct; and (ii) pending clearance from an external medical advisor.

29. It is proposed that there be a maximum of 60 work days of special family emergency leave per career for staff members. The purpose of a special family emergency leave is to enable a staff member to assist a family member in situations involving a serious health condition or incapacitation.¹⁴ Under this proposal, the special family emergency leave would be granted only after a staff member has exhausted accrued annual leave and his or her family care leave entitlement. This stipulation is intended to ensure that such leave is used only for true emergency situations. It would provide an effective safety net for staff facing serious family emergencies. Since past experience shows that there would be very few cases necessitating special family emergency leave, the staff believes that it would be preferable to provide such leave under the provisions of administrative leave rather than enacting a new leave category.

30. It is proposed that staff members be eligible to apply for administrative leave in connection with family emergencies without any minimum period of qualifying service. Table 4 provides a summary of the proposed elements of the special family emergency leave provisions.

¹³Consistent with subsection 9.03 of GAO No. 13 (*Benefits During Administrative Leave With Pay*), a staff member on administrative leave with pay in connection with a family emergency would be entitled to all benefits to which he was otherwise entitled, and such period would be considered contributory service for the SRP.

¹⁴Family members include a staff member's spouse, domestic partner, child, parent, sibling, or a person for whom the staff member is, or, as a result of the emergency will become, the primary care giver. Therefore, in order to establish the staff member's relationship with the family member, the Fund would request reasonable documentation (e.g., a written statement by the staff member, birth certificate, marriage certificate, and court document). In addition, sufficient medical evidence of the emergency would need to be provided.

Table 4. Special Family Emergency Leave (Proposed—GAO No. 13, Rev. 5, Section 9)

Purpose: To enable a staff member to assist a family member suffering from a serious health condition or incapacitation.

Proposal: A maximum of 60 work days of special family emergency leave could be granted during a staff member's career.

Staff members would be eligible to apply for administrative leave in connection with family emergencies without any minimum period of qualifying service.

Special family emergency leave would be granted only after a staff member has exhausted his or her available annual leave and family care ("R") leave.

31. Policies vary among comparator organizations with regard to a special family emergency leave. For example, the World Health Organization grants up to seven days of uncertified sick leave during each calendar year for personal/special family emergency leave, the World Bank (under their leave without pay policy) grants up to two years in the case of serious illness of an immediate family member (including domestic partner), which can be extended for another two years in exceptional circumstances, while the Inter-American Development Bank grants up to eight days of family leave per year for short-term family emergencies—this is also part of their uncertified sick leave policy. While most of the comparators provide more family care leave than the Fund,¹⁵ the proposed special family emergency leave would be more targeted as it would effectively meet the true family emergency needs of a few staff members rather than increasing slightly the availability of leave for all staff.

E. Administrative Leave Anomalies

32. The opportunity has also been taken to propose amendments to some administrative leave provisions in order to address anomalies that have arisen and for which policy provisions are ambiguous or do not exist.

33. Under GAO No. 13, Rev. 5, Section 9, a staff member may be placed on administrative leave only under the following four circumstances: (i) administrative leave with pay pending investigation of misconduct; (ii) administrative leave with pay pending clearance from an external medical advisor for return to duty; (iii) administrative leave

¹⁵The Fund provides five days per year of Family Leave.

without pay pending decision on an appeal for termination of an appointment;
(iv) administrative leave without pay upon expiration of extended or special sick leave. For staff subject to Rule N-12 (i.e., B-level staff), the decision to place such a staff member on administrative leave under (i) above shall be taken by the Managing Director.¹⁶ For all other staff members (including in the cases of (ii) through (iv) above), the decision shall be taken by the Director of HRD after consultation with the Head of the staff member's department.

34. Over the years, a number of situations have arisen that would warrant affected staff being placed on administrative leave. These situations are varied and comprise, among others, evacuated resident representatives and where a staff member's continuing presence at work may not be in the interest of the Fund.¹⁷ Accordingly, it is necessary to establish a policy that would provide consistency in the way departments handle staff who fall outside situations covered under the existing provisions and for which affected staff may be placed on administrative leave.

35. It is proposed that the Director of HRD have the authority to approve paid or unpaid administrative leave for special and unusual circumstances, such as for evacuated resident representatives, and where the continuing presence of a staff member at the office may not be in the interest of the Fund.

36. In the case of evacuated resident representatives, it is proposed that these staff be placed on administrative leave with pay during the period the security situation in the assigned country is being evaluated but for a period not to exceed six months.

37. Administrative leave with pay for evacuated resident representatives would not apply in cases where the relevant department wishes to keep the resident representative on active

¹⁶Rule N-12: The Managing Director shall inform the Executive Board at least two weeks in advance of any action to appoint or dismiss any person to or from a position graded equal to or above that of a division chief. Such information shall not be necessary for other appointments or dismissals by the Managing Director.

¹⁷For example, GAO No. 13 permits paid Administrative Leave pending a medical clearance specifically for return-to-duty situations. However, a staff member who has been found unfit for duty for medical reasons and who has exhausted his/her sick leave cannot be placed on paid Administrative Leave while his/her application for disability retirement is being considered. In addition, the Staff Retirement Plan (SRP) requires that a participant be in contributory status to be eligible for disability retirement. A less common example, concerns staff members who the Fund has reason to believe may intentionally compromise or disrupt the Fund's computer systems, destroy data, or make unauthorized financial transactions. In this type of situation, it is in the interest of the Fund not to have the staff member at work while the termination process is adjudicated.

duty (e.g., assisting on a Fund mission in another country). It should be noted that the established policies relating to such resident representative issues as evacuation decisions, benefits, and entitlements during security evacuations and other entitlements, remain unchanged.

38. In the case of special and unusual circumstances (such as when the presence of a staff member at work may not be in the interest of the Fund), it is proposed that the period for staff to be placed on administrative leave not exceed six months.

III. BUDGETARY IMPACT

39. The proposed policy amendments relating to parental leave, including the introduction of paternity leave, are not likely to influence the parenting decisions made by staff and, therefore, are not expected to result in a marked increase in the number of staff who request parental leave. For maternity and adoption leave, the changes are very minimal, particularly as the total leave entitlement would not be changed. In addition, utilization data show that the average number of staff requesting maternity leave has been about 30 per year while the number of staff requesting adoption leave has remained constant at 2 staff per year (see Table 5 below). It is expected that this trend would continue for the foreseeable future.

Table 5. Approximate Utilization of Maternity and Adoption Leave		
Year	Maternity	Adoption
1998	29	2
1999	32	2
2000	24	1
2001	34	2
Average	30	2

40. With regard to the newly introduced paternity leave, it is expected that most fathers would be the nonprimary care giver and therefore would only take the five days automatic entitlement. As a result, the budgetary impact would be very small (see assumptions in paragraph 41 below). Fund/Fund couples would need to determine between them the primary care giver role during the period of both adoption and paternity leave for purposes of such certification. In all, it is expected that the increased costs arising from the proposed changes in parental leave would be de minimis.

41. In terms of quantified estimates, the main budgetary impact would relate to fathers who are primary care givers. Assuming that the number of these fathers would be few, it is estimated that the use of paternity leave as primary care giver would be the same as for adoption (i.e., approximately two per year). The total cost of the changes would be slightly more than one-third staff years or approximately \$50,000 in FY 2003.

42. While it is important to have a safety net in order to provide support for staff experiencing family emergencies, it is expected that the number of staff requesting special family emergency leave would be very few. Moreover, the requirement to exhaust both family care and annual leave entitlements before requesting special family emergency leave would further reduce cases of such leave.

43. From experience, there were no more than two to three situations in the past five years where such administrative leave would have been granted. With a generous assumption of approximately one staff per year, the total costs would amount to one-quarter staff years or about \$38,000 in FY 2003.

44. The extension of the period during emergency leave travel must be taken within 1 year (rather than 60 days) of the death of the spouse, child, or parent. This would have very little, if any, additional budgetary impact.

45. With regard to the elimination of the service requirement for eligibility for maternity and adoption leave, it is assumed that these changes would impact, at most, about two staff per year. This would amount to approximately one-half staff years or a total cost of \$75,765 in FY2003.

46. In total, the budgetary impact for these recommendations for FY 2003 would be less than \$200,000 per year (fathers who are primary caregivers: \$50,000; special family emergency leave: \$38,000; and elimination of the 10-month service rule: \$76,000). It should be noted that these costs are for lost work days and do not represent additional costs to the budget.

47. Minor modifications will have to be made to the computerized leave systems to accommodate the changes in the parental leave categories to allow for the change from uninterrupted calendar week to the more flexible day/intermittent basis. In addition, informational material provided to staff will have to be updated. These changes are expected to be de minimis and are estimated to be approximately \$12,000. These costs will be absorbed within the existing departmental budgets.

IV. PROPOSED RECOMMENDATION

It is proposed that the Committee on Administrative Policies recommend that the following decision be adopted by the Executive Board:

- Male staff members shall be entitled to 5 work days of paternity leave upon the birth of a child, and an additional 35 work days if the father is the primary care giver.
- Maternity leave, adoption leave, and paternity leave shall be calculated on the basis of work days, and the use of such leave shall be available on a full-time, part-time, uninterrupted, or intermittent basis.
- The minimum service requirement for eligibility for maternity and adoption leave is eliminated.
- The full entitlement of maternity, adoption, and paternity leave must be taken within six months of the date of the birth of the child or the placement of the child in the custody of the staff member.
- Staff members shall be entitled to a maximum of 24 months of leave without pay for personal reasons during a Fund career.
- The time limit for emergency travel shall be within one year of the death of the spouse, child, or parent.
- A special family emergency leave up to a maximum of 60 work days per Fund career shall be created. This leave can only be approved after accrued annual leave and family care leave entitlement are exhausted.
- Paid or unpaid administrative leave shall be extended to include special and unusual circumstances such as in situations involving evacuated resident representatives, or situations in which the continuing presence of a staff member at work may not be in the interest of the Fund. Administrative leave for special and unusual circumstances shall not exceed six months per situation.
- The changes set forth herein shall be effective as of the date of the decision.

ATTACHMENT I

Table 6. Parental Leave (Paternity, Adoption, Maternity)

GAO Provisions	Paternity Leave	Adoption Leave	Maternity Leave
Section 5.02 Maximum Periods	<p>Current: Not available.</p> <p>Proposed: Entitlement: 5 days per occurrence upon the birth of a child (maximum of 15 work days per career) if the staff member is not the primary caregiver.</p> <p>An additional 35 work days per occurrence (maximum of 120 work days per career), upon certification that the staff member is the primary care giver—a total of 40 work days per occurrence.</p>	<p>Current: 8 calendar weeks per occurrence (maximum of 24 calendar weeks per career) for adoption of a child up to 12 years of age, upon certification by the staff member that he/she will be the primary care giver during the period of adoption leave. For <i>female staff</i>, each occurrence of adoption leave reduces the amount of available <i>maternity leave</i> by 12 weeks.</p> <p>Proposed: Entitlement: 5 days per occurrence upon placement of adoptive child in staff member's custody (maximum of 15 work days per career) if the staff member is not the primary caregiver.</p> <p>An additional 35 work days per occurrence (maximum of 120 work days per career), upon certification that the staff member is the primary care giver—a total of 40 work days per occurrence.</p>	<p>Current: 12 calendar weeks per occurrence (maximum of 36 calendar weeks per career). Each occurrence of maternity leave reduces the amount of available adoption leave by 8 weeks.</p> <p>Proposed: 60 work days per occurrence (maximum of 180 days per career).</p>

ATTACHMENT I

Table 6. Parental Leave (Paternity, Adoption, Maternity)

GAO Provisions	Paternity Leave	Adoption Leave	Maternity Leave
Section 5.02 Maximum Periods (cont'd)	Each occurrence of paternity leave reduces the available amount of adoption leave as follows: by 5 work days if the staff member is the nonprimary care giver and by 40 work days if he is the primary care giver.	For male staff, each occurrence of adoption leave reduces the available amount of paternity leave as follows: by 5 work days if he is the nonprimary care giver and by 40 work days if he is the primary care giver. For female staff, each occurrence of adoption leave reduces the available amount of maternity leave as follows: 5 work days if she is the nonprimary care giver and by 60 work days if she is the primary care giver. For purposes of the adoption leave policy, adoption means legal and physical custody of the child.	Each occurrence of maternity leave reduces the amount of available adoption leave by 40 work days.
Fund/Fund couples	Current: Not available. Proposed: If the father is not the primary care giver: 5 work days. The couple must then determine the allocation between them of the primary care giver role in order to utilize their joint maximum benefit of 35 additional work days.	Current: Fund/Fund couples are eligible to receive a joint maximum of eight weeks of adoption leave on each occasion of adoption. They must then determine the allocation between them of the primary care giver role during the eight-week adoption leave period. Proposed: Fund/Fund couples are eligible to receive a joint maximum of 5 work days of adoption leave upon placement of the child in the couple's custody. The couple must then determine the allocation between them of the primary care giver role in order to utilize their joint maximum benefit of 35 additional work days of adoption leave.	Current: Not available. Proposed: The mother receives 30 work days maternity leave to recuperate after the birth of the child. The couple must then determine the allocation between them of the primary care giver role in order to utilize their joint maximum benefit of 30 additional work days.

ATTACHMENT II

Table 7. IMF and Comparator Organizations—Parental Leave 1/

Organization	Paternity Leave	Adoption Leave	Maternity Leave
International Monetary Fund	No	8 weeks	12 weeks
African Development Bank (AfDB)	2 days	No	3 months
Asian Development Bank (ADB)	5 days	5 days	12 weeks
Bank for International Settlements (BIS)	2 days	8 weeks	14 weeks
European Bank for Reconstruction and Development (EBRD)	5 days	Depends on age of the child	18 weeks Optional: further 12 weeks of unpaid maternity leave
European Central Bank (ECB)	2 days	13 weeks	20 weeks
European Commission	2 days	10 weeks	16 weeks
Inter-American Development Bank (IaDB)	5 days	10 weeks	12 weeks
Islamic Development Bank (IsDB)	No	No	8 weeks
Organization of American States (OAS)	5 days of certified sick leave	5 days of certified sick leave	12 weeks
OECD	3 days	10 weeks 22 weeks for multiple adoption	6 weeks before birth/12 weeks after
United Nations	4 weeks	8 weeks	16 weeks
World Bank	5 days	8 weeks	12 weeks
World Trade Organization (WTO)	3 days	16 weeks/female 20 working days/male	16 weeks

1/ Days refer to working days, weeks or months to calendar weeks/months. Please note that these refer to paid leave in all circumstances. For simplification, detailed information of each leave provision has been omitted.