Staff recruitment in United Nations system organizations: a comparative analysis and benchmarking framework

Institutional framework

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United Nations

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ANNEXES

ABBREVIATIONS

CIPD	Chartered Institute of Personnel and Development
FAO	Food and Agriculture Organization of the United Nations
HRAPs	Human resources action plans
HRM	Human resources management
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ICSC	International Civil Service Commission
ILO	International Labour Organization
IMO	International Maritime Organization
IPMA-HR	International Public Management Association for Human Resources
ITU	International Telecommunication Union
JIU	Joint Inspection Unit of the United Nations system
MPB	Management Performance Board
OHRM	Office of Human Resources Management
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNWTO	World Tourism Organization
UPU	Universal Postal Union
WFP	World Food Programme
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization

I. INTRODUCTION

1. The fundamental values and principles set out in the Charter of the United Nations and the equivalent founding instruments of other United Nations system organizations provide the starting point for developing the institutional framework for human resources management (HRM). This framework comprises staff regulations and rules, and HRM strategies, policies, procedures and practices. Integrity and ethical conduct must underpin the development of the institutional framework, as well as its implementation and application on a day-to-day basis. While this applies to all aspects of HRM, it is of critical importance for policies and procedures relating to the recruitment of staff.

2. Lack of a strong ethical foundation in overall HRM strategy and policy will be reflected in deficiencies in the various HRM functions. In the case of recruitment, unfairness and inequalities may arise and weak transparency and lack of accountability may lead to a wide range of malpractices.[1] Such recruitment malpractices have serious implications for the efficiency of organizations, since the best qualified and most competent individuals may be excluded as a result. The risks for the competence and reputation of organizations are clear.

3. The components of a sound institutional framework for recruitment are outlined in the section below, along with proposed benchmarks and the current practice of United Nations system organizations. Particular emphasis is placed on the issues of delegation of authority and accountability in recruitment, and a comparative analysis of delegation of authority is provided in annex II.

II. INSTITUTIONAL FRAMEWORK FOR RECRUITMENT

A. Charter of the United Nations and staff regulations and rules

Benchmark 1

The Charter of the United Nations and equivalent constitutions of all other United Nations system organizations, the staff regulations and rules of each organization and pertinent legislative bodies' resolutions provide the general framework for conducting recruitment at each organization. Recruitment fully respects the fundamental principles enshrined therein.

This requires that:

(a)   The staff regulations and rules include the general framework and principles as per (b) to (h) below;

(b)   The recruitment process identifies and selects staff who demonstrate the highest standards of efficiency, competency and integrity;

(c)   Selection decisions are transparent and free of bias or discrimination of any kind;

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[1] Professor Ahmed Sakr Ashour, "Integrity, transparency and accountability in public sector human resources management", concept paper (Alexandria University, March 2004), pp. 3–5.

(d)   Selection is made on a competitive basis for all positions irrespective of category, grade or level. Selection decisions are based on pre-approved minimum requirements and evaluation criteria, and are transparent and well-documented. Managers are held accountable for those decisions;

(e)   Staff at the professional level and above are recruited on as wide a geographical basis as possible. Preference is given at the time of selection to candidates from countries which are unrepresented or underrepresented, provided that qualifications and competencies are equal;

(f)   Due consideration is given at the time of selection to the need for achieving gender parity, particularly for positions at the professional level and above;

(g)   Full regard is given to the qualifications and experience of persons already in service, without prejudice to the recruitment of new talent; and

(h)   Due consideration is given to knowledge of at least two working languages, particularly for positions at the professional level and above, and to knowledge of additional working languages in specific duty stations as mandated.

4.   The Charter of the United Nations states that "the paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the **highest standards of efficiency, competence, and integrity. Due regard shall be paid to the importance of recruiting the staff on as wide a geographical basis as possible**" (art. 101, para, 3, emphasis added). Furthermore, "the United Nations shall place no restrictions on the **eligibility of men and women to participate in any capacity and under conditions of equality** in its principal and subsidiary organs" (art. 8, emphasis added). These fundamental principles for the staffing of United Nations system organizations have been consistently reiterated in resolutions of the General Assembly of the United Nations and other governing bodies in the United Nations system, and are embedded in the staff regulations and rules at each organization. The non-discriminatory clauses refer not only to sex, but also to race and religion. At some organizations, they go further to include age, national extraction, social origin, marital status, pregnancy, family responsibilities, sexual preferences, disability, union membership or political conviction.

5.   A further principle common to staff regulations and rules at all organizations is that, in filling vacancies, full regard shall be given to the qualifications and experience of persons already in service, without prejudice to the recruitment of fresh talent. At most organizations, full regard shall also be given to applicants from other United Nations system organizations. Most organizations stipulate that selection shall be made on a competitive basis, but without specifying the need to advertise all vacancies or to establish clear evaluation criteria to ensure fairness and transparency in the selection process. Furthermore, only a few organizations include minimum language requirements in their staff regulations or rules (annex I). The Inspectors are of the view that all of these principles should be included in the regulatory framework of all organizations in order to provide a sound and ethical basis for the development of detailed, written recruitment procedures.

B. Human resources management frameworks

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Benchmark 2

Human resources management frameworks provide strategic direction for managing and developing human resources at each organization in line with organizational needs and challenges, and steer recruitment practices that are efficient and effective in attracting and selecting competent candidates with the diverse profiles needed.

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Human resources management (HRM) frameworks:

      (a)   Set out strategic goals for human resources management in line with organizational needs;

      (b)   Determine priorities in the context of available resources and tools;

      (c)   Include specific targets, indicators and timelines; and

      (d)   Clearly identify those with responsibility for the implementation of the formulated goals.

6.   HRM frameworks lay down the strategic direction for managing and developing human resources in line with organizational needs and challenges. They identify what is working and what is not working, and determine priorities in the context of available resources and tools. Failure to formulate an HRM framework or strategic plan suggests that the organization approaches HRM in a fragmented and reactive way that is neither efficient nor cost effective.[2]

7.   Many United Nations system organizations have HRM strategies in place which include recruitment (FAO, ICAO, ILO, ITU, United Nations, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNIDO, UNOPS, UPU, WFP, WHO, and WIPO). Others have general recruitment goals/objectives and/or relevant targets/indicators included in their medium term plans or biennial programmes (IAEA, UNEP and UNICEF). The existence of such strategies and the value they accord to recruitment is an indication of the importance that the organizations in question assign to attracting, selecting and managing their staff.

8.   A review of existing HRM frameworks and strategies shows that most of them focus on formulating principles and conditions for a streamlined, efficient and speedy recruitment process that answers to the needs of the organizations and pays due regard to issues of geographical and gender diversity. The relevant sections on recruitment and staffing of these frameworks and strategies usually stress the need for targeted recruitment and workforce planning, which often goes along with the issue of balancing external and internal recruitment and the creation of candidate pools or rosters. The lack of entry-level positions is mentioned quite frequently as a challenge in the context of external recruitment, and the intention expressed to attract more young talent. Many strategies refer to the establishment and deployment of an organizational competency framework in different areas of HRM, but particularly in the selection processes.

9.   The HRM strategies of some organizations mention recruitment only in the context of other broader desired outcomes, such as "enhanced talent and leadership" (ILO)[3] or "talent sourcing"

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[2] IPMA-HR, "Recruiting and staffing in the Public Sector: Results from IPMA-HR Research Series" (2007), p. 4.

[3] ILO, "Results-based strategies 2010-2015: Human Resources Strategy – Refocusing human resources", document GB.306/PFA/12/2.

(UNDP).[4] Others, such as FAO, UNAIDS, UNESCO and UNFPA, include recruitment as one separate core element in their strategies, while the United Nations elaborates on it in greater detail.

10. The inclusion in HRM strategies of clear targets, indicators and timelines, as well as responsibilities for the implementation of the formulated goals, is considered good practice by the Inspectors. This is the case for FAO and UNDP where they take the form of detailed action plans. A positive feature of the HRM strategies of ILO, UNAIDS and UNDP is the identification of the potential risks and challenges that the organizations might face in their implementation, although these risks are considered only at the aggregate level rather than being specific to particular targets.

C. Recruitment policies and procedures

> **Benchmark 3**
>
> **Detailed written procedures are in place to guide and document each step of the recruitment process. These procedures are duly disseminated among hiring managers and are consistently applied and effectively implemented, with due regard to transparency and timeliness throughout. These procedures are periodically reviewed and revised as appropriate, in consultation with all concerned parties.**

See benchmarks 8 to 12 in document JIU/NOTE/2012/2.

11. The basic principles underlying recruitment in United Nations system organizations, as set out in their staff regulations and rules, should be further elaborated in policies and procedures that provide clear guidance for the implementation of the selection process on a day-to-day basis. The Inspectors' review found that many organizations do have such policies and procedures in place, although the degree of detail and completeness varies significantly.[5] The most comprehensive guidance was found at the United Nations Secretariat, consolidated in a human resources handbook that is fully available on its intranet and partly on the United Nations Careers Portal. In some organizations, selection policies and procedures are contained in a dedicated chapter of their respective administrative manuals (IAEA, ICAO and WMO), or a separate administrative issuance (ILO, UNESCO and UNICEF). Others have stand-alone instruments for specific procedures (FAO, UNDP and WFP).

12. At ILO, a recent audit of recruitment found areas that could benefit from clearer policy statements and more practical guidance. It also suggested that the organization review the extent to which the framework of staff regulations and related procedures is aligned with both the collective agreement on recruitment entered into with the Staff Union and the needs of the organization.

13. In general, the Inspectors identified a number of areas where procedures were missing or incomplete, including job openings, assessment of candidates, rating and ranking of applicants/candidates and reference checks. These shortcomings need to be addressed by the organizations concerned as a matter of urgency. Detailed procedures in all areas are essential to

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[4] UNDP, "Human Resources in UNDP: A people-centred strategy 2008-2011".
[5] Selection policies and procedures were not available for JIU review at IMO, ITU, UNFPA, UN-Women, UNWTO, WIPO and WHO.

guide the actions of hiring managers[6] and ensure transparency, fairness and effectiveness in the selection process, reducing subjectivity. These issues are considered in more detail in (JIU/NOTE/2012/2).

14. The JIU survey conducted in the context of this review sought the views of members of ad hoc assessment panels and standing appointment/review bodies on the rules, policies and procedures regulating the recruitment process in their respective organizations. The responses suggested dissatisfaction in several respects.[7] While some 57 per cent of respondents thought that these rules, policies and procedures were adequate, offering useful guidance, only about one third thought that they were either consistently applied or effectively implemented. Furthermore, 40 per cent thought they were overly complicated.

15. The analysis also revealed some divergence of opinion between hiring managers/human resources staff and staff representatives. Some 46 per cent of hiring managers/human resources staff thought that the rules, policies and procedures were both consistently applied and effectively implemented, compared with only 25 and 22 per cent respectively of staff representatives. The majority of staff representatives also perceived a lack of effective consultation with them on changes in recruitment policies. The perception, particularly among the staff at large, that the rules, policies and procedures governing recruitment are neither consistently applied nor effectively implemented is a cause for concern.

D. Delegation of authority and accountability

Benchmark 4

Accountability permeates every action in the recruitment process.

To this end, executive heads:

    (a)   Provide appropriate levels of delegation of authority, and clear division of responsibilities and accountability for each step of the recruitment process, including making recommendations and final decisions;

    (b)   Ensure due process and fair competition in all recruitments, including senior-level positions;

    (c)   Restrict discretionary authority in recruitment to the minimum necessary and ensure that the reasons for exceptions are duly justified and documented and reported to the relevant legislative bodies;

    (d)   Establish recruitment targets and indicators; monitor compliance with established targets/indicators at the organizational and departmental level and ensure that hiring managers are accountable for meeting those targets/indicators; conduct a periodic review of delegation of authority in line with results achieved;

    (e)   Set accountability measures for failure to comply with established policies and procedures, including through performance appraisals and/or disciplinary actions, as appropriate;

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[6] The hiring manager or line manager is the official responsible for filling a vacant post and is accountable to the head of department.

[7] The results should be interpreted with some caution given the low number of respondents from some organizations and the high number from the United Nations.

(f)   Publish online annual recruitment statistics, including targets and results, and periodic reports on the implementation of the organization's HRM/recruitment strategy to the legislative bodies; and

(g)   Commission regular management audits/evaluations of the recruitment process and ensure adequate follow-up of the implementation of their recommendations.

Delegation of authority

16.   As noted in an earlier JIU report, delegation of authority is a prerequisite for the successful implementation of results-based management. To be accountable for results, managers have to be duly empowered through clear delegation of authority, in particular HRM. Genuine delegation of authority means the devolution of decision-making powers, which goes well beyond the delegation of authority for the sake of expediency that has always existed for a number of administrative procedures.[8]

17.   The present review found that, in most organizations, the delegation of authority for recruitment has been fully or partially transferred from human resources departments to substantive/technical departments and heads of regional/country offices (annex II). It is considered that hiring managers are better placed than human resources managers to evaluate the technical skills and competencies of candidates against the needs of service. The Inspectors note this trend to give more responsibility for recruitment to hiring managers, at the same time recognizing that managers must be adequately prepared to take on these additional responsibilities and given sufficient training and support. Furthermore, appropriate accountability mechanisms must be in place and must be seen to be working.

18.   The United Nations Secretariat has made considerable progress in delegating authority for recruitment from the human resources department to substantive/technical departments. This is partly because the high volume of recruitment makes it a practical necessity. Recruitment responsibilities of the human resources department are limited to posting vacancy announcements prepared by hiring managers, validating electronic pre-screening of internal candidates, reviewing cases prior to submission to the central review bodies and providing secretariat support to the work of these bodies and reference-checking.

19.   In many other organizations, the recruitment responsibilities of the human resources departments also include the pre-screening of applicants and facilitating tasks carried out by the line/hiring managers. At UNDP, the opposite is the case: the hiring units have the authority to pre-screen candidates, but short-listing is partly done by the human resources department. In other cases, such as WMO and ICAO, line managers also participate in the pre-screening process; and, at ICAO, part of this task is delegated to them due to limited resources in the human resources department. Overall, their contribution is uneven and their influence in the process unsure, despite the fact that they are guardians of the rules and procedures and their participation can only add value to the process. In contrast, in UN-Women and UNHCR, the entire recruitment process is handled by the respective human resources departments, with hiring managers consulted during the process. In UNFPA, the human resources department is also highly involved in the process.

20.   An important issue to consider is the extent to which executive heads have retained the final decision-making power for selection of all categories of staff in their respective organizations or delegated that authority to only a very senior level, such as deputy executive head, head of human resources or head of regional/country office, for general service staff (annex II). The Inspectors found the latter to be the case in most of the specialized agencies and IAEA. The main exception

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[8] JIU/REP/2004/7, paras. 6 and 7.

was FAO, where authority for professional-level appointments in departments/independent offices is delegated to the respective heads thereof.
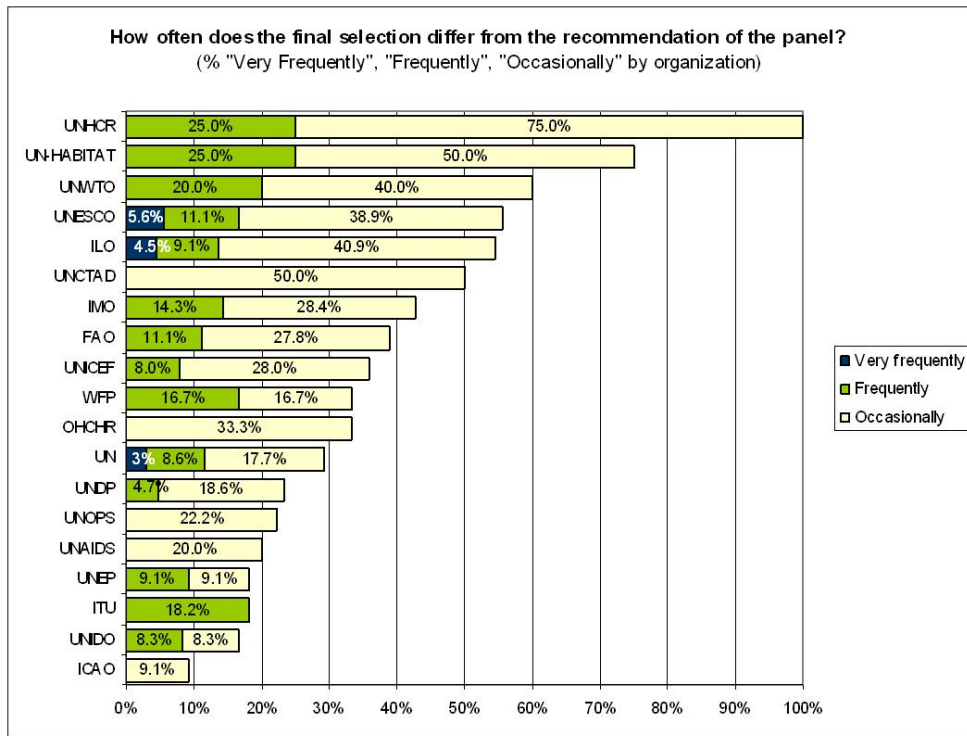
21. The greatest degree of delegation of authority was found in the United Nations, where the authority for selection for all positions up to D-1 is delegated to the heads of secretariat departments at headquarters and the heads of offices away from headquarters. Among the main funds and programmes, the decision-making authority is largely centralized at the highest levels in headquarters with some delegation to the regional level, although UNDP bureaux directors have been delegated the authority for appointments to non-rotational posts at headquarters.

22. While most organizations have established assessment panels and appointment or review boards to support the decision-making process, executive heads may still exercise their discretionary authority in the final selection decision, which may differ from the recommendation of the panel/board. The Inspectors were informed that an explanation for such divergence is rarely forthcoming. Some 10 per cent of respondents to the JIU survey thought that this divergence occurred frequently or very frequently and 70 per cent, occasionally, rarely or very rarely, with the remaining respondents unsure. This divergence seems to occur more frequently in some organizations than others, as shown in figure 1 below, although this data must be interpreted with some caution, as mentioned above (see footnote 7).

23. With the exception of UNHCR, no records were maintained in any organization of cases where the discretionary decision of the executive head overrode the recommendation of the panel/board, so the evidence gathered from the survey responses could not be independently verified. In UNHCR, published lists of appointments indicate with an asterisk that the decision differs from the recommendation. The Inspectors consider this to be a good practice, although transparency could be further improved if the reasons for the divergence were also made public. They urge all organizations to maintain and publish such records.

Figure 1

Divergence of final selection from panel recommendation

How often does the final selection differ from the recommendation of the panel?
(% "Very Frequently", "Frequently", "Occasionally" by organization)

Source: Response to JIU Survey, December 2011

24.   In considering the delegation of authority for recruitment decisions, it is clear that appointments at the highest levels – director level and above – will be decided by the respective executive heads, often in some formal or informal consultation with member States. The executive head may also consult other high-level officials of the organization or constitute a special panel, but staff representatives are generally excluded from the process. At ILO, for instance, the discretionary authority of the Director-General is quite ample; he/she retains full authority for the appointment of senior-level posts (such as the Deputy Director-General, Assistant Secretaries-Generals, Treasurer and Financial Comptroller and Chief Internal Auditors) after consultation with officers of the governing body and can transfer, promote or appoint to vacant directors and P5 posts and report later to the governing body. He can normally transfer, promote or appoint by direct selection: of the chiefs of branch and field office directors, in technical cooperation projects, of the Director-General's office staff, of the secretary to Deputy Director-General, of National Professional Officers (NPOs) and of General Service staff in external offices and short-term staff for up to two years (art. 4.2 of ILO Staff Regulations).

25.   Few organizations have guidelines for such high-level appointments and there is reduced competition and little transparency in the process. These issues have been addressed in a recent JIU report on the selection and appointment of senior managers in the United Nations Secretariat, which put forward a set of guidelines that could be equally applied in other United Nations

system organizations.[9] The Inspectors recommend that they are adopted by all executive heads as a matter of urgency.

26. Overall, the Inspectors consider that the delegation of authority for recruitment is better served if selection decisions are taken by a group rather than by an individual working alone or even in consultation with others. Furthermore, those who participate directly in the process are in a better position to judge the suitability of candidates with regard to the needs of service than those who rely on third-party information. The active participation of HRM staff throughout the process is seen as beneficial and is recommended if they play an active advisory role rather than acting as observers, ex officio members or secretaries.

27. The Inspectors do not, however, view favourably the concentration of a large amount of authority at the level of executive heads and the lack of proper recruitment guidelines and process for the recruitment of senior managers. A lack of transparency in recruitment, restriction of the announcement of vacancies and the announcement of vacancies merely to fulfil the requirements, without due process, and with or without a predetermined decision to offer the job to a particular person may lead to favouritism, nepotism and undue political influence. Failure to outline and enforce limits on political and personal influences and safeguard transparency may allow decisions to be taken according to such influences and weaken professionalism, performance and fairness.

Accountability

28. Regardless of the modalities chosen for delegation of authority for recruitment, checks and balances must be in place to safeguard the process and ensure accountability. Ensuring accountability entails setting targets for specific recruitment goals, systematically measuring performance against them and taking corrective action as necessary.[10] There must also be measures in place to address compliance failures, including through performance appraisals and/or disciplinary actions, as appropriate.

29. In this regard, the most sophisticated accountability mechanism was found in the United Nations Secretariat, where human resources action plans (HRAPs) were introduced for departments/offices in 1999 with the objective of increasing accountability of managers, promoting greater consistency in the application of standards and encouraging good HRM planning and practice. HRAPs institutionalized a system for reviewing the performance of heads of office in 10 key HRM areas, three directly relating to recruitment: vacancy management, geographical distribution and gender balance. HRAPs included a mid-cycle review to evaluate performance against each goal, identifying problems and remedial actions, and an end-of-cycle review to assess progress.

30. HRAPs were subject to the scrutiny of the Management Performance Board (MPB) that was established in 2005. The MPB was required to hold senior managers accountable when problems were identified, recommending appropriate corrective action, reviewing action taken and deciding on any further measures necessary.[11] In practice this has resulted in little more than annual letters

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[9] JIU/REP/2011/2, para. 87.
[10] The most common performance measures used today in public sector recruitment, in order of importance, are voluntary turnover, vacancy rate, volume of applications, time to hire, size of applicant pool, involuntary turnover and number of qualified applicants compared to vacancies. See IPMA-HR, "Recruiting and staffing in the Public Sector", p. 6.
[11] ST/SGB/2010/4, para.1.1-1.2.

recording success or failure by objective, reminding heads of departments/offices of their responsibilities and requesting them to prepare an action plan to address the areas of weakness. The Inspectors consider this to be an inadequate response, which may fail to deliver on accountability objectives. They also question how the MPB can avoid the potential conflict of interest that may arise when the majority its members are also heads of departments subject to accountability review.

31. The lack of effective follow-up and corrective action means that little progress has been made towards meeting targets despite six cycles of HRAPs. The Inspectors review of compliance with nine recruitment-related targets for year-end 2009 and 2010 by 30 departments/offices showed generally poor performance (table 1). Except in one instance where the target of 20 per cent recruitment from underrepresented member States was met by an increasing majority of departments, the targets were mostly unmet. In 16 departments/offices, the compliance rate remained unchanged or decreased between 2009 and 2010. There was not a single department that met all targets.

Table 1

Human resources action plans

Assessment for nine recruitment-related targets
(per cent over 30 departments/offices)

Area	Targets/Indicators	on target or within range*	
		2009	**2010**
Vacancy management	**2.1** Average selection time in Galaxy for all posts = 120 days	23	3
	2.2 Average selection time in Galaxy for Professional or higher posts = 120 days	10	3
	3.1 100% of vacancy announcements published 6 months before	7	26
	3.2 100% of selections made prior to retirement of incumbent	4	8
Geographical distribution	**4.1** 20% of recruitments from un- or underrepresented Member States to geographical posts	**71**	**86**
	5.1 100% of RB P2 posts encumbered by candidates who passed competitive examination	41	46
	5.2 ≥50% of selections to P3 posts of candidates who passed competitive examination	50	42
Gender balance	**6.2 (a)** 50% female selections in Professional categories	73	68
	6.2 (b) 50% female selections in Director categories	48	29

Source: United Nations Secretariat
* within range: ±20%

32. In 2011, HRAPs were replaced by a new system of HRM scorecards in order to address previous shortcomings, [12] focus more strongly on major priority areas of compliance (geographical and gender targets and the prompt filling of vacancies), fully monitor the effective and efficient discharge of delegated authorities and increase self-monitoring by departments, offices and field operations. The indicators of performance are designed to be better attributable to departments, increasing ownership.

33. The HRM scorecard reports on six strategic indicators derived from priorities established by legislative mandates: staffing timeline, vacancy rate, geographical representation, female staff representation in all categories, representation of women in senior positions and completion of basic security field training course. [13] Performance indicators and data are available in one scorecard as part of an online "dashboard" in the Inspira data warehouse and reporting module. OHRM, other departments and field operations use an additional set of 15 operational indicators to monitor delegated authority. Customized indicators are attributable to departments, offices and missions, tailored to the baseline performance of each of them and targets for each recruitment step are now aligned to the responsibilities of departments/offices and OHRM. The Human Resources Management Service is an enhanced accountability instrument that is more strategic and assigns greater responsibility to the business owners, offering streamlined, continuous and targeted monitoring. It is an integral part of the senior managers' compact.

34. The MPB has the authority to trigger action by OHRM/Field Personnel Division in the form of policy guidance, training and support visits to offices as required. As a final measure, it reserves the right to withdraw the HRM management authority delegated to those departments, offices and missions that are consistently underperforming. OHRM also reported that, in addition to the annual MPB reporting cycle, ongoing monitoring is foreseen at three levels: self-monitoring by departments/offices/missions, operational monitoring by OHRM and a quarterly review by the Performance Review Group chaired by the Assistant Secretary-General of OHRM.

35. While the new system provides for more frequent and proactive monitoring by OHRM in response to General Assembly resolution 63/250, the Inspectors were not satisfied that it will strengthen accountability for non-compliance. They acknowledge, however, that the improved transparency and increased monitoring offered by the new system has the potential to improve compliance. They also note that the Advisory Committee on Administrative and Budgetary Questions has requested that an assessment of the functioning of the scorecard be submitted to the General Assembly at its sixty-seventh session in 2012. [14]

36. Elsewhere in the United Nations system, progress has been uneven in developing systems of accountability for delegated authority for recruitment. At UNICEF, the human resources "dashboard" launched in 2009 allows the monitoring of human resources indicators and metrics and provides meaningful information on the workforce, gender parity and recruitment, enabling human resources practitioners and decision makers to review human resources performance across the organization from an operational, as well as strategic, perspective. At UNOPS, the introduction of the balanced scorecard in 2008 has also put a relevant reporting mechanism in place. No other United Nations system organization has equivalent systems. Neither the UNDP scorecard nor the WFP monitoring system include human resources targets, while UNFPA considered such a system too cumbersome for a small organization.

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[12] The shortcomings included a large number of performance indicators, attribution issues, manual tracking of data that lent itself to errors and lack of consistency in data maintained by the various offices.

[13] The indicator "completion of basic security field training" is not yet reportable due to a technical issue that OHRM is working to resolve.

[14] A/65/537, paras. 23-27.

37. Some organizations have a few recruitment targets and indicators, mostly related to gender balance, geographical distribution, vacancy rate and recruitment time, but they are far from the comprehensive monitoring and reporting system developed by the United Nations Secretariat. The Inspectors noted that even at the United Nations some recruitment indicators which could be used to measure the quality and transparency of the process had been omitted.[15] ILO monitors several recruitment indicators, but has only a few related targets.

38. Monitoring established targets and indicators and associated reporting activities are key to the successful implementation of a sound accountability system, but not all organizations issue regular human resources management reports or implementation reports of their human resources strategy. FAO, ICAO, IMO, United Nations, UNDP, UNOPS, UNIDO and WHO issue such reports, but other organizations report ad hoc or in the context of the implementation of biennial or medium-term plans (UNEP and UNICEF). The most comprehensive reporting was found at the United Nations which has a dedicated biennial agenda item of the Fifth Committee of the General Assembly where HRM reports and statistics are considered and directives received from Member States through relevant resolutions.

39. In this regard, the Inspectors noted that basic recruitment statistics are either not collected or not disseminated at many organizations, which may compromise transparency and strategic decision-making. At the United Nations, the new e-recruitment system has a reporting facility accessible to recruiters and hiring managers that could be usefully disseminated publicly. In contrast, ILO has a statistical reporting system that can be accessed online that includes data on annual recruitment, and this can be considered good practice. The Inspectors emphasize the importance of regular and comprehensive reporting for transparency and accountability and urge all organizations to adopt good practice in this regard. Such reporting should include periodic assessment of the implementation of the human resources strategy in respect of recruitment and compliance with relevant recruitment targets/indicators.

40. Accountability is also strengthened by the work of the internal and external oversight bodies of the United Nations system to the extent that their recommendations are implemented by the organizations concerned. The Inspectors reviewed several audits, evaluations and management reviews undertaken in the area of HRM in recent years (ICAO, ILO, Department of Field Support of the United Nations, UNCTAD, UNDP, UNICEF and WMO) and found a wide range of issues of concern relating to recruitment that were common to many organizations.[16] JIU has also included accountability in its reviews of management and administration (IMO, UNESCO, UNODC, UNWTO, UPU, WFP and WMO) and specific reports on selection of executive heads and senior managers, junior professional officers and national competitive exam systems. Document JIU/REP/2011/5 on accountability provides a series of relevant benchmarks, including – for recruitment – the concretization of policies restricting the hiring of family members and

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[15] For example, the number/percentage of positions advertised, the ratio of external/internal vacancies posted and positions filled, the percentage of technical tests conducted and of candidates passing assessment centres.

[16] Lengthy recruitment, many layers of approval and lack of clear accountability, inadequate gender and geographical balance, need to review relevant selection procedures and revise recruitment processes requiring more transparency or competitiveness; screening applications and reference checks needing improvement, random testing of candidates, the existence of inappropriate recruitment practices, the need for decision makers to provide written reasons for rejecting proposed rankings, for higher delegation of authority, ownership of the process and outcomes, use of generic job descriptions and classification of posts, enhancing the use of electronic recruitment system, composition and role of panels and boards, documentation of processes, the role of human resources departments, and consideration of outsourcing certain steps in the process (not all of these issues apply equally or fully to all the organizations mentioned).

relatives and the use of job descriptions to hold staff accountable for their work (www.unjiu.org). In many cases, policies have been adopted and procedures clarified in line with the recommendations of these reports.

41. Some 37 per cent of respondents to the survey saw inadequate delegation of authority as a cause of inefficiency in recruitment, while 45 per cent linked it to a lack of accountability.

42. The implementation of the following recommendation will enhance accountability in the recruitment process at United Nations system organizations.

Recommendation 2

Executive heads of United Nations system organizations should report periodically to the legislative bodies on the authority delegated for recruitment, the accountability mechanisms set up in relation to such delegated authority and their results, in line with benchmark 4 above.

E. Workforce planning

Benchmark 5

Workforce planning is instituted in line with organizational needs.

Effective workforce planning:

(a)   Takes account of the volume, mobility and turnover of staff, as well as resources and capacity available and the needs of organization;

(b)   Drives all major recruitment decisions and processes, including the determination of appropriate ratios between external and internal vacancies posted and between external and internal candidates selected; and

(c)   Ensures compliance with these ratios is closely monitored and regularly reviewed.

43. Human resources/workforce planning involves the systematic assessment of current and future staffing requirements in terms of numbers and levels of skills and competencies, and formulation and implementation of plans to meet those requirements.[17] Human resources must be matched to the longer-term programme needs of the organization and there must be an ongoing review of how to make the best use of current and future human resources. ICSC recognized that workforce planning issues would be individual to each organization because of significant differences among organizations' mandates, structures and workforce size. Workforce planning should therefore be undertaken by each United Nations system organization in line with organizational needs, taking into account the volume, mobility and turnover of staff, as well as resources and capacity available.

44. Workforce planning facilitates evidence-based workforce development and timely and targeted recruitment and promotion driven by strategic direction and analysis of supply and demand to determine gaps to be filled and how to fill them. It should aim to strike a balance

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[17] Chartered Institute of Personnel and Development.

between the intake of fresh talent from outside the organization and internal promotion.[18] Organizations should determine the appropriate ratios between external and internal vacancies posted and between external and internal candidates selected, monitor compliance with these ratios and regularly review their adequacy in line with organizational needs.

45. The Inspectors found that workforce planning was an imperative for the four main funds and programmes, with their major field presence and structured mobility and reassignment policies, and less used by the specialized agencies (see box below). The United Nations Secretariat has also recognized the importance of workforce planning in the shorter-term operational context for the development of field rosters, but found it had limited added value in an all-encompassing workforce planning exercise for the Secretariat undertaken 2009.[19] The General Assembly of the United Nations expressed regret that the Secretary-General had not presented an Organization-wide strategic workforce plan, insisting that there was scope for such forecasting and requesting a progress report at its sixty-seventh session in 2012.[20]

UNDP: The human resources strategy for 2008–2011 envisaged the implementation in 2009 of a new workforce planning system and a succession management system and monitoring, with workforce analysis reports updated and published every two years. UNDP has indicated that there is progress in all these areas. OHR makes an annual evaluation of staffing needs (the "demand forecast") to consider corporate staffing requirements in the near-term (12–18 months) and over the longer term (four–five years) and examine whether each candidate pool has a sufficient supply of candidates, in quantity and quality, to meet anticipated staffing requirements, taking into account attrition rates, gender and geographical diversity and other factors. Based on this evaluation, recommendations are made to senior management for building and/or replenishing the candidate pools (or other job families or functions). Replenishment targets serve as priority areas for the Career Review Groups to identify talent from within UNDP in the annual performance management review.

UNFPA: A framework for planning succession integrates a variety of human resources initiatives, including recruitment strategies, leadership development, corporate learning programmes and career development opportunities. Annual strategic human resources planning meetings are organized with the management team of each organizational unit covering a range of human resource matters, including performance management, staff development issues, and medium- to long-range planning for upcoming retirements and staff movements.

UNICEF: A quantitative workforce analysis model was launched in 2010 across a number of functional areas. It addresses supply, demand and forecasting gap analysis based on a variety of position and staff flow factors to enable adjustment of outreach and recruitment activities. It produces quarterly analysis to inform key executives of trends, identifies areas for action, such as retirement/succession planning, gender issues and separation, and facilitates a pilot rotation exercise for senior positions. The model is currently being revised based on feedback received and should be fully implemented in all areas by mid-2012.

WFP: An annual structure and staffing review exercise includes organizational structure, staffing levels, reporting lines, available positions and funding resources in order to forward plan and identify staffing gaps. This exercise is the basis for the annual recruitment/reassignment process. The Staffing Committee and Senior Staffing Committee meet annually to recommend staff members for reassignment, authorize positions for external recruitment and designate positions as non-rotational.

UNRWA: Workforce planning is new and involves supply analysis of the current and projected workforce to understand the likely workforce composition, matched with demand analysis over the next three–five years taking into account the reform programmes underway or planned. Gaps (or overlaps) between supply

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[18] Some professional studies suggest a ratio of 80:20 for internal promotion/external recruitment (CIPD).
[19] A/65/305, paras. 30–36.
[20] United Nations General Assembly resolution 65/247, paras. 12–14.

and demand are to be acted upon by the Agency.

ICAO: From 2011, human resources action plans include all upcoming and ongoing recruitment cases for the triennium, including redesign of positions, organizational restructuring, contract renewals, requirements for contingency workforce and actions to enhance diversity. The information is analysed for financial implications, and submitted to the Secretary General for approval. At the beginning of each year, human resources action plans are updated to reflect any changes in priorities, new requirements, etc.

ILO: Annual human resource reviews are held with all regions/departments/units to discuss future vacancies, retirements and development plans; a plan of vacant positions is drawn up which serves as the basis for the launching of the two annual batches of recruitment for professional regular budget positions.

FAO: The organization is in the process of developing a framework for workforce and succession planning, which will involve supply analysis of the current workforce and projected separations, and demand analysis based on the new corporate mid-term strategic plan. On the back of this analysis and in colloraboration with departmental heads, plans will be developed to fill identified workforce gaps through recruitment, redeployment or retraining.

46. The Inspectors acknowledge that workforce planning may be more important for larger organizations and more easily and successfully implemented at those with clear rotation/mobility policies based on reassignment needs. Indeed, without adequate workforce planning, important recruitment decisions concerning classification of posts, use of generic job profiles, launching of special targeted recruitment campaigns, batch recruitment, external versus internal advertisement and use of rosters for normal and surge needs, among others, tend to be ad hoc, untimely and time consuming.

47. Medium and small organizations are also required to adapt human resources and recruitment requirements to suit constantly changing priorities and organizational needs, enhance internal processes and become more effective in programme delivery. These organizations do not necessarily require complex analytical computerized systems and may opt instead for a simple workforce planning model adapted to the volume of staff, resources and capacity available. ICAO, with its new system of human resources action plans, may be a case in point.

F. Competency frameworks

Benchmark 6

The use of competencies in recruitment is required for all positions. Competency frameworks are designed and implemented to ensure that each selected candidate possesses the required skills, attributes and behaviours, and is the best fit for the position.

In order to do so, competency frameworks:

    (a)   Provide a mapping of the behaviours valued, recognized and rewarded by the organization;

    (b)   Reflect the organization's structure and priorities and are consistent with those of other United Nations system organizations so as to harmonize practices, facilitate inter-agency mobility and broaden the overall talent base;

(c)   Drive the recruitment process from the beginning (job opening) to the end (selection decision);

(d)   Include behavioural competencies and technical competencies, as well as appropriate managerial competencies;

(e)   Provide a definition for each competency and indicators to measure behaviours;

(f)   Define competencies by type of job/occupational categories and grade;

(g)   Limit the number of competencies to less than 12 per job/occupational category, and classify them in clusters;

(h)   Define three to four levels of competency mastery to reflect progression and increased level of responsibilities or expertise corresponding to a specific post within the hierarchical structure of the organization;

(i)   Require that assessment of competencies is carried out through a combination of assessment methods, including interviews, written tests and reference checks;

(j)   Are revisited periodically and updated/modified in line with changing needs;

(k)   Are part of organizational training plans; and

(l)   Are publicly disseminated.

48. ICSC defines competencies as the combination of skills, attributes and behaviours that are directly related to successful performance on the job.[21] CIPD defines a competency framework as a structure that sets out and defines each individual competency required by individuals working in an organization.[22] The use of competency frameworks in recruitment developed in the 1980s in the drive for higher organizational performance. Such frameworks indicate the behaviours that will be valued, recognized and rewarded by the organizations. Originally, competency frameworks consisted more of behavioural elements (soft skills) but increasingly they have become broader in scope including technical competencies (hard skills).

49. CIPD suggests a competency framework for a position should include no more than 12 measurable competencies, arranged in clusters and avoiding complexity; it should contain definitions and/or examples of each competency. Competencies should inform the recruitment process from the first step when the post becomes vacant to the end; they should be included in the job description and the job advertisement and be part of the evaluation criteria against which candidates are assessed.

50. Most United Nations system organizations reported using competency frameworks for the recruitment of staff. The exceptions are ITU and WMO, while FAO was designing and validating a framework for implementation in 2012/13. ICAO has adopted but rarely uses the competency framework of the United Nations Secretariat, focusing instead on technical skills. At ILO, the competency framework is used for external candidates going through the assessment centre as well as panel interviews for all candidates. At UNESCO, it applies only to managerial positions, although in the context of a new e-recruitment tool a set of general and core competencies has been developed.

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[21] ICSC, "A Framework for Human Resources Management", 2000, p. 20.
[22] "Competence and competency frameworks", CIPD Factsheet, May 2011.

51. A sample review of vacancy announcements showed that competencies were explicitly included in advertisements at all organizations except FAO and IAEA.[23] In UNESCO, this was only the case for director-level positions. At WHO, competencies were included for professional posts and sometimes combined with skills. At IMO and UPU, competencies are listed as other requirements or personal attributes.

52. In the United Nations Secretariat, competency-based interviews have been in place since 1999 and an updated framework was being introduced in 2012 to better respond to the needs of a more complex, integrated and global mandate and increased field presence, and be more akin to the frameworks of the United Nations funds and programmes (see box below). The Inspectors note that there is no feedback to candidates on the results of interviews and think this should be rectified, particularly for internal candidates in view of its relevance for career development. They also note the findings of the Board of Auditors that internal candidates may quickly master competency-based interviewing techniques and responses from the Office of Human Resources Management (OHRM) booklet on competencies and by participating in interviews or assessment panels. In this regard, OHRM indicated that they were working on an e-learning guide that would be integrated into the United Nations Careers Portal to help all candidates prepare for competency-based interviews.

> **United Nations** managers select core values and competencies to fit the requirements of the post from a menu of originally three core values (integrity, professionalism and respect for diversity), eight core competencies (communication, teamwork, planning and organizing, accountability, creativity, client orientation, commitment to continuous learning and technological awareness) and six managerial competencies (leadership, vision, empowering others, building trust, managing performance and judgement/decision making). There is a new core value of "commitment to the United Nations"; the understanding of "respect for diversity" has been enlarged to include gender, culture, religion, disability, nationality, age and sexual orientation; and "professionalism" has been redefined as a core competency "applying professional expertise". The number of competencies to be assessed during interviews has recently been set at a minimum of three, including professionalism; for managers the minimum is five, including professionalism and leadership. Rating of competencies, previously absent, has also been introduced. Indicators to assess competencies are more clearly defined at different levels for individuals, managers and senior managers.

53. Other organizations have used the original United Nations model as the basis for their competency frameworks, with some variations. The ILO framework developed in 2009 includes two values and seven competencies similar to the United Nations. The UNAIDS framework launched in 2010 consists of three values and six core competencies for all staff regardless of role and six managerial competencies, all scored at interview, while required technical skills and experience are assessed under the core competency "applying expertise". The IMO model includes seven behavioural competencies, including managerial competencies, with sub-categories and four levels of proficiency rating.

54. The four main funds and programmes have taken a different approach to the United Nations Secretariat by grouping behavioural and technical competencies by posts. The UNFPA model was developed first and is being revisited to identify gaps; the others are outlined in the box below. The Inspectors found the UNDP framework to be comprehensive but perhaps too complex, while that of WFP was comprehensive and user-friendly.

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[23] In FAO, generic job descriptions under development, which are due to be finalized by the end of 2012, will include competencies.

The **UNDP** competency framework of 2008 defines four values and guiding principles, nine core or behavioural competencies (that apply to all staff and managers at two levels and can be developed progressively) and 18 functional or technical competencies. The latter apply to all staff within one of three streams (development services, advisory services and management services) for UNDP and the United Nations coordination system (including Resident Coordinators/Resident Representatives, Deputy Resident Representatives and Country Directors), with four levels of competency mastery to reflect progression and increased level of responsibilities or expertise, all related to the hierarchical structure of the organization and corresponding to a specific post level. In addition, there are five office support competencies for administrative, financial, logistical and secretarial support functions. All have relevant indicators.

The **UNICEF** competency framework has detailed job profiles for each functional area at different levels, according to seniority, with three core values and core competencies (that apply to all staff) and 14 functional competencies, behavioural and technical, of which a subset of five to seven apply by role, based on the functional area. It adds knowledge and skills required for a specific job, which are tested during the interview and through other tests.

The **WFP** competency framework has four core organizational competencies and three competency profiles by job category (manager, international/national professional staff and general service staff) and is further categorized by specific job profiles in different combinations. Each competency has a set of behavioural indicators that illustrate ways of demonstrating these competencies, which are tailored specifically to each grade within a job category and change to reflect progression in terms of complexity, scope and focus. They are easily identifiable in two summary matrixes and a competency wheel.

55. In this regard, the Inspectors consider that, while competency profiles and indicators should reflect the structure and priorities of the respective organization, they should also be consistent, to the extent possible, with those of other United Nations system organizations, not only for the purpose of harmonizing practices within the "One UN" but also, more importantly, with the objective of facilitating inter-agency mobility and broadening the overall talent base. Even within each organization a major challenge is to ensure that when hiring managers select competencies from a competency menu there is a consistent approach for occupational groups and for category and grade/level of similar posts. A common concern is whether competencies are systematically and effectively assessed under each type of assessment method. For instance, an evaluation of UNESCO recruitment policy and practices in 2009 showed that competencies were assessed by assessment centres in only 6 per cent of cases, and in only 25 per cent of cases through either testing or review of work experience. The Inspectors consider that the assessment of competencies should be required for all short-listed candidates, including managers, and conducted preferably through a combination of methods.

G. Training

Benchmark 7

Training is developed for recruitment policies, procedures and practices, including competency–based interviewing and other assessment techniques, and is mandatory for human resources officers, hiring managers and members of ad hoc assessment panels and standing appointment/review bodies.

This requires that:

(a)   Training programmes are developed and conducted by professional human resources trainers;

(b)		Training programmes cover all aspects of recruitment assessment, including competency-based interviewing and other techniques, as appropriate;

(c)		Training is mandatory for all those who have responsibilities for the recruitment process and must be undertaken prior to taking up those responsibilities.

56. As noted above, managers must be adequately prepared to take on delegated responsibilities for recruitment with sufficient training and support. Comprehensive training programmes covering all aspects of recruitment, including competency-based interviewing and other assessment techniques, need to be developed, and such training should be mandatory for concerned parties. The Inspectors found, however, that many organizations do not have recruitment training in place. Indeed, the United Nations Secretariat, UNICEF and UNRWA were the only organizations that had regular recruitment (competency-based interviewing) training and could produce relevant statistics (see box below).

United Nations: One-day training on competency-based interviewing. Attendance rates have improved: in 2008, participation rate averaged 52 per cent against a target of 80 per cent; in 2009 and 2010, the target was raised to 90 per cent of the Secretariat population and the average participation rate was 40 and 67 per cent, respectively. The training was made mandatory for interview panel members. With the introduction of the new e-recruitment system, a major one-time training campaign was launched.

UNICEF: Interview panel members undergo competency-based training and central review body members receive specific briefings. Interview panels cannot function unless at least one member has training. The number of staff trained has risen from some 900 in July 2010 to 1,800 a year later.

UNRWA: The staff selection policy states that interview panel members should have been appropriately trained in competency-based interviewing techniques, but such training is conducted only twice a year so panel members sometimes participate in panels before receiving training. A list of all trained staff members is kept by the recruitment section; approximately 30 per cent of panel members for recruitment of international staff and 50 per cent for local staff have received training.

57. At other organizations there are less formal training mechanisms. At UNFPA, hiring managers receive training on competency-based interviewing and a recruitment guide for managers, while review board members are briefed by the Division for Human Resources on their terms of reference and recruitment policies and procedures. UNDP organizes ad hoc training sessions, workshops and briefings. At UNAIDS, mandatory training for selection panel members was introduced in 2011. In the context of the ILO management and leadership development programme, a self-learning module on interviewing skills was disseminated to managers and panel members in 2010 and a training programme initiated in early 2012. At other specialized agencies, there is no recruitment training in place for managers and members of assessment/selection panels and review boards.

58. Only half of the respondents to the JIU survey indicated that they had received mandatory recruitment training to support them in fulfilling their role in the recruitment process, while 15 per cent said that no training was available at their organizations. Some 75 per cent of those who had received training thought that it had prepared them to perform the recruitment functions requested of them.[24] This significant finding underlines the need for training to support the delegation of authority in recruitment. The Inspectors are further of the view that participation in relevant training should be a prerequisite for membership in recruitment bodies.

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[24] Most of the respondents were from the United Nations Secretariat (59 per cent) and were hiring managers (39 per cent).

Annex I

Recruitment in the staff regulations and rules of United Nations system organizations

Provisions	Organizations
The paramount consideration is the need to secure the highest standards of efficiency, competence and integrity	All organizations
Due regard given to recruit staff on as wide a geographical basis as possible	All organizations. At WIPO and ITU, preference should be given, other qualifications being equal, to candidates from regions of the world which are not represented or insufficiently represented. ITU also links geographical distribution with the desirable balance between female and male staff and ILO to considerations of gender and age. They generally do not specify, however, to which category of positions this principle applies, except at IAEA, ICAO, UNAIDS, UNIDO and UPU. The Staff Regulations and Rules in FAO, ITU, United Nations, UNRWA, WIPO and WMO exclude posts in the General Service category from the system of geographical distribution, and ILO adds a provision to exclude posts in the National Professional Officers category.
Selection shall be made without distinction of race, sex, or religion	All organizations. ILO adds other non-discriminatory conditions such as age, color, national extraction, social origin, marital status, pregnancy, family responsibilities, sexual preferences, disability, union membership or political conviction. ITU and UNESCO also refer to disability and WMO to political belief. UNESCO goes further, requesting that persons with activities or connections with fascism, nazism and militarist aggressions are not appointed.
Knowledge of languages	ILO refers to languages as a recruitment consideration, stating that, for "every official", "a full satisfactory knowledge of one of the working languages of the Organization" is required. UNESCO similarly states that "a candidate for a post in the Professional category shall be required … to show that he has a good knowledge of one of the working languages of the Secretariat". In UPU, the principle of geographical distribution refers to "continents and languages" and ICAO gives special consideration to knowledge of the languages of the regions when appointing personnel for offices away from headquarters.
Selection shall be made on a competitive basis	All but IAEA and ILO. Only UNAIDS make reference to the need to advertise all positions and establish clear evaluation criteria to ensure fairness and transparency of the selection process.
Regard shall be given to the qualifications and experience of persons already in service, without prejudice to the recruitment of fresh talent	All organizations. WHO and UNAIDS are more assertive: vacancies shall be filled by promotion of persons already in the service of the Organization in preference over persons from the outside. At WIPO, staff in service shall be given reasonable promotion possibilities. At ILO, in filling any vacancy, account shall be taken in the following order: former officials terminated (on reduction of staff); applications for transfer, claims to promotion, other former officials; and, on a reciprocal basis, applicants from United Nations, specialized agencies and the International Court of Justice. At UNESCO, staff members (and former staff members with at least one year's service, separated during the previous two years owing to the abolition of posts) shall be given priority for consideration for vacant posts, but the Director General may limit eligibility to apply for vacant posts to internal candidates. At the United Nations too, the Secretary-General may limit eligibility to apply for vacant posts to internal candidates, as defined by himself and, if so, other candidates shall be allowed to apply only when no internal candidate meets the requirements. At most organizations, fullest regard shall be also given to applicants from other United Nations organizations and specialized agencies. This consideration may come after internal and/or former staff, depending on the organizations, and is always subject to reciprocity.
Establishment of selection panels and review boards	ITU refers to the establishment of appointment and promotion board and requests the Secretary-General to report to the Council whenever he takes decision contrary to the APB advice. The United Nations refers to the establishment of a senior review body (for D-2s) and central review bodies (for all other posts).

Source: JIU desk review.

Annex II
Delegation of authority for recruitment[25]

Organization	VA issuance	Pre-screening	Short-listing	Recommending	Final decision
United Nations and funds, programmes and offices					
United Nations	Hiring manager	Human resources	Hiring manager D2: interdepartmental assessment panel (interviews), Head of Department	Hiring manager D2: Head of Department	Up to D1 (incl.): Head of Department (approval of Secretary-General may be required when post involves "significant functions in the management of financial, human and physical resources and/or communications technology") D2: Secretary-General
Office for the Coordination of Humanitarian Affairs	Basically same as United Nations. In Headquarters: approval by United Nations. Fully delegated authority for field offices. National contracts issued by UNDP				
Office of the High Commissioner for Human Rights	United Nations responsible for hiring P and G. In some field offices: UNDP rules				
UNCTAD	Same as United Nations				
UNODC	Same as United Nations: Delegated authority to recruit up to D1 (included), but no separate recruitment strategy				
UNEP	Same as United Nations				
UNHCR	Human resources	Human resources, Recruitment and Postings Section	P1–P5, NPOs: Human resources suggests matching candidates for vacant positions in the Compendium of Vacancies to manager for comments	P1–P5: Human resources Representational positions and D1: Senior Assignments Committee	P1–P5: High Commissioner

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[25] Abbreviations used in the table: ADG: Assistant Director-General; APB: Appointment and Promotion Board; APC: Appointment and Promotion Committee; CSH: Human Resources Management Division, FAO; DG: Director-General; DDG: Deputy Director-General; DDG-MT: Deputy Director-General Management; DIR-Div.: Director of (Hiring) Division; D/REM: Resource Management Department; GS: General Service posts; HQ: Headquarter; ; HRC: Human Resources Committee; HRD: Human Resources Development Department; MTHR: IAEA Division of Human Resources; NPO: National Professional Officer; P: Professional posts; RPS: Recruitment and Postings Section;

Organization	VA issuance	Pre-screening	Short-listing	Recommending	Final decision
UNRWA	Hiring Director. For rostered candidates, Hiring Director can make selection decision (for P3 and below) or recommend (for P4 and above) without VA	HRD at HQ, Recruitment Section	Hiring Directors, reviewed by Recruitment Section, HRD at HQ	P4 and above: Hiring Director (for posts below, he has direct power to appoint), based on recommendations of interview panel.	P3 and below: Field Directors/ HQ department directors P4 and above: Commissioner-General
UNDP	Hiring Manager	Hiring Unit	HQ-based international P budgeted as management project; rotational posts; senior management positions; LEAD posts; any position considered corporate for the purpose of centralized recruitment: OHR/Bureau of Management at HQ; any other international FTA post (P1–P7): Hiring Unit	Same as short-listing	At HQ for locally recruited GS/P posts and internationally recruited posts for development projects/certain non-rotational management project posts: respective Bureau Directors Local fixed-term appointments (incl. GS, NO)/international development project based fixed-term appointments: respective UNDP Resident Representatives, Heads of Liaison Offices and Regional Centre Directors
UNFPA	DHR	HQ: DHR/UNFPA Field for local recruitment: managers	Manager of requesting office	Manager of requesting office. (Assessment for posts P4 and above is outsourced to Select International)	P/D cases: Executive Director GS/HQ cases: DHR Field: COs UNFPA Representative; ROs/SROs NO and GS cases: Regional Office Director or Director SRO
UNICEF	Human resources upon request by Hiring Unit. Direct recruitment from talent groups without VA issuance possible	Human resources	HR in close collaboration with Hiring Unit	Selection panel	GS at NY HQ: DIR-DHR International P: Deputy Executive Director, Management D1/D2, UNICEF Representative/Head of Office: Executive Director NPOs/GS in Regional Office: Regional Director GS at Country Office and HQ except NY: Head of Office
UNAIDS	Hiring Manager	HRM	Hiring Manager	Selection panel	GS HQ: DIR-Organizational Development Department GS Field Offices: Regional Director Up to P4 (incl.): Deputy Executive Director P5 and above: Executive Director
UN-Women	Formal authority in matters relating to HRM has been delegated to UN-Women as per ST/SGB/2011/2. According to interview, full process carried out by HRM				
UNOPS	Hiring Manager together with Human Resources	Human Resources Focal points	Hiring Manager	Hiring Manager	GS at HQ: DIR-HR P1–P5: Deputy Executive Director

Organization	VA issuance	Pre-screening	Short-listing	Recommending	Final decision
WFP	HRD with input from the relevant staffing coordinator and the hiring manager Possible to skip advertisement of post when candidates can be picked directly from roster	Recruitment Branch (in consultation with hiring manager if technical advice is needed)	Hiring Manager in consultation with Staffing Coordinator, verified by HR	GS: Interview panel P and above: Selection panel	GS/P1–P5 (except Country Directors): DIR-HR NPOs and GS: Regional and Country Directors
Specialized agencies and IAEA					
ILO	Responsible Chief; Union representative comments on draft. If disagreement Director-General decides. HRD recommends external/internal posting	Human Resources Development Department	Responsible Chief	Evaluation panel based on consensus	DG (except G3 at HQ: Director HRD); GS and NOs in the Field: decentralized to regional offices
FAO	Line manager. A waiver from Director of Human Resources is required for internal posting only of P posts.	GS, interns, JPOs: Human Resources Division, P and above: Hiring Unit	Recruiting unit/hiring manager	Recruiting unit/hiring manager	GS: HQ: DIR-Human Resources. Regional Office: Heads of Offices, local recruitment P1–P5: Head of Department, Regional or Independent Office (appoints first candidate from shortlist on endorsement from relevant Staff Selection Committee)
UNESCO	P: Assistant Director General/Director of the Sector/Bureau/Office (or his/her delegated authority) In field office: for AO posts: Bureau of Financial Management; for P: Head of Field Office (or his/her delegated authority); for Heads of Field Offices: Bureau of Field Coordination Clearance by HRM	NPOs and GS: pre-selection committee or evaluation panel; P1–P5, as well as D upon request: HRM/Resident Coordinators (upon wish of supervisor pre-selection, panel may be set up)	Evaluation panel	Evaluation panel	GS at HQ: Sector Assistant Director General and Bureau Directors P and D: Director General
ICAO	D1/2: HRC For higher-level positions: Chief of Establishment and Studies Section decides on	No consistent approach. Generally G5–D2: HR, but due to limited resources partial delegation to Hiring Manager	Interview panel D1/D2: HRC Field: Field Operations Section, revised/approved by DD/TCB (Technical	APB G4: HR D1/D2: no recommendation, chosen directly from shortlist	G4 HQ: D1 Deputy Director of Bureau of Administration and Services G4 Regional Office: D1 Regional Director. G5 and above: D2 Bureau of Administration and Services

Organization	VA issuance	Pre-screening	Short-listing	Recommending	Final decision
	internal/external posting		Cooperation Bureau)		P1–D2: Secretary-General Field Service Staff All posts except Project Team Leaders/Coordinators at level P5 or above: SG after approval by DD/TCB
WHO	Officer with Delegated Authority	Human Resources	*Ad hoc* advisory selection panels	*Ad hoc* advisory selection panels	Up to incl. P6/D1: Assistant Director Generals and Representatives of the Director-General at HQ/Regional Director or delegated authority in Regional Offices; Above D1: Director-General
UPU	Hiring Unit	HRM and Appointment and Promotion Committee or ad hoc pre-selection group	Appointment and Promotion Committee. If more than 10 applications, ad hoc pre-selection committee can be set up	Appointment and Promotion Committee	Director-General
ITU	Hiring Manager Decision internal/external posting: Secretary-General	Pre-evaluation: Hiring Manager Validation: pre-screening panel	Proposed by Hiring Manager, finalized by APB	APB HM (through Office of elected Director when applicable)	Secretary-General
WMO	GS: D/ Resource Management Department P: Secretary-General	HRD, followed by line managers	Line managers	P: Staff Selection Board GS: Appointment and Promotion Board	GS: Deputy Secretary-General P: Secretary-General
IMO	Drafted by manager, revised by HR	HR	Preliminary short-list: HR Ultimate responsibility: line managers	Interview panel	Secretary-General
WIPO		E-screening tool, validated by HRMD	Proposal: Hiring Manager Validation: Appointment and Promotion Board	APB For Deputy Director General and Assistant Director General: Governments nominate	Director General, advice by APB
UNIDO	HRM	HR	Managing Director, in consultation with respective Branch Director	Hiring Manager Recommendation submitted to APB	GS: Deputy Director-General P/D: Director-General
UNWTO	HR together with recruiting programme	HR	Appointment and Promotion Board plus immediate supervisor, Executive Director/Director of Administration invited to participate	Appointment and Promotion Board	Secretary-General

Organization	VA issuance	Pre-screening	Short-listing	Recommending	Final decision
IAEA	Established posts GS and P by SH-MTHR; D level by Director-General	Up to D level: MTHR	DIR-MTHR	Department Head/Division Director	GS: DIR MTHR P1-P3: DDG-MT P4 and above: Director-General D1 and above: Director-General
			Other		
International Fund for Agricultural Development	Hiring Manager together with Head of Department	Hiring division in collaboration with Human Resources Development Department	GS: Interview panel P: HM, reviewed by Human Resources Development Department	GS: HM to Human Resources Development Department P: Interview panel	Chairperson Appointments Board
Organisation for Economic Co-operation and Development	Created by HRM, approved by hiring directorate	HRM and hiring directorate	Hiring directorate (assisted by HRM)	Recruitment panel	Categories B and C: Executive Director Categories A and L: Secretary-General

Source: JIU desk review, responses to questionnaire and survey