

# **Summative evaluation of the implementation of the WHO Geographical Mobility Policy during its voluntary phase**

## **Volume 2: Annexes**

January 2019

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# A

## Technical Annexes

## A.1 Organization of geographical mobility in ten other agencies of the United Nations

| UN Agency      | Workforce   | Non-rotational positions  | Links between mobility and opportunities for promotion  |
|----------------|---|---|---|
| UN Secretariat | <p>The UN Secretariat has a workforce of around <b>39,650</b> staff, among which about 11,500 are International professionals (P-Staff). As P-staff do similar jobs in many departments, specific networks are used to organize geographical mobility. In 2016 geographical mobility was implemented within POLNET, one of the 9 networks of the UN Secretariat with around 3,300 members and about 300 staff members affected by the policy.</p> <p>Mobility is organized through a compendium. Applicants may choose as many positions as they want.</p>  | Departments were asked to identify non-rotational positions.  | There are only lateral moves (mobility is not linked to promotion).   |
| UNICEF         | <p>UNICEF has a workforce of around <b>13,100</b> staff, of which about 3,230 are IPs. There are over 190 duty stations. UNICEF combines voluntary mobility with managed mobility (for IPs who are due to move and have not voluntarily moved). In the first managed mobility exercise (2016), around 180 staff members had to move through managed mobility. Around 50 waivers were approved. In 2017 about 300 IPs were due to move. UNICEF has made an effort to standardize most of the position descriptions, of which over 60% correspond to generic profiles.</p>  | <p>There are close to 200 non-rotational positions (all of them in headquarters), due to their highly specialized functions (cyber security, fundraising). Divisional directors are asked to identify in their departments non-rotational positions for reasons of specialisation. Their proposals go to a senior committee for approval. Non-rotational positions and their requirements are reassessed after 5 years. UNICEF is trying to restrict the number of non-rotational positions by introducing stricter and clearer criteria to justify that a position should be non-rotational.</p> | <p>Mobility is a condition of service of staff and is not linked to promotion. However, through managed mobility (rotation), staff can apply up to 5 posts, including up to 2 at higher grades. In 2016 there were some cases where staff benefited from a promotion through this way.</p> <p>UNICEF is organizing recruitment through talent groups and aims at remaining a competitive organisation. The current vision is that rotational positions encumbered by IPs who do not move, either voluntarily or through managed mobility, should be declared vacant and advertised.</p> |
| UNHCR          | <p>UNHCR has a workforce of around <b>10,760</b> staff, with about 2,425 IPs. Geographical mobility (through a system of staff rotation) is mandatory for IPs, and is considered essential to UNHCR's capacity to deliver its mandate. UNHCR People Strategy 2016-2021 first commits to ensure that rotation is implemented in a fair and transparent manner. In addition, it seeks to implement rotation in a way that builds skills and experiences that are supportive of career development, and is aligned with evolving organizational needs. In the current Strategy, fair and efficient management of staff mobility is one of the three components contributing to the fulfilment of its goal "flexibility and timeliness", meant to ensure that UNHCR, which provides protection and assistance to more than 50 million people of concern, is able to deploy its people where and when they are needed.</p> <p>The Organization currently aims at enhancing its capacity to place the right people on the right positions in the shortest possible time, to manage mobility and career progression accordingly, in a fair, transparent and efficient manner, to support staff in their professional development, and to ensure the effective and responsible use of the Organization's capacities and resources. In 2016, the High Commissioner decided to move from a rank-in-person promotions system to a rank-in-job recruitment and assignments system for all grades in the IPs category. As a step of the implementation of the new system, the concept of managerial and functional career paths was introduced in August 2017.</p> |   |   |

| UN Agency | Workforce   | Non-rotational positions  | Links between mobility and opportunities for promotion  |
|-----------|---|---|---|
| UNDP      | UNDP has a workforce of about <b>7,370</b> staff, among which about 2,400 IPs. UNDP is a field-based organization. The majority of staff recruited goes straight to the field. The current mobility policy is outdated. This policy merely defines principles regarding how UNDP moves staff in the field. There are, nevertheless, certain “job profiles” that move regularly (directors, country directors, operations managers). The mobility policy is currently being revised, but will not be finalized before the end of 2018. As it happens with UNESCO, UNDP is exploring the possibility to combine geographical and functional mobility. |   |   |
| WHO       | WHO’s workforce is composed of around <b>6,320</b> staff holding long-term appointments and about 1,700 holding short-term appointments. The total workforce has about 8,000 staff, among which near 2,120 are IPs.   | As at 31 December 2017 there were no non-rotational positions. Exemptions to the obligation of mobility for IPs are limited to staff close to retirement and to the categories of staff members listed in paragraph 5 of the policy.  | Mobility is organized at the same grade. There are currently no opportunities to apply to a higher-grade position.  |
| WFP       | The WFP has <b>more than 14,000</b> staff, of whom over 90% are based in the beneficiary countries. There are around 1,600 IPs. Every year WFP moves around 400 IPs (one out of four) through an annual rotation exercise, both at professional (P2-P5) and senior level (D1-D2). Moreover, taking into account other moves (new positions and recruitment), there are around 600-700 moves every year. Overall, WFO has a well-performing mobility system.   | In rounded numbers, there are about 100 non-rotational positions (under 10% of the number of IPs). Decisions on non-rotational positions are taken by the Senior Staffing Committee.  | Staff members can apply to a minimum of 3 and a maximum of 5 positions. If they apply to 5 positions, 3 must be at the same grade, 2 can be higher. If they apply to 3 or 4 positions, only 1 of them can be at a higher grade. Up to P4, if people are assigned to a position at a higher grade they are not being promoted. From P5, they get a temporary promotion. This is seen as a learning opportunity for the staff member. |
| FAO       | FAO has about <b>3,500</b> staff, with around 1,700 professional staff. Geographical mobility targets international professionals occupying regularly budgeted positions (around 900 IPs). Mobility is mandatory since 2015 and is organized on a functional base (positions are grouped into technical categories). There are 7 areas of technical competencies. FAO has a target of 7%-10% moves per year. In 2016, 64 IPs moved (7.1%). HR works with a network of focal points in all departments.  | For the moment, there are no non-rotational positions. Special attention is given to the analysis of the IPs profiles by the coordinators, who prepare the matching proposals, and by HR to consider not only the current function of applicants, but also their competences and skills, as well as their interest to move to other areas. (The process of having a centralized committee to submit mobility proposals was abandoned. The latter became a shared responsibility of department coordinators and HR). | Geographical mobility is organized through lateral moves at the same grade. However, mobility increases chances to get promoted and is a requirement for promotion from P5 positions.   |

| UN Agency | Workforce   | Non-rotational positions  | Links between mobility and opportunities for promotion   |
|-----------|---|---|--|
| ILO       | <p>As at 31 December 2016, ILO had a workforce of <b>2,903</b>, among which 1,717 regular staff and 1,186 fixed-term technical cooperation staff. There were 812 regular staff classified as “Professional category and above” (distinct from National Officers). Most of them (70%) worked in headquarters.</p> <p>Enhancement of staff mobility, both functional and geographical, to ensure duly implementation of the new mobility policy at all levels within the Organization was one of HR priorities for 2016-2017. However, geographical mobility rates remained low in 2016. In 2015 there were 46 geographical moves of staff classified as “Professional category and above” (this number includes also National Professional category). In 2016, the corresponding number decreased to 32 (the geographical mobility rate of IPs remaining below 4%).</p> <p>In the ILO HR Strategy for the double biennium 2018-2021 the target for functional and geographical mobility is a 20% increase per biennium of the number of staff on Regular Budget positions who change position or duty station for one year or more (taking as baseline the corresponding recorded value for the biennium 2016-2017).</p> |   |  |
| UNESCO    | <p>UNESCO has a workforce of <b>over 2,000</b> staff, among which around 720 IPs. UNESCO is currently revising its mobility policy, which should be completed by autumn 2018, and will combine geographical and functional mobility. Similarly to what happens in FAO and in WFP, management of mobility should be a shared responsibility of HR and directors of departments (sectors), who are expected to set and achieve mobility targets (there are 5 specialized sectors). Most IPs (~60%) work in headquarters. The current rate of geographical mobility is in the range 10%-13% per biennium (around 40 IPs moving annually). One of the main problems is mobility from headquarters.</p>  | <p>There are some non-rotational positions, and people close to retirement age do not need to move. Out of a total of around 720 International Professionals, about 600 are targeted by the policy.</p>   | <p>In the policy being prepared, moves shall occur at the same level.</p> <p>The current prospective idea is that staff members who have been mobile should be preferred for P4 and P5 positions.</p>  |
| UNFPA     | <p>UNFPA has a workforce of around <b>2,640</b> staff, with about 750 IPs. Geographical mobility is organized through an annual managed rotation exercise.</p> <p>Depending on the SDA, staff and their positions are included in the rotation exercise. On top, additional vacancies can be included in the list of positions. Regional directors’ preferences are examined and assessed by a mobility panel. The Executive Director takes the final decisions.</p> <p>UNFPA manages a talent leadership pool used to fill vacant international positions, which dovetails the annual rotational exercise. This pool includes both internal and external members and has around 280 people (about 200 internal and 80 external). In 2017 there were around 3,000 applicants, most of them external. Managing the pool is an expensive process (longlisting, short-listing, assessment centre: in 2015 only 2.2% of the applicants were admitted).</p> <p>Each year there is a call for expression of interest in the leadership pool.</p>  | <p>Positions are considered rotational if they are geographically replicable (i.e. if they exist in all regions). There are around 185 rotational positions (about one IP position out of four).</p> <p>Every year, around 10% of the incumbents of these 185 or so rotational positions move. Due to limited funding, UNFPA only implements rotation for 3 job profile groups which exist in all regions and are considered critical for country office operations: representatives (P5-D1), deputy representatives (P4-P5), and international operations managers (P3-P4).</p> <p>The leadership pool is used as a tool for succession planning for these key rotational positions.</p> | <p>Staff members can apply for up to 5 different positions, one of which may be at a higher level. The majority of the moves are at the same rank (staff can apply to positions in different professional areas).</p> <p>If a staff member is a deputy representative at P4, he or she can also be in the pool of P5 candidates.</p> <p>If a staff member applies for a higher position and is being considered for this position, there is an ad-hoc virtual assessment (done by ODRL, an external agency). The assessment consists of a battery of various exercises and tests (interviews, role play, simulations, etc.). These assessments are conducted between panel and decision.</p> |

| UN Agency | Workforce  | Non-rotational positions  | Links between mobility and opportunities for promotion  |
|-----------|--|---|---|
| UNAIDS    | UNAIDS was created with a foreseen workforce of under 200 professionals. The size of the Organization has adapted to increasing needs. Around 323 Professional staff are currently targeted by the policy. In addition to headquarters in Geneva, there are six regional offices and 70 country offices, all affected by the policy. Normally around 50 IPs move per year (about 15%). Mobility is managed through an annual compendium. | Three criteria in the policy are used to decide whether a position is non-rotational. Although not set out in the policy, directors of departments or in regional offices normally do not rotate. Mainly because it is often very difficult to rotate them. But also because they often have a political network and it would not be wise to rotate them. | IPs apply for positions at their own grade. Promotion can occur, but is very rare. Applicants must select a minimum of 4-5 positions. |

Sources: Interviews with resource persons and teams managing geographical mobility in UN agencies. Document review.

#### Overview of Mobility Policies

|                              | ILO                    | UNAIDS  | UNESCO    | UNFPA  | UNHCR   | UNIDO  | UNOPS     | WFP     |
|------------------------------|------------------------|---------|-----------|--|---------|--|-----------|---------|
| Hardship Category            | Duration of Assignment |         |           |  |         |  |           |         |
| Headquarters                 | > 4 years              | 5 years | 6-7 years | Annual rotation exercise, identification of reassignments by Director of Human Resources (DHR) | 5 years | Normal duration of 4 years in field assignments according to field mobility policy | 3-5 years |         |
| H                            |                        |         | 4-5 years |  | 5 years |  | 3-5 years | 4 years |
| A                            |                        | 4 years | 4-5 years |  | 5 years |  | 3-5 years | 4 years |
| B                            |                        | 4 years | 4-5 years |  | 4 years |  | 3-5 years | 4 years |
| C                            |                        | 3 years | 3-4 years |  | 3 years |  | 2-4 years | 3 years |
| D                            |                        | 3 years | 2 years   |  | 2 years |  | 2-4 years | 2 years |
| E                            |                        | 2 years | 2 years   |  | 2 years |  | 2-4 years | 2 years |
| Non-family                   |                        |         |           |  | 2 years |  |           |         |
| Average                      | 3-5 years              |         |           |  |         |  |           |         |
| Very difficult duty stations | < 3 years              |         |           |  |         |  |           |         |
| Exceptional circumstances    | > 7 years              |         |           |  |         |  |           |         |

Source: United Nations System, Chief Executives Board for Coordination

<http://www.unsystem.org/content/overview-mobility-policies> (last updated 23/2/2017)



## **A.2 Some lessons drawn by UN agencies from their own experience**

### **Selected comments from teams managing mobility in UN agencies<sup>1</sup>**

#### **Mobility as a condition of service of UN's IPs**

"We have to understand that the spirit of mobility should be part of the job from the beginning."

"In our agency, geographical mobility is really seen as something natural, as a normal part or condition of the work. [...] When there is little movement in teams, the work can overall get worse or there is less innovation. Therefore, it is very helpful to get new blood on a regular basis."

#### **Approach and organization**

"We used to have a committee that did the placements following an initial matching by HR. But it was very cumbersome to reach decisions through this committee. So, we changed the process because ultimately the use of a centralised committee just wasted a lot of time."

"Now we prepare a list of positions in regions that match positions in headquarters. HR then sends a list with their respective positions to the coordinators and they do the matching. Proposals for mobility then need to be signed off by the respective Deputy-DGs. Then the proposals go back to HR and we prepare them for Senior Management to review."

"One of the main lessons learned was not to use a centralized committee."

"The fact that there is a committee slows the process a bit down but it also makes it very solid because all voices are heard and represented so any concerns can be raised from different sides."

"As our agency has competition for mobility, people can get stuck in hardship positions. To avoid this, mobility needs to be managed centrally."

"For us, it seems that we need voluntary mobility and managed mobility to complement each other."

"The staffing coordinators work very well. Career conversations with staff members can be very well facilitated in this manner and they guide people every year through the process."

"We introduced the change with applications for higher grades 2 years ago. Before that, people could apply freely at any grade. But this also caused a strong effort with applications and a lot of applications were unsuccessful."

"In the last years, we have also tried to increase the feedback for staff after applying. Also, applicants see how many applicants there are per position so they can assess their chances and decide wisely where to apply."

#### **Key requirements identified**

"It is evident that staff members need a lot of information as the introduction of mobility can be like a shock or a trauma. We never had an embedded mobility in our agency before. So this has been a big shift in our corporate culture."

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<sup>1</sup> To protect confidentiality, the sources of the comments included in this list are omitted. These "quotations" are focused on the meaning of the messages, more than on the precise words used by the interviewees (carried out in December 2017).

“Another lesson learned is that a clear communication strategy is needed, mainly to clarify among staff how the new changes will affect them and how the system is working. Furthermore, support from managers is very important.”

“I think the network approach makes sense. But it needs to be flanked by other measures, especially career development. We also need to make sure that staff members do not get stuck, particularly in emergency duty stations. On the other hand, we need to motivate people in headquarters to move.”

#### **Additional advantages credited to managed mobility**

“Mobility has also been very useful for us regarding the gender action plans. This plan has certain targets, e.g. to have 50% women in P5 positions. Mobility has been a very useful tool to achieve these targets by giving priority to women in certain cases.”

“We also look at all the analytics in the course of the rotation exercise (gender, promotions etc.) and we monitor these KPIs to adapt our staffing structure accordingly.”

“The Leadership pool also helps us to adjust according to certain quotas, e.g. regarding the gender of applicants.”

“Mobility can also be a chance to separate people that are not performing anymore and are not willing to move (getting rid of dead wood).”

#### **Challenges met**

“Generally, we have the ‘musical chairs’ problem: It can be a challenge to get a position as the pool of candidates is as big as the pool of positions.”

“We also need to find a solution for specialized positions. For a mobility strategy to work well, you need a lot of similar positions. So, it is more a question of coming up with standardized positions.”

“In our case a main problem is that vacant positions are not included. This limits our possibilities very much, i.e. the list in the compendium. Difficulties also include that women find it harder to move for family reasons.”

“In the past, voluntary mobility exercises did not work out. Especially because the system collapsed when one staff member pulled out because all moves were connected with each other (as there were no vacant positions included).”

“Before we introduced managed mobility, we faced the challenge that especially staff members in emergency contexts got stuck and found it difficult to move any more. Mobility helped us to overcome this challenge.”

“We do not have problems with staff being mobile. Our staff members are motivated to move. Where we have difficulties with mobility is in the headquarters’ locations, normally because people have spouses, settled down and they find it difficult to move.”

“We have a limited number of possibilities to move staff members around. If we include the possibility for staff to change their function, such a change can be helpful to increase their competencies and profile. However, that cannot be the only solution because we also need specialists with a lot of experience in a certain area. Therefore, it could be helpful to introduce mobility on a UN-wide scale. That way we could rotate people in the system while they could remain in their specialist area.”

“The Leadership pool is an expensive process.”

## A.3 The organization and management of geographical mobility in WFP (December 2017)

### IPs' Geographical Mobility Management in WFP

There is one annual rotation exercise. WFP mobility team in HR Department facilitates the process. In September the team starts by contacting the functions, regions and country directors to review the list of positions that will be advertised for the following year. The positions of IPs finishing their Standard Duration of Assignment (SDA) in the following year are included in the list.

Towards the end of October, the HR Department publishes this list. All IPs are invited to apply (mainly and with priority given to all those that have to move, but other IPs may also apply). Staff members can apply to a minimum of 3 and a maximum of 5 positions. Guidelines regarding the grade are provided (a majority of selected positions by staff needs to be at the same grade, but some can be at a higher grade).

#### *Staffing coordinators*

There are staffing coordinators in the functions/categories, of which some do it full-time and some part-time along with other responsibilities. There are around 20 functions and also around 20 coordinators. The staffing coordinators review the applications and try to come up with best matches, thus making an initial recommendation which is received by the hiring manager. The managers then also express their preferences.

These two recommendations per position go to a Staffing Committee, that decides on the positions one by one. The committee is chaired by the Deputy Executive Director. It is composed of about 16 members designated by the Regional Directors, the Legal Counsel, the HR Director, a representative from the SA and a few other resource persons.

#### *Means of assessment*

The assessment is carried out on the basis of the staff member's CV, a set of application questions to assess motivation and qualification, the applicant's employment history and his/her performance evaluation. For P5 and D1 there is also a formal process with talent reviews and additional assessments.

#### *The Staffing Committee*

The Staffing Committee meets in February for one full week, and on other occasions throughout the year (every quarter) for one full day. After the decisions are taken by the Staffing Committee in February, the moves usually occur between July and August.

Staffing coordinators also guide staff members in their application. Formally there are no interviews because people are already in the system. Informally it does happen that people get contacted.

#### *Lessons learned and improvements introduced*

Overall, despite its relative complexity, the process works well. The fact that there is a committee slows the process down a bit, but it also makes it more solid. All relevant views may thus be taken into account.

The system with the staffing coordinators also works well. Career conversations with staff members can be facilitated in this manner. The coordinators guide people every year through the process.

In the last years, the HR Department has tried to improve the feedback provided to staff after they apply. Applicants may see how many applicants there are per position. They can thus better assess their chances and decide wisely where to apply.

The HR Department monitors the rotation exercise through a set of key performance indicators (KPIs, e.g. gender and promotion ratios). The information provided by these KPIs is used to adapt accordingly WFP's staffing structure.

About two years ago WFP's HR Department introduced a change regarding the applications for higher grades. Before that, people could apply freely for any grade. This entailed a heavier workload for processing the applications and many applications were unsuccessful. The system was therefore modified, limiting the number of possible applications for a higher grade.

## A.4 Non-rotational positions and links of mobility with promotion (excerpts from the 2nd annual evaluation report)

### Non-rotational positions

Almost all the UN agencies interviewed (7 out of 8) have identified, or are in the process of identifying, non-rotational positions. Implementation of geographical mobility is not always possible, or at least not always easy, for some categories of job profiles which are too specific and/or in limited number, or which do not exist in all regions. The identification of non-rotational positions should be driven solely by the fundamental interests of the Organization and decided on the basis of clear and transparent criteria.

UN agencies use several criteria to decide which positions should be rotational, and which of them should be non-rotational. One of the most common and relevant criteria is the “replicability” of the job profile or of the job family.

#### *Replicability*

With regard to geographical mobility, the replicability of a job profile, or of a job family, is assessed by the number of similar positions in the Organization, and by their presence in different regions. When positions corresponding to a job profile or to a job family are abundant and present in several regions, geographical mobility becomes easier to implement. In some agencies where generic and/or quite similar job profiles are abundant in different duty stations (e.g. profiles of programme managers), the implementation of geographical mobility is facilitated. On the contrary, when only one single position, or few positions corresponding to a job profile (or to a job category) are available, the implementation becomes harder. For some positions, geographical mobility may become, in practice, impossible.

#### *Identification of non-rotational positions*

To prepare decisions on non-rotational positions and help manage geographical mobility, the level of replicability of jobs and job families should be indicated in the standardized definition of job families, either through a simplified classification system (using “three stars”, for instance), or through a more precise relevant ratio (replicability index). The value of replicability thus monitored should be based on annual reassessments of the distribution of jobs and job categories. The information collected through the indicators included in real-time operating dashboards should provide the inputs for annual updates. The structure of positions should be known in real time in each region and in each country.

## **Geographical mobility and opportunities for promotion**

In general, geographical mobility is a condition of service of IPs working for agencies and entities of the UN System. Contrary to national officers, IPs are expected to move geographically during their career. Their moves are, in principle, carried out at the same grade. This principle is widely applied in interviewed agencies. Depending on the organizations, specific rules established for managing geographical mobility may institute two types of links between mobility and promotion.

### *Geographical mobility as a facilitator of (or prerequisite for) promotion*

Geographical mobility may be taken into account when there are competitive opportunities for career advancement (in particular, in recruitment/selection procedures). Candidates who have been geographically mobile may be preferred. Geographical mobility may also be required as a prerequisite for promotion for certain grades. In FAO, for instance, mobility increases chances to get promoted and is a requirement for promotions to P5 positions. In the mobility policy being prepared by UNESCO, staff members who have been mobile should be preferred for P4 and P5 grades.

### *Opportunities for promotion through mobility*

In some agencies, candidates participating in organized rounds of geographical mobility are, to a certain extent, authorized to apply for positions at a higher grade. In UNICEF, through managed mobility (rotation), staff members can apply to up to 5 posts, including up to 2 at higher grades. In WFP, staff can apply to a minimum of 3 and a maximum of 5 positions. If they apply to 3 or 4 posts, one of them can be at a higher grade. If they apply to 5 positions, 2 of them may be at a higher grade. Up to P4, if IPs are assigned to a position at a higher grade, they are not being promoted. From P5, they get a temporary promotion, seen as a learning opportunity for the staff member. In UNFPA, IPs can apply to up to 5 different posts, one of which may be at a higher level. If a staff member who applied for a position at a higher grade is being considered for this position, there is an ad-hoc virtual assessment between panel and decision, carried out by an external operator. In UNAIDS, although rare, geographical mobility may result in promotion.

In WHO, the new proposals submitted by HRD envisage the possibility to offer similar opportunities to IPs applying to positions located in C, D, E and Non-Family duty stations, to compensate for their reduced degree of attractiveness and at the same time to encourage applications to positions located in difficult duty stations which are often difficult to fill.

## A.5 Operating structure of WHO (2016-2018)

### Operating structure of WHO in the period 2016-2018:

Six main categories, with over 30 specialized programme areas

| Category 1                   | Category 2                        | Category 3  | Category 4   | WHE   | Category 6  | Polio and special programmes   |
|------------------------------|-----------------------------------|---|--|---|---|--------------------------------|
| Communicable diseases        | Non-communicable diseases         | Promoting health through the life course                      | Health systems   | WHO Health Emergencies Programme  | Corporate services / enabling functions                 |                                |
| HIV and hepatitis            | Non-communicable diseases         | Reproductive, maternal, new-born, child and adolescent health | National health policies, strategies and plans   | Infectious hazard management  | Leadership and governance                               | Polio eradication              |
| Tuberculosis                 | Mental health and substance abuse | Ageing and health   | Integrated people-centred health services  | Country health emergency preparedness and the International Health Regulations (2005) | Transparency, accountability and risk management        | Tropical disease research      |
| Malaria                      | Violence and injuries             | Gender, equity and human rights mainstreaming                 | Access to medicines and other health technologies, and strengthening regulatory capacity | Health emergency information and risk assessment                                      | Strategic planning, resource coordination and reporting | Research in human reproduction |
| Neglected tropical diseases  | Disabilities and rehabilitation   | Social determinants of health                                 | Health systems, information and evidence   | Emergency operations  | Management and administration                           |                                |
| Vaccine-preventable diseases | Nutrition                         | Health and the environment                                    |  | Emergency core services   | Strategic communications                                |                                |
| Antimicrobial resistance     | Food safety                       | Equity, social determinants, gender equality and human rights |  |   |   |                                |

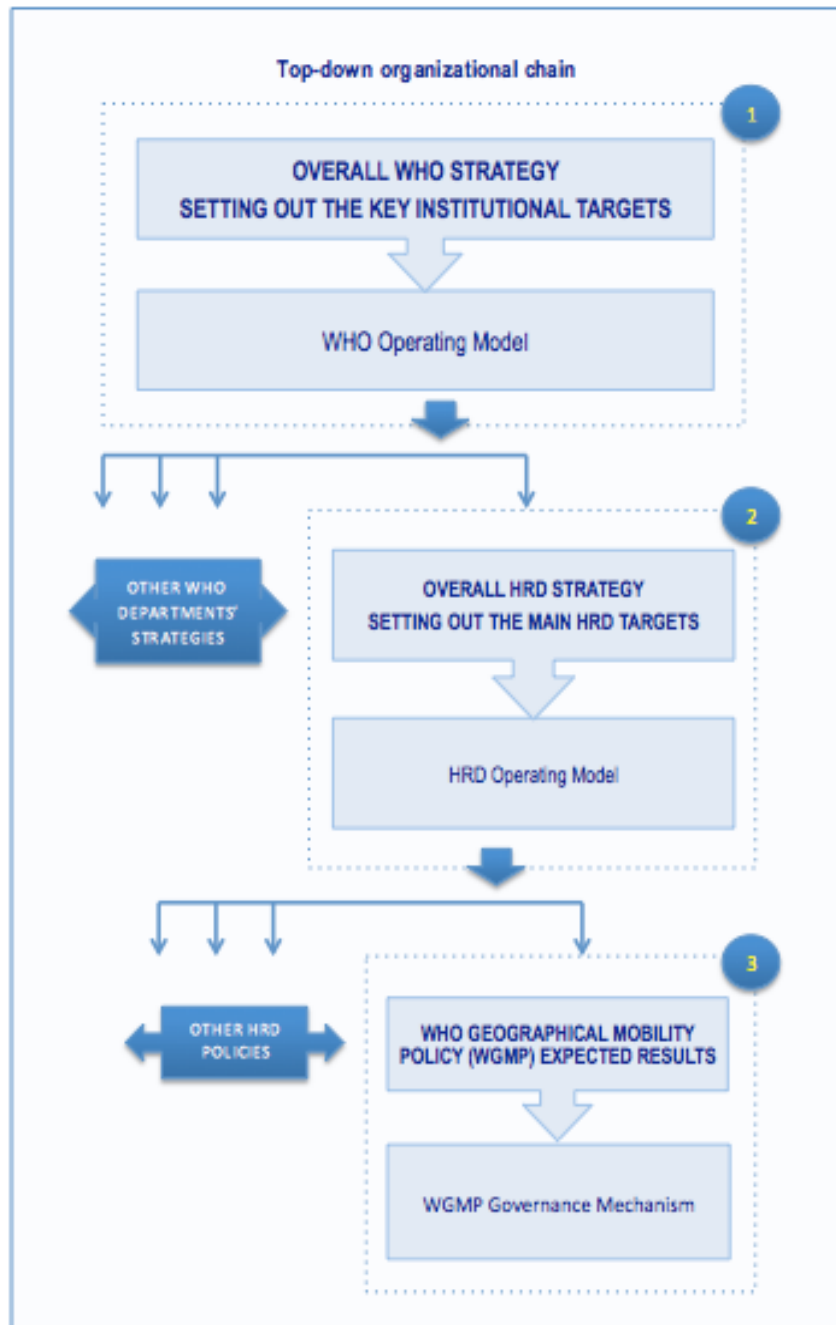
These areas are not evenly distributed among Headquarters (HQ), Regional Offices (ROs) and Country Offices (COs). Each area has its own workforce-composition requirements, with specific sizes, specific competency profiles, and a specific geographical distribution among major offices and regions (the specificities include areas of expertise *and* grades).

As is the case in other UN specialized agencies, the level of compartmentalization of the WHO workforce is higher than the corresponding levels observed in Funds or Programmes where the range of job profiles (e.g. programme managers, fund-raising specialists, country operations managers) is narrower.

In the history of WHO, the distribution of areas of expertise was adjusted, as needed, to the new environments and realities. The classification shown above was in force during the period 2016-2018 (the period chosen for the implementation of the voluntary phase of the geographical mobility policy) and was used to prepare the current Programme Budget 2018-2019. The new operating model linked to GPW13, which will focus on three key targets and on measurable results at country level, will very likely modify the overarching operating structure. However, whatever the new rationale adopted to classify the areas of activity and expertise of WHO, the level of compartmentalization, which depends primarily on the **range of distinct competency profiles**, will be similar to the current level.

## A.6 Geographical mobility at the service of the overall WHO Strategy 2019-2023

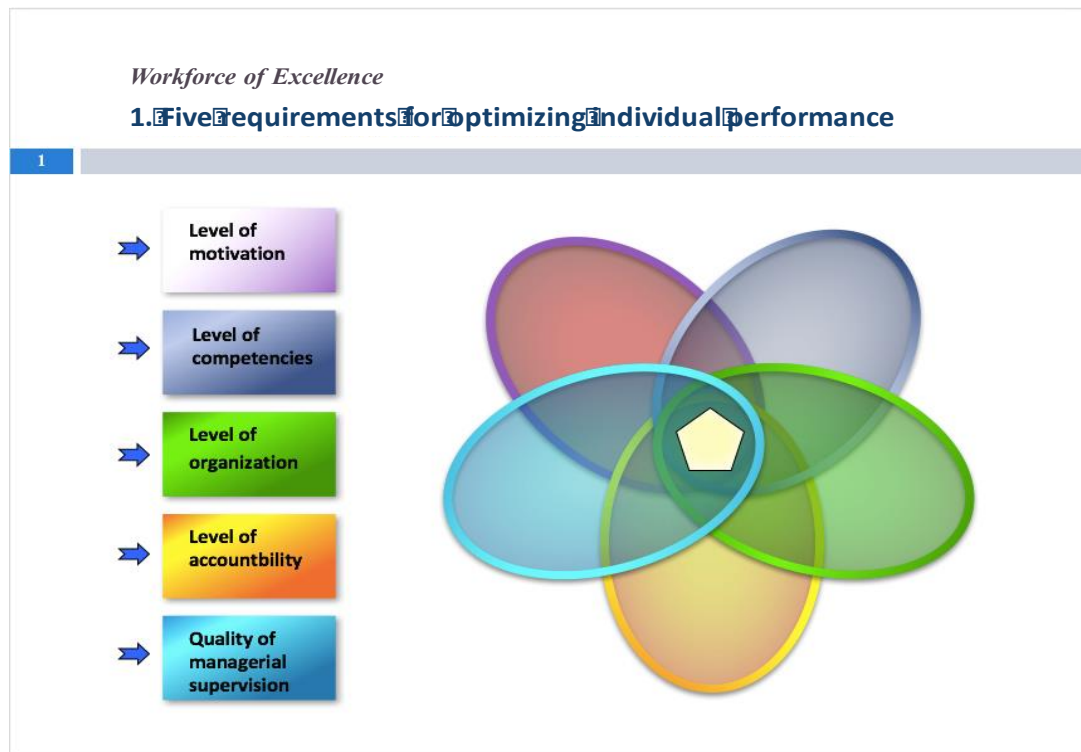
**Geographical mobility** is expected to contribute to the implementation of **WHO's Workforce of Excellence**



Both the provisions of the WHO Geographical Mobility Policy and its governance mechanism need to fit HRD's Overall Policy to create a WHO Workforce of Excellence organized and customised to ensure that the Organization will be able to achieve its intended targets and fulfil its mandate.



## A 7 Nine key requirements for the implementation of a Workforce of Excellence



Maintain a workforce that is:

- **sufficient, adjusted in size**  
to the targets to be achieved and tasks to be carried out,  
to the available resources
- **suitably composed, distributed and organized**  
balanced relatively to age, gender, ethnical origin, potential to evolve  
suitably distributed by regions / by sectors / by levels of responsibility  
effectively organized
- **unified and driven by a shared spirit of cooperation, fairness and integrity**  
solidary and accountable - proud of belonging to the organization (or team) - proactively adhering to the organization's values and culture
- **guided, encouraged and supported by competent and listening leadership**

Source: IMF/EU: Projet Conjoint de Renforcement de la Gestion des Finances Publiques (République Togolaise, Ministère des Finances) *Guide méthodologique pour la mise en œuvre du Programme prioritaire de formation aux métiers des Finances publiques* (A. Sanches, 2014)

## A.8 Recommended matrix structure for a performing network management of geographical mobility

*The following managing structure was recommended in the second evaluation report (2017). It is based on an overall classification of WHO's programme areas in 6 categories. The new operating model will very likely change this system of classification. Still, a matrix managerial structure similar to the one given here as an example, adapted to the new framework, is highly recommended.*

\*\*\*

Effective and sound management requires well-orchestrated work, both inside HRD (working at “back-office” level) and among HRD and operational departments, in charge of “front-office” operations. A suitable managerial design is based on active ongoing dialogue and cooperation:

- between the different levels of management of the HRM function (an effective network needs to be established, ensuring that: (i) all critical information is shared; (ii) all initiatives are duly coordinated; and (iii) the annual targets will be attained with the harmonized and proactive participation of all HRM units);
- between the different levels of management of the operational departments participating in the organization and management of geographical mobility (sectoral networks, with a clear mandate and an effective organization, need to be established to that end);
- between HRM units and members of the operational departments’ networks operating at the same level (headquarters, regional offices, country offices).

The final design takes the form of a matrix. Three types of effective coordination are needed.

**Horizontal coordination** (HC) ensures that, in each sector, practices and targets are harmonized.

**Vertical coordination** (VC) ensures that, at each managerial level (headquarters, other major offices), there is good coordination and harmonization of practices and standards in the management of geographical mobility (among sectors, and between sectors and HR managers).

**Global coordination** (GC) ensures that everything works well and that the targets set out for each year’s mobility rotation are achieved.

NB: Two distinct types of networks, with complementary roles, need to be established:

- The first one is composed of **HR managers (●)** working in major offices who are in charge of **providing administrative and logistic assistance** to the organization and implementation of WHO’s geographical mobility policy.
- The other networks are formed by designated **managers based in WHO’s different operational departments/sectors (○)**, working for the attainment of WHO’s “external” targets, and mandated to **coordinate the preparation and the implementation of the annual geographical mobility exercises** (this may be done on a rolling basis, with designated teams changing partly every new biennium).

In the illustrative matrix shown below, in addition to the HR network, **six sectoral operational networks** are considered, one for each WHO’s category.

## Integrated network management

A dynamic organization-wide structure designed to effectively manage geographical mobility

|         | Head-quarters | Africa | SE Asia | Europe | Eastern Mediter-ranean | Western Pacific | HC-Netw |
|---------|---------------|--------|---------|--------|------------------------|-----------------|---------|
| HR      | ●             | ●      | ●       | ●      | ●                      | ●               | ◆       |
| C1      | ○             | ○      | ○       | ○      | ○                      | ○               | ◆       |
| C2      | ○             | ○      | ○       | ○      | ○                      | ○               | ◆       |
| C3      | ○             | ○      | ○       | ○      | ○                      | ○               | ◆       |
| C4      | ○             | ○      | ○       | ○      | ○                      | ○               | ◆       |
| WHE     | ○             | ○      | ○       | ○      | ○                      | ○               | ◆       |
| C6      | ○             | ○      | ○       | ○      | ○                      | ○               | ◆       |
| VC-Plat | ▣             | ▣      | ▣       | ▣      | ▣                      | ▣               | GC-GMC  |

**HC-Netw:** Horizontal coordination (7 sectoral **Networks**)

**VC-Plat:** Vertical coordination (6 regional inter-sectoral **Platforms**, each platform corresponding to one major office)

**GC-GMC:** **Global coordination** (1 Geographical Mobility Committee)

All networks formed **should be trained:** (i) to effectively work internally as a team (learning precisely what to do, when and how, and with which quality standards and harmonized managing and monitoring tools); and (ii) to effectively coordinate their action with the action of other networks operating at the same managerial level (i.e. at the same platform).

## A.9 Effective distribution of HRM responsibilities across WHO's three operating levels

### A clear and well-orchestrated distribution of HRM responsibilities ("One WHO")

| Level                   | Tasks<br>(e.g. collective preparation of five key HR managerial tools) | Specific responsibilities   |
|-------------------------|--|---|
| <b>Headquarters</b>     |  | In consultation with relevant technical groups of experts, including HR and line managers working at the three levels of the Organization, HRD at central level develops the frameworks and standards that will guide the preparation of HRM tools and ensure their coherence and utility. In line with these standards, HRD at headquarters should also develop generic flexible tools (e.g. generic position descriptions, covering the different categories and programme areas) that will serve as support (main branches) for the design of more specific tools at regional level. HRD at central level also provides training, guidance and assistance to HR managers working in regional offices, and to hiring managers working in headquarters.  |
| <b>Regional Offices</b> |  | On the basis of the rationale, standards and generic tools established by HRD at central level, each regional office, working in close cooperation with regional line managers and with HRD at headquarters, completes the set of managerial tools that are relevant for the implementation of harmonized high-level strategic HR management in WHO (in support of a <i>WHO workforce of excellence</i> ).<br>All managerial tools need to be regularly (annually) updated. HR managers in regional offices, working in close cooperation with HRD at headquarters and with focal points in country offices, ensure that updates are conveniently done.<br>HR managers working in regional offices provide assistance and guidance to focal points for HR management working in the country offices.<br>Regional HR managers compile the information received from country offices, analyze it using standardized HR regional dashboards and sets of indicators, and transmit to HRD in headquarters the results of the analyses carried out, according to the rules and schedules established. |
| <b>Country offices</b>  |  | In country offices, administrative staff in charge of HRM works in close cooperation with HR managers in their respective regional offices. The country office staff also ensures that accurate information is transmitted to the regional level, implements locally the instructions received from regional managers, and provides support to incoming staff who has moved to the country-level duty stations.   |

The distribution suggested in this annex is based on international good practices. The **five categories of HRM tasks** mentioned at the different levels of management (headquarters, regional offices, country offices) are of utmost importance for the organization and management of geographical mobility.

To effectively carry out these HRM tasks as a successful collective performance, the specific work done at each managerial level needs to be orchestrated with the tasks carried out at the other levels (a close, ongoing coordination among the three levels of management is needed). In practice, two levels of networks need to operate in harmony: (i) a central network including managers from HRD in headquarters and from the other major offices; and (ii) five subordinate regional networks including, in each case, the HR manager in the regional office and the staff managing human resources at country level. These networks need, in each case, to be trained to work as a team, according to an overall capacity-building strategy.

## A.10 The main managerial tools recommended to effectively organize and manage geographical mobility

The implementation of geographical mobility requires that an appropriate set of strategic and operational HRM tools be previously implemented. This set includes workforce-planning, monitoring and communication/support tools.

**HRM tools that need to be in place**  
Twelve key requirements (suitable managerial tools)

| Workforce planning  | Monitoring  | Communication / Support   |
|---|---|---|
| <ul style="list-style-type: none"> <li>• An updated <b>competency framework</b> is used for the identification of the profiles of skills and competencies required for each job position (and for each job family).</li> <li>• An updated system of <b>standardized post descriptions</b> is coherently applied at all levels of the Organization.</li> <li>• An updated system of “horizontal” classification of positions (<b>job families</b>, linked to sectors of activity) is implemented.</li> <li>• A coherent system for hierarchically ranking positions (<b>grading</b>), in agreement with UN standards, is uniformly implemented at all levels of the Organization (in all major offices).</li> <li>• A system of <b>career paths</b> is developed and implemented, or in the process of being developed.</li> <li>• A system of effective <b>strategic workforce forecast-based planning tools</b> (including succession planning and geographical mobility) is coherently used across the Organization.</li> </ul> | <ul style="list-style-type: none"> <li>• A system of <b>key performance indicators</b>, including all relevant indicators needed to monitor the implementation of the policy (e.g. gender-balance and cost-effectiveness ratios, and operational dashboards offering in real time a clear picture of the positions and of the IPs included in each annual mobility exercise) is used.</li> <li>• <b>Strategic HRM dashboards</b> (including forward-looking monitoring indicators for geographical mobility) are coherently used at the different levels of the Organization as support for strategic workforce forecast-based planning, and more specifically for the preparation of the annual geographical mobility exercises/rounds.</li> </ul> | <ul style="list-style-type: none"> <li>• Clear and attractive Information on geographical mobility is provided in the <b>Intranet</b>, through <b>electronic mail</b>, and through <b>meetings</b> with managers and with IPs.</li> <li>• Timely <b>feedback</b> is provided to <b>all participants</b> in the geographical mobility exercises.</li> <li>• Adequate <b>support</b> is provided to IPs who move to another duty station.</li> <li>• A <b>short “key facts” (“at a glance”) report</b> on the results of each mobility exercise/round is prepared and made available (i) to staff (a transparency obligation, and a means to enhance and consolidate trust) and, on demand (as a transparency and courtesy obligation), (ii) to Member States and other UN agencies.</li> </ul> |

*(excerpt from the 2017 evaluation report)*

## A.11 Example of a customized planning and monitoring tool for managing geographical mobility

**Example of a customized planning and monitoring tool**  
providing useful information to help organize and manage geographical mobility

| FUNDAMENTAL MATRIX : WHO STRUCTURE AND DISTRIBUTION OF IP POSITIONS |              |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      | Total |
|---|--------------|----|------------------|-------|------|------|------|-----------------|-----|------|-------------------|-----|------|-----------------|-----|------|---------------------------|-----|------|------------------------|-----|------|-------|
|   |              | HQ | Regional Offices |       |      |      |      | Country Offices |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   |              | HQ | AFRO             | SEARO | EURO | EMRO | WPRO | Africa Region   |     |      | South-East Region |     |      | European Region |     |      | East Mediterranean Region |     |      | Western Pacific Region |     |      |       |
| Number of countries   | Duty station | H  |                  |       |      |      |      | A-B             | C-D | E-NF | A-B               | C-D | E-NF | A-B             | C-D | E-NF | A-B                       | C-D | E-NF | A-B                    | C-D | E-NF |       |
| Number of duty stations   |              |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
| Categories  | Grades       |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
| Cat 1   | P1           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P2           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P3           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P4           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P5           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P6           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
| Cat 2   | D1           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | D2           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P1           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P2           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P3           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P4           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
| Cat 6   | P5           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P6           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | D1           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | D2           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P1           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P2           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
| Cat 6   | P3           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P4           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P5           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P6           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | D1           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | D2           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
| Sub-Total   |              |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
| Polio erad.   | P1           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P2           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P3           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P4           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P5           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
|   | P6           |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |
| Total   |              |    |                  |       |      |      |      |                 |     |      |                   |     |      |                 |     |      |                           |     |      |                        |     |      |       |

- The **overall situation** is known in real time at **all levels** of the Organization.
- **Key indicators** and **useful ratios** are also (automatically) calculated in **real time**.
- These tools offer **complete and permanent visibility** to the teams in charge of the organization and management of geographical mobility exercises.

### Working with the right tools

Geographical rotation takes normally place between positions that are similar in competency/job profiles and in grades. Dashboards and tools used to forecast, prepare, manage and monitor geographical mobility need to provide relevant and friendly (easy-to-consult) information on the **geographical distribution of the different categories of job profiles, with their respective grades**.

A map describing the **overall distribution of the job positions** in the Organization (by **category/key target cluster, job profile/area and grade, major office and region, and type of duty station**), maintained constantly updated through coordinated team work, is a first basic reference tool (also useful, even indispensable, for other fundamental operations of forecast-based strategic HRM).

For each forthcoming geographical mobility exercise, a map describing the **distribution of all positions participating in the mobility round**, with a similar structure, is another useful tool.

The availability of this information in real time makes things much easier for the teams managing geographical mobility. The use of customized managing and monitoring spreadsheets offers an additional important facility: the possibility of **having a set of useful ratios and indicators automatically calculated in real time**.

**No good policy is possible without visibility  
based on relevant and reliable information**

These tools are needed both for the **organization** and for the **management** of geographical mobility. They need to be part of **a more comprehensive system of forecast-based HR strategic management tools** facilitating the implementation of HR strategic-oriented policies, closely linked to WHO's overall corporate strategy and to GPW13 key targets.

The dashboards thus used at the different levels (country, regional, global) of HR management should form a **network exchanging information in real-time**, offering complete and updated visibility to all HR and operational managers participating in the organization and management of geographical mobility.

## A.12 Lessons learned from OECD and EU assessments of HRM practices in governmental workforces

### 1. Invaluable lessons drawn from the management of large workforces led by high standards

Lessons of experience are not limited to UN agencies. In recent years, governmental and inter-governmental organizations, managing (or advising) workforces whose size and complexity are often much higher than those of UN agencies, have learned to use mobility as a key tool of strategic HR management.

Since the early 2000's, the European Commission and the public administrations of many OECD and EU countries have undertaken important efforts to enhance the capacity to deliver, and the quality of performance of their workforces. Composed of tens or hundreds of thousands, sometimes millions of agents, these workforces were exposed to new requirements of improved performance and efficiency (demanding them "to do more and better with less"), while complying with good governance standards (combining accountability, transparency, integrity, "client-orientation", flexibility, equity and non-discrimination).

***Extended use of advanced strategic HRM tools:*** To effectively manage these large workforces mobilized to achieve demanding mandates and meet coordinated agreed targets and standards, new methods and tools of strategic HR management, closely linked to corporate strategic management (integrating shared vision, results-based management, good governance and knowledge management practices), were developed.

Prominent among the new tools and managerial practices, comprehensive standardized and harmonized (i) *competency frameworks* and (ii) *systems of position descriptions and grading* for all levels of action (interdepartmental, departmental, operational) were designed, tested, implemented and improved. In career-based systems, *career paths* were designed to orient vertical and lateral (inter-units, interdepartmental) mobility.

Combined with *annual interviews* between every staff member and his/her line manager, where former and new target agreements, levels of performance achieved, training needs and next steps in career (including mobility) are discussed, these new tools became an important support to the implementation of managed mobility.

In addition to clarifying the structure and the profiles of positions in the organization and developing effective standardized annual interviews including assessment of performance and career orientation, good practices of management of these large workforces highlighted the importance of jointly fulfilling five key generic requirements which have a direct impact on the management of geographical mobility:

- (i) making HR departments/managers capable to follow up *in real time* the position and administrative status of each agent of the workforce, and to include this constantly updated information in monitoring dashboards that facilitate swift and appropriate individual and global HRM decisions;
- (ii) using effective *HRM forecast based workforce planning tools*, continuously improved through annual identification and dissemination of good practices;
- (iii) harmonizing action of HRM units at all levels of the organization, through well-orchestrated networking;
- (iv) closely aligning HRM with overall corporate management targets and needs at all levels of the organization, and carefully previously assessing the impact on HRM of new corporate policies;
- (v) including knowledge management among HRM top priorities, and developing suitable knowledge management practices and tools (used in particular, though not only, in effective management of succession, performance improvement, cultural shifts or adjustments, and geographical mobility).



***A wealth of information made available by national governments, the EU and the OECD:*** In the last two decades, much advancement was made in all these areas, and a wealth of relevant knowledge was accumulated. The dissemination of this knowledge was facilitated by regular initiatives taken by national governments and inter-governmental organizations, in particular the European Union and the OECD. Good practices are regularly identified, improved and disseminated, and an impressive corpus of invaluable information was thus made available.

Statutory obligations regarding geographical mobility of international professionals working for UN agencies and civil servants belonging to national governmental workforces are different. Nevertheless, there is much to be learned from the wide experience gained through the management of governmental workforces of EU and OECD countries. In the following sections, focus is put on a small set of selected managerial practices and tools generating strong impact and easy to implement that may help facilitate and improve the management of geographical mobility in WHO.

### **Lessons of experience drawn from the management of large public sector workforces**

Lessons drawn by national Civil Service Agencies/Departments, the EU and the OECD

| Organizations carrying out relevant analyses   | Comments   |
|--|--|
| <ul style="list-style-type: none"> <li>• Governmental Civil Service Agencies/Departments of EU and OECD countries (an “administrative space” formed by over 40 countries, with public administration workforces which represent, globally, several tens of millions of civil servants). The sole French State Civil Service manages a workforce that is over 1,000 times larger than that of WHO IPs.</li> <li>• EU: series of studies and surveys regularly commissioned by the EU Presidencies, comparative/benchmarking studies and analyses published by EUPAN (European Union Public Administration Network) and EIPA (European Institute of Public Administration).</li> <li>• OECD (<i>Government at a glance</i>, numerous thematic and monographic analyses containing very rich information).</li> </ul> | <ul style="list-style-type: none"> <li>• Statutes of national civil servants, in particular rules regarding geographical mobility obligations, differ from those of UN international professionals. There is greater similarity between UN and EU international professionals (the European Commission, where an “internal job market” was instituted after the implementation of the Kinnock reform [2002-2004], has a workforce of around 33,000 agents).</li> <li>• In spite of these differences, a careful study of the numerous lessons learned from the management of these large national workforces, which face similar requirements for combining excellence of performance with limited resources, and often adopt advanced strategic HRM policies, practices and tools, is very useful.</li> </ul> |

## **2. Using the right tools and improving managerial practices**

***Combining real-time information and forward-looking forecast-based planning:*** Dashboards providing real-time information and forward-looking forecast-based planning tools and practices are of utmost importance to successfully implement geographical mobility. In addition to a unified system of standardized job descriptions, strategic planning and monitoring tools offering in real time accurate information on the distribution of the current positions, and reliable forecasts of the probable changes in the positions structure, are required.

***Strengthening coordinated networking within HRD and between HRD and sectors:*** Fluent coordination between HR units operating at different levels of the organization, combined with permanent dialogue and cooperation, at each of these levels, between HR and sector managers, is another key to a successful implementation.

### **3. Strategic HRM at WHO: identifying current challenges and exploring the way forward**

**Improving HRM tools:** Lessons drawn from international experience are reflected in WHO/HRD current practices and initiatives, which include, in particular: the revised HR Strategy; the geographical mobility policy for IPs and the Short-term Developmental Assignments Policy; the development of a WHO competency framework; the extension of the set of standardized position descriptions; the design of career paths for IPs; and the improvement of the interactive cooperation among HR managers across the Organization.

Still, evidence gathered during the 2016 and 2017 evaluations of the implementation of the policy suggests that further steps are needed to meet current requirements for a smooth implementation of the geographical mobility policy. Feedback from HR managers indicates that they find sometimes difficult to use the current competency framework to easily and clearly differentiate and classify positions. The current effort to standardize and harmonize position descriptions needs to be pushed forward, as recommended by the GMC, the GPG and the 2016 evaluation. Effective forward-looking workforce planning instruments need to be developed, as recommended by the evaluation of the third phase of WHO reform. And improved coordinated networking needs to be ensured among HRM units in WHO major offices, to overcome disparity in the position descriptions and grading of similar positions.

**Improving network between HRD in headquarters and HR regional managers:** In a context of large autonomy of the regions, the “double supervision” of HR managers in regional offices (from Regional Directors (RDs), and from HRD in headquarters) was mentioned in some interviews as a plausible reason for limited fluidity in networking among HR units, and a source of disparity of standards. This obstacle, however, is more apparent than real. Similar problems are commonly met and satisfactorily solved in governmental workforces by far much larger and with much more HR managerial units and levels.

The double supervision entails two different administrative circuits and links of subordination, which are not incompatible and may form, on the contrary, useful synergies: *managerial supervision* is normally exerted by RDs, who need their workforces to respond to the evolving needs of the regions, whereas *methodological and technical supervision* is under the responsibility of HRD, which has the obligation to facilitate and support the implementation of corporate HR policies decided for the whole Organization.

**Aligning more closely HRM with WHO corporate strategic management:** Active participation of management in the design, implementation and improvement of geographical mobility policies contributes to ensure a close alignment between the results of the implementation of the policies and the needs and targets of the organizations. Proactive participation of WHO category networks in the organization and management of the annual geographical moves, through a network of focal points, and participation of hiring managers in the matching-selection process, are two requirements that contribute to ensure coherence between the outputs and outcomes of geographical mobility rounds and the staffing needs of the Organization.

## A.13 Job families and job descriptions

### Job families and job descriptions

#### *How large governmental workforces manage to instil clarity and coherence*

Geographical mobility cannot be successfully implemented without a standardized system of job descriptions. This is one of the key challenges met by HR managers managing mobility. To create, improve and maintain updated a coherent and relevant system of position descriptions in organizations having large workforces and a wide range of job profiles is a challenging and time-consuming task. Still, several governmental agencies with very large workforces and much inner diversity have managed to develop advanced and performing systems of job architectures and job descriptions.

One of the most comprehensive systems has been designed and implemented by the French civil service, which had as at 31 December 2015 over 5.45 million staff employed in its three branches, out of which around 2.4 million were working for the state civil service. In the case of the state civil service, all 2.4 million jobs are included in an overarching and comprehensive tree structure formed by a core of around 280 main branches (very high-level, generic job descriptions), followed by secondary branches (more specific profiles), and finally tertiary branches (profiles even further specified and linked to sets of activities). Based on these job frameworks, both vertical and horizontal career paths are designed. They facilitate the management of civil servants' careers and the organization and management of geographical mobility (see Annex A14).

#### *Similarities between UN agencies and governmental departments*

There is some similarity between the organization of the UN system and the organization of a government. In both cases there is a common supporting structure providing overall guidance, and there are specialized agencies and bodies, fulfilling specific mandates. The sizes of the UN agencies' workforces are much smaller than those of the civil services of countries with large populations, but the key requirements that need to be satisfied to create dynamics leading to high levels of performance, satisfaction and efficiency are similar.

In one way or another, most UN agencies (among them the UN, UNDP, WHO, FAO, UNESCO, UNICEF, UNFPA and UNAIDS) have developed customized competency frameworks. At a moment when a number of these agencies are involved in implementing geographical mobility policies, careful attention should be given to the analysis of their respective job structures and to the development of customized and effective job frameworks. Harmonized with the UN system categorization of job families (the "CCOG" code document), and guided by unifying rules and standards, these agency-specific job frameworks may become very useful tools, not only to facilitate the implementation of geographical mobility within each agency, but also to foster inter-agency mobility within the UN system.

#### *Crucial importance of the system of job positions*

The system of job positions forms the core organizational frame required to instil coherence, effectiveness, efficiency and sense across HRM. Job descriptions, recruitment, target agreements, performance assessments, compensation, identification of training needs and training objectives, career management, succession and integrity management, definition and adjustment of the command structure, redeployments of the workforce, geographical and functional mobility, budget forecasts, are all closely linked to the core structure of job positions and based on it.

The structure of job positions is the skeleton of an organization's workforce. Hence the system of job positions plays a critical role in the organization and management of geographical mobility and in redeployments and adjustments of an organization's workforce.

The system of job positions should not be understood or described as a simple job catalogue. It is a comprehensive job framework, highlighting the logical tree structure of all positions in an organization and the links among them. It needs to fit the organization, to be customized, although keeping logical links and gateways with similar job frameworks of related organizations.

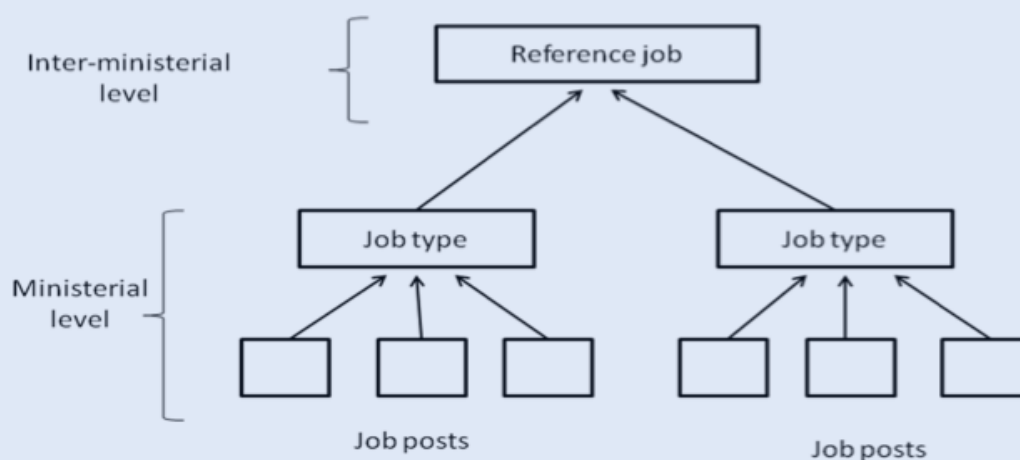
The situation relative to all jobs in an organization needs to be known in real time. This requires the use of suitable tools by HR managers trained to work swiftly and reliably as a team across the organization.

## A.14 The French Job Classification System RIME

### 1. An outline of the French Job Classification System RIME<sup>2</sup>

#### Box 6. The French Job Classification System – *Le répertoire interministériel des métiers de l'État (RIME)*

France has adopted a job classification system known as *répertoire interministériel des métiers de l'État* (RIME). The *métiers* approach aims to: i) name and quantify as precisely as possible the necessary jobs within a service; ii) ensure the best possible definition of the job profile; iii) supply reference table of skills to accompany training and mobility; iv) prepare referential training and build referential for inter-services training; v) guide the revision of the content of the competitions, and organise common competitions for several ministries; and vi) feed the processes to acknowledge acquired professional experience. The RIME identifies and describes each *métier* within the administration of the State (261). It is a key element to ensure ministerial and inter-ministerial coherence on employment policies. The RIME proposes a common language on *métiers* to develop the ministerial capacities in the area of human resource management.



The tools of the RIME are mainly: i) the *inter-ministerial dictionary of competencies* with the definitions of 21 social skills (*savoir-être*), 102 know-how skills (*savoir-faire*), and a database of competencies and their equivalents; ii) the inter-ministerial job fairs (*bourse interministérielle de l'emploi public*, BIEP) and the regional inter-ministerial job fairs (*bourses régionales interministérielles de l'emploi public*, BRIEP), which are online databases of available positions and use the same nomenclature of the RIME (since 2006 it has offered 30 000 jobs and has had 5.6 million of connections); and iii) the mobility kit.

In France the *Gestion Prévisionnelle des Effectifs, des Emplois et des Compétences* (Employment, Workforce and Competency Planning, GPEEC) is a government-wide strategy that analyses the current staffing picture by functions and categories, and aims at forecasting adjustments of staffing needs. The GPEEC has established a common framework across government departments, although each ministerial department is responsible for its own GPEEC plans under the supervision of the central HRM body. Evaluation of current GPEEC plans shows that all ministries have made progress in aligning staff with missions and integrating HRM strategies into the plans.

<sup>2</sup> Source : Huerta Melchor, O. (2013), "The Government Workforce of the Future: Innovation in Strategic Workforce Planning in OECD Countries", *OECD Working Papers on Public Governance*, No. 21, OECD Publishing. <http://dx.doi.org/10.1787/5k487727gwvb-en>.

Original Source: Schuffenecker, Dominique (2011), *Emploi public et Gestion prévisionnelle des ressources humaines de l'État en France: enjeux et perspectives*, presentation given to the OECD Public Employment and Management Network, 7 November 2011.

## **2. Key features of the French Job Classification System**

### *Three levels of job descriptions*

With the support of competency frameworks, jobs (*emplois*) are grouped and classified in comprehensive job frameworks at three main levels (inter-ministerial, ministerial and departmental). All jobs of the state civil service (around 2.5 million, including temporary jobs) are included in an overarching and comprehensive tree structure formed by a core of around 280 main branches (*emplois-référence*, defined at the inter-ministerial level, with very generic job descriptions), followed by secondary branches (*emplois-types*, ‘types of jobs’, more specific, defined at ministerial level), and finally tertiary branches (*postes*, ‘positions’, with profiles more closely defined than those of *emplois-types*, and which are linked to specific sets of activities currently performed within ministerial departments).

At the basis of this classificatory system, a core framework identifying job profiles at the inter-ministerial level, designed from the start as an evolving tool, was first published in 2006, and improved in 2010 and in 2017. The currently inter-ministerial job framework includes 282 *emplois-référence* classified into 28 ‘job domains’ (*domaines fonctionnels*). These ‘job domains’ may be broken down into ‘job families’ (*familles professionnelles*), which may themselves be further broken down into ‘job clusters’ (*filières professionnelles*), grouping similar *emplois-types*.

From this common central core structure, each ministry develops (sometimes in cooperation with others) its own job framework, by identifying customized *emplois-types* fitting its needs. Thus, for instance, the ministry of Agriculture identified around 248 *emplois-types*, the ministry of Defence, 418, the ministry of Culture, 181, and the ministries in charge of Education and Research, 105.

### *Job families*

The main bricks in the job frameworks of the French state civil service are the *emplois-types*. They form the “central structure” of the job tree. Downstream from them can be differentiated singular positions (*postes*), requiring specific job descriptions (*fiches de postes*), which are used for recruitment purposes, and also for performance assessment and for the identification of training needs. Between *emplois-types* and positions, some ministries use an intermediate category (*emplois*, sets of *emplois-types* at same level and with similar goals). Upstream from *emplois-types* are found the generic job clusters, then the more comprehensive job families, and finally the job domains.

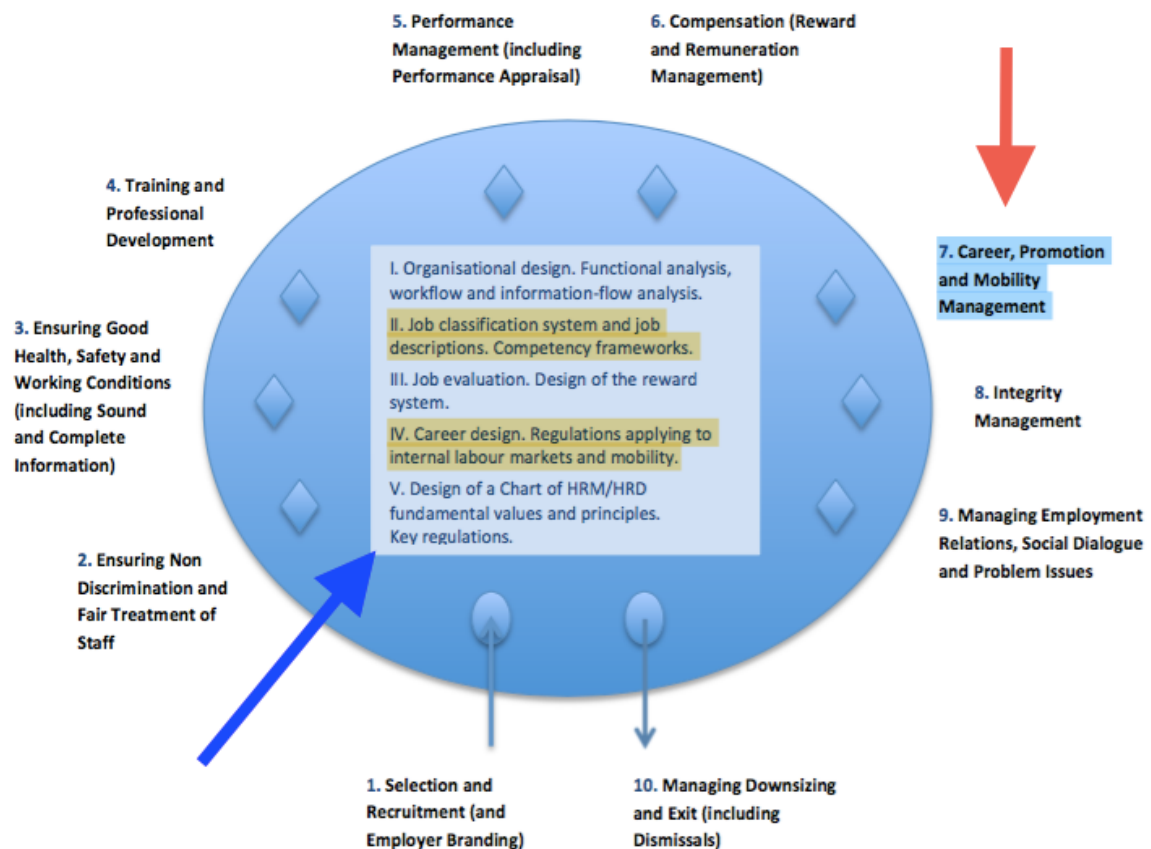
Geographical mobility occurs most frequently between two positions belonging to the same type of job (*emploi type*), or to similar types of jobs, included in the same job cluster. Hence the need to carefully monitor the job structure.

### *Career paths*

Based on these job frameworks, both vertical and horizontal career paths are designed. They facilitate the management of civil servants’ careers and the organization and management of geographical mobility.



## A.15 Geographical mobility needs to be integrated into a comprehensive strategic HRM system



### Geographical mobility needs to be integrated into a comprehensive strategic HRM system

#### Five "design" and ten "managerial" key functions of HRM

This diagram lists 15 key functions of HRM, organized in two layers.

The elliptical form at the centre represents an Organization whose workforce needs to be managed.

The rectangle inside the ellipse lists **five key functions and tasks** required to design a **customised HRM framework** (e.g. job classification, job descriptions, career design). Taken together, these five core tasks establish the basic schemes, rules and standards for HRM. They are therefore of utmost importance (blue arrow).

In the periphery of the ellipse, **ten key areas related to current operations** that need to be carried out during a **managerial cycle/exercise** are highlighted. These operations (e.g. selection and recruitment, training, compensation), which take support on the framework formerly set up by the core functions, directly target the agents belonging to the managed workforce.

#### The management of geographical mobility requires standardized job descriptions and harmonized career design

Although geographical mobility (included here in HRM managerial area n° 7, red arrow) is part of "peripheral"/current HRM activities, it requires a standardized system of job descriptions and harmonized career design (core areas II and IV, at the centre of this diagram).

Source (diagram): [Good Governance Practices in the EU], *Organisation and Management of Public Sector Workforces in the EU, An overview of HRM recent trends in the Public Sector of EU Member States. Examples of Good Practices taken from the French and Belgian Administrations*. An analysis paper prepared at the request of *Expertise France*, to be used as a benchmarking tool to help design the new *klados* system for the Public Sector in Greece, January 2015, 93 p., p. 75 (A. Sanches).

## A.16 Comments on the capacity-building measures recommended

### B. Capacity-building related recommendations

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#### 1 **Harmonized HRM at all levels of the Organization**

Integrated and harmonized functioning of HRM at all levels of the Organization is a fundamental requirement of good management. This harmonization is particularly important for the organization and management of geographical mobility. A uniform classification of job positions and consistent managerial practices are needed to avoid disparity, inefficiency, unfairness and consequent rejection. Planning and monitoring information also need to be consistent and well-orchestrated, on an ongoing basis.

The decentralized system of WHO does not facilitate global integration. Although efforts have been made by HRD to overcome current disparities in managerial practices, much remains still to do to achieve a reasonable standard of consistency. An outline of a consistent distribution of HR responsibilities across the different levels of the Organization is presented in annex 9.

#### 2 **Proactive participation of Category Networks in the organization and management of geographical mobility**

Geographical mobility is not a meaningless or void obligation. As training, recruitment and compensation, mobility is a key instrument of strategic HRM, with expected benefits for staff, managers, the Organization and its Member States. Managed mobility is intended to optimize these benefits and ensure fairness.

Mobility is usually more meaningful when geographical moves occur within the same or related job categories. Although HRD has a key role in the administrative organization of the moves, **senior management in WHO departments and hiring managers, in each category**, should proactively participate in the organization and management of geographical mobility, in close dialogue with staff representatives.

HRD's responsibility is to help "organize the game", but the players are **eligible IPs**, who are due to move, and **hiring managers**, who advertise the positions and should play a key role in the selection of applicants for filling in these positions. An ideal configuration for managing geographical mobility presupposes a well-functioning and robust link of coordination between a managerial network harmonized across the Organization (regions, categories) with an harmonized network of HR managers (as shown in annex 8).

#### 3 **Forecast-based planning tools combined with monitoring dashboards providing real-time information**

Teams in charge of the management of geographical mobility need suitable and effective tools. The most fundamental of them are **customized forecast-based planning tools** combined with **monitoring dashboards** providing in real time relevant and reliable information. Annex 11 gives an example of a customized forecast tool and of a related set of indicators which may facilitate the work of managing teams.

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#### 4 **A customized WHO job framework supporting geographical mobility and the creation of a Workforce of Excellence**

A **consistent system of position descriptions** across the whole Organization is necessary to organize relevant, effective and fair geographical moves. Such a system permits to identify the corresponding positions in different regions and working units. It is among similar or related job positions, requiring the same fundamental sets of knowledge, skills and competencies, that geographical mobility, as well as career paths, normally take place.

However, as it is clearly revealed by the management of large workforces, which offer an enlightening amplification of the challenges met (and permit their anticipation for smaller ones), and as it is illustrated by the examples given in the box on job positions and job families included in Annex 13, job descriptions need to be **created at different levels**. If a stratified system (organized as a logical classification tree) does not exist to instil order, clarity and coherence in the whole set (universe) of job descriptions, the system generated will lack consistency and effectiveness. Its utility and its reliability will be lessened. Managerial practices based on such a system (even if it is widely applied across the Organization) will tend to lead to confusion and complexity.

This is a crucial issue, because the **system of job positions** forms the **core organizational frame** required to instil coherence, sense and effectiveness all across HRM. Target agreements, performance assessments, compensation, recruitment, identification of training needs and training objectives, career management, definition and adjustment of the command structure, redeployments of the workforce, geographical and functional mobility, budget forecasts, are all linked to the core structure of job positions and based on it. The structure of job positions is the skeleton of an organization's workforce.

**Job frameworks** should not be, therefore, simple job catalogues associated with administrative systems of grading. They should highlight the overall job structure, identifying job families and clusters ("job pools"), as well as links and gateways inside and outside these families. To face the new challenges, the WHO current system of job descriptions needs to be enhanced. This task needs to be carried out with the active participation of all relevant competencies within the Organization, assisted, as needed, by competent experts. A network with a composition and structure similar to the one shown in annex 8 is recommended (a steering committee including relevant WHO category and HR leaders and experts would replace, in the table of annex 8, the GMC). This important task deserves to be considered and carried out as a **key component of the Workforce of Excellence Initiative**.

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#### 5 **Knowledge-sharing tools and institutional practices**

The importance of attrition in the civil services of many OECD and EU countries has led, since the 2000's, to the development of innovative knowledge-sharing practices and tools in governmental workforces. Similar tools and practices have been developed in private-sector companies valuing knowledge-management (e.g. high-tech companies, learning organizations). Both to facilitate an effective implementation of geographical mobility and to help build a WHO workforce of excellence, **knowledge-sharing practices and tools should be further developed in WHO**.

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#### 6 **Communication and support measures**

The 2016 and 2017 evaluations of the implementation of the WHO geographical mobility policy have underscored the importance of **effective and timely communication** targeting IPs and managers, including timely feedback to all participants in the geographical rotation exercise, and of **supporting measures** helping the IPs who have moved to adapt well to their new environment.

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## 7 Dialogue and cooperation with other UN agencies

In June 2016 the WHO/HRD team in charge of the management of geographical mobility participated in an inter-agency workshop to share lessons of experience. Keeping live dialogue with other UN agencies implementing geographical mobility policies, exchanging with them knowledge and methodologies, and **benchmarking** regularly (taking into account the agencies' specificities), are useful and effective practices that should be enhanced and encouraged.

WHO could join forces with other UN agencies to foster inter-agency mobility, and also explore the possibility of participating with other UN agencies, whose workforces present similarities in terms of job profiles (such as UNICEF, UNAIDS or UNHCR), in **co-funded talent/leadership pools**, which offer real advantages for swift staffing and for managing high-performing workforces but are costly.

The way forward in fostering interagency cooperation will necessarily demand, at some point, coordinated efforts for **making the job frameworks of the different agencies more convergent**.

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# B

## Methodological Annexes

## B.17 Methodology

On 21 January 2016, the Geographical Mobility Policy for WHO International Professional Staff on continuing and fixed-term appointments was adopted. During the first three years (2016-2018), the policy was implemented on a voluntary basis. As per its para 69, the implementation of the Geographical Mobility Policy was to be evaluated annually during the voluntary phase.

The Evaluation Office undertook the first and second annual evaluations of the implementation of the policy during the last quarters of 2016 and 2017 respectively. The evaluations examined how the policy is being implemented, what results had been achieved so far, whether the current implementation of the policy is likely to achieve its intended benefits once the policy becomes mandatory, and what lessons had been learned. The evaluation reports were issued in January 2017 and February 2018 respectively.

The summative evaluation was conducted by an external evaluator (Adérito Alain Sanches), who had already carried out the first and second annual evaluations of the implementation of the Policy. He was assisted by the Evaluation Office.

### *Evaluation design and timeframe*

The evaluation design was based on a mixed method approach using a combination of document review and interviews with relevant target groups (see annex B.20). The overall evaluation process and methodological approach followed the principles set forth in the WHO Evaluation Practice Handbook. Furthermore, it was performed in line with the Norms and Standards for Evaluation by the United Nations Evaluation Group (UNEG).

The evaluation was conducted within a timeframe of four months (see annex B.18). It started in September 2018 with a refinement of the overall approach and the development of the data collection instruments. The subsequent data collection phase started in October 2018 and lasted one month. The data gathered was then analysed with reporting starting mid-November.

### *Document review*

The document review comprised mainly relevant WHO documents related to the implementation of the geographical mobility policy and to the organization of the 2016 and 2017 geographical mobility compendium exercises. Additionally, the review included selected documents providing benchmarking information on the organization of geographical mobility in various UN organizations and documentation with regard to the organizational changes that have taken place subsequent to the introduction of the policy and other ongoing reform initiatives. A list of the documents reviewed is presented in annex B.21.

### *Face-to-face/telephone interviews*

Interviews with WHO stakeholders took place over a period of four weeks from 22 October to 15 November. The evaluation team conducted 20 semi-structured interviews, targeting 29 resource persons either face-to-face or by telephone, with (a) senior management; (b) representatives of the transformation team; (c) a representative of the Functional Review team of the African Region; (d) HRD in HQ; (e) DAFs and Regional HR managers; and (f) representatives of the Staff Associations.

The list of interviewees is attached in annex B.22 while an exemplary selection of the interview guides used is presented in annex B.23.

### *Data analysis and preparation of report*

Following the data collection period, the data gathered was analysed over a period of roughly three weeks. In order to ensure a robust validation, findings were triangulated using the different data sources. Based on the findings, a set of recommendations and actions were derived and the report

was drafted. Furthermore, the draft report was made available to key stakeholders for commentary and fact-checking.

## B.18 Evaluation timetable

|  | September | October | November | December | Deliverables                       |
|--|-----------|---------|----------|----------|------------------------------------|
| <b>Phase 1: Preparation</b><br>– Finalize Terms of Reference<br>– Contract the evaluation consultant   |           |         |          |          | – Terms of Reference<br>– Contract |
| <b>Phase 2: Inception</b><br>– Refine evaluation design<br>– Adjust interview guides   |           |         |          |          | – Interview guides                 |
| <b>Phase 3: Data collection and analysis</b><br>– Review documents<br>– Conduct interviews<br>– Analyse and interpret data<br><br><b>Phase 4: Reporting</b><br>– Draft report<br>– Incorporate comments<br>– Finalize report |           |         |          |          | ---<br><br>– Evaluation report     |

## B.19 Evaluation questions

### High-level evaluation questions and related sub-questions

#### EQ 1: What changes have occurred during the voluntary phase of implementation of the Policy?

- What adjustments have been made in the implementation of the Policy during the voluntary phase?
- To what extent have the recommendations of the annual evaluations been taken on board?
- What are the main events which occurred in WHO in 2018 that need to be considered?

#### EQ 2: How was the Geographical Mobility Policy implemented during the voluntary phase, and what have been the main results achieved?

- How was the Geographical Mobility Policy implemented during the voluntary phase?
  - Was the relevant information on the Policy clearly communicated in a timely and transparent manner?
  - Are all the elements of support implemented? Are they appropriate and encouraging staff to be mobile?
  - Is the Policy implementation compliant with relevant HR regulations (e.g. fairness, gender equity)?
  - Does the governance mechanism contribute to unifying practices across all major offices (HQ and ROs)?
  - Is the institutional capacity efficiently organized?
  - What are the internal and external factors influencing the Policy's implementation?
- What have been the main results achieved?
  - What proportion of targeted IPs move during the voluntary phase?
  - For the staff who moved: Did the Policy contribute to career progression? Do they have new opportunities for improving knowledge, skills and competencies? To what extent did they benefit from the Policy's implementation? Do women/men benefit from the Policy in the same way?
  - For the targeted staff who did not move: What were the main reasons?
  - To what extent are internal stakeholders' (IPs and managers) expectations fulfilled?

#### EQ 3: What are the main lessons learned?

- What are the main lessons learned from WHO's experience of the voluntary implementation of the Policy?
  - What worked well during the voluntary phase? What were the main challenges?
  - What are the identified factors enhancing or impeding results?
- What are other relevant lessons learned from UN agencies and experienced international/governmental organizations?

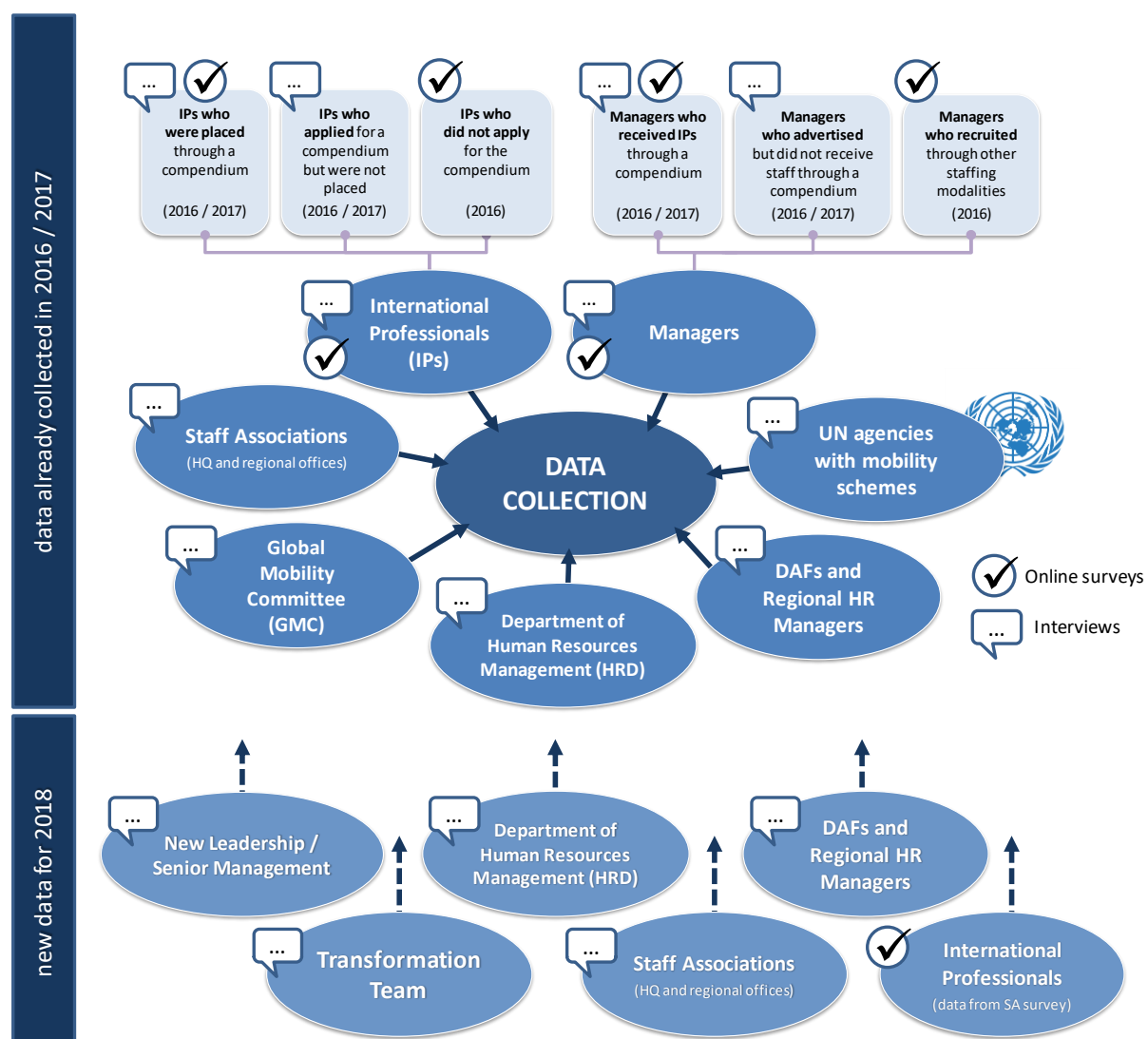
#### EQ 4: Based on the lessons learned, what are the key requirements identified that need to be fulfilled to optimize the chances of the Policy to achieve its intended benefits?

- What are the fundamental requirements that need to be met?
- What are the associated operational requirements in WHO's current environment?

#### EQ 4: What are the current main challenges that need to be addressed?

- What are the main challenges related to the current changes in WHO's institutional environment and culture?
- What improvements need to be made in the provisions of the Policy to incorporate the lessons learned?
- What improvements need to be made in the governance mechanisms of the Policy to incorporate the lessons learned and ensure a seamless and effective implementation?
- What are the current main challenges related to WHO's operative capacity to effectively implement the Policy?

## B.20 Target groups and data collection instruments



## B.21 List of documents reviewed

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United Nations Secretariat (2018). UN Secretariat Mobility System: Way Forward (presentation). Unpublished internal document, 18 July 2018.

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WHO Regional Office for South-East Asia (2018). Proposed Programme Budget 2020-2021. SEA/RC71/6, 20 August 2018.

## B.22 List of persons interviewed

| Target group                     | Interviewee(s)   | Date                  |
|----------------------------------|--|-----------------------|
| Senior Management                | Ms Jane Ellison, Deputy Director-General for Cooperate Operations  | 25 Oct 2018           |
| Transformation Team              | Dr Bruce Aylward, Senior Adviser, Organizational Change  | 1 Nov 2018            |
| Transformation Team              | Ms Michaela Pfeiffer   | 26 Oct 2018           |
| AFRO Functional Review Team      | Dr Abdulmumini Usman, Project Manager  | 8 Nov 2018            |
| WHO Health Emergencies Programme | Ms Jennifer Linkins, Director, Management and Administration   | 29 Nov 2018           |
| DAFs + Regional HR               | Mr Raul Thomas, Director, Administration and Finance (AFRO)<br>Ms Mouna Laroussi, Regional HR Manager (AFRO)   | 5 Nov 2018            |
| DAFs + Regional HR               | Dr Sussan Bassiri, Director, Administration and Finance (EURO)<br>Ms Pascale Goreux, Regional HR Manager (EURO)  | 5 Nov 2018            |
| DAFs + Regional HR               | Mr Jeffery Kobza, Director, Administration and Finance (WPRO)  | 7 Nov 2018            |
| DAFs + Regional HR               | Mr David Allen, Director, Administration and Finance (SEARO)<br>Ms Anita Abhyankar, Personnel Officer (SEARO)  | 14 Nov 2018           |
| DAFs + Regional HR               | Mr Hatem El Khodary, Director, Administration and Finance (EMRO)   | 12 Nov 2018           |
| DAFs + Regional HR               | Ms Elisabeth Grosrey, ex-Regional HR Manager (EMRO)  | 15 Nov 2018           |
| HRD                              | Ms Françoise Nocquet, Director<br>Mr Oomarmagaisan Sandrasagren, Coordinator, Global Talent Management<br>Ms Sara Canna, HR Specialist, Global Staffing & Planning | 25 Oct 2018           |
| HRD                              | Dr Hans Willmann, Team Leader, Organizational Design & Classification<br>Mr Brian Wertschnig, HR Specialist, Organizational Design & Classification                | 8 Nov 2018            |
| SA                               | Staff Association Representatives (headquarters)   | 23 Oct and 5 Nov 2018 |
| SA                               | Staff Association (EMRO)   | 6 Nov 2018            |
| SA                               | Staff Association (EURO)   | 6 Nov 2018            |
| SA                               | Staff Association (Kuala Lumpur)   | 7 Nov 2018            |
| SA                               | Staff Association (AFRO)   | 8 Nov 2018            |
| SA                               | Staff Association (SEARO)  | 8 Nov 2018            |

## B.23 Interview guides

Overall six different interview guides were used, individually adjusted for each target group. The following guides (DAFs; HRD and Staff Associations) are being listed as an exemplary selection.

### Interview guide for DAFs and Regional HR Managers

|   | Introduction  |
|---|---|
|   | <ul style="list-style-type: none"> <li>• Presentation of the interviewing team</li> <li>• Expected added value, confidentiality, learning dimension, listening mode</li> </ul>  |
| 5 main questions  | Points to help answer the main questions  |
| <i>What changes have occurred during the voluntary phase of implementation of the Policy?</i>   | <p>What adjustments have been made to the implementation of the Policy during the voluntary phase?</p> <p>To what extent have the recommendations of the annual evaluations been taken on board?</p> <p>What are the main events which occurred in 2018 in WHO (and, more particularly, in your Region) that need to be considered?</p>   |
| <i>How was the Geographical Mobility Policy implemented during the voluntary phase, and what have been the main results achieved?</i> | <p>How was the Geographical Mobility Policy implemented during the voluntary phase?</p> <ul style="list-style-type: none"> <li>• Was the relevant information on the Policy clearly communicated in a timely and transparent manner?</li> <li>• Are all the elements of support implemented? Are they appropriate and encouraging staff to be mobile?</li> <li>• Is the Policy implementation compliant with relevant HR regulations (e.g. fairness, gender equity)?</li> <li>• Does the governance mechanism contribute to unifying practices across all major offices (HQ and ROs)?</li> <li>• Is the institutional capacity efficiently organized?</li> <li>• What are the internal and external factors influencing the Policy's implementation?</li> </ul> <p>What have been the main results achieved?</p> <ul style="list-style-type: none"> <li>• What proportion of targeted IPs moved during the voluntary phase?</li> <li>• <u>For the staff who moved</u>: Did the Policy contribute to career progression? Do they have new opportunities for improving knowledge, skills and competencies? To what extent did they benefit from the Policy's</li> </ul> |

|  |   |
|--|---|
|  | <p>implementation? Do women/men benefit from the Policy in the same way?</p> <ul style="list-style-type: none"> <li>• <u>For the targeted staff who did not move</u>: What were the main reasons?</li> <li>• To what extent are internal stakeholders' (IPs and managers) expectations fulfilled?</li> <li>• What are the perceptions of external stakeholders (Member States) about initial Policy implementation?</li> </ul>  |
| <b><i>What are the main lessons learned?</i></b>   | <p>What are the main lessons learned from WHO's experience of the voluntary implementation of the Policy?</p> <ul style="list-style-type: none"> <li>• What worked well during the voluntary phase? What were the main challenges?</li> <li>• What are the identified factors enhancing or impeding results?</li> </ul> <p>What are other relevant lessons learned from UN agencies and experienced international /governmental organizations?</p> <p>(Only if you have comments or suggestions on this point)</p>              |
| <b><i>Based on your experience, what are the key requirements identified that need to be fulfilled to optimize the chances of the Policy to achieve its intended benefits?</i></b> | <p>What are the fundamental requirements that need to be met?</p> <p>What are the associated operational requirements in WHO's current environment?</p>   |
| <b><i>In your view, what are the current main challenges that need to be addressed?</i></b>  | <p>What are the main challenges related to the current changes in WHO's institutional environment and culture?</p> <p>What improvements need to be made in the provisions of the Policy to incorporate the lessons learned?</p> <p>What improvements need to be made in the governance mechanisms of the Policy to incorporate the lessons learned and ensure a seamless and effective implementation?</p> <p>What are the current main challenges related to WHO's operative capacity to effectively implement the Policy?</p> |
|  | <b>Conclusion</b>   |
|  | <ul style="list-style-type: none"> <li>• Would you have any additional comments or information you would like to share with us?</li> <li>• Is there anything else from your side that you would like to add?</li> </ul>   |

## Interview guide for Staff Associations

|                         |   |
|-------------------------|---|
|                         | <b>Introduction</b>   |
|                         | <ul style="list-style-type: none"> <li>• Presentation of the interviewing team</li> <li>• Expected added value, confidentiality, learning dimension, listening mode</li> </ul>  |
| <b>5 main questions</b> |   |
|                         | <i>How was the Geographical Mobility Policy implemented during the voluntary phase, and what have been the main results achieved?</i>   |
|                         | <i>What are the main lessons learned?</i>   |
|                         | <i>Based on your experience, what are the key requirements identified that need to be fulfilled to optimize the chances of the Policy to achieve its intended benefits?</i>   |
|                         | <i>In your view, what are the current main challenges that need to be addressed?</i>  |
|                         | <i>What does a good, staff-friendly mobility policy look like?</i>  |
|                         | <b>Conclusion</b>   |
|                         | <ul style="list-style-type: none"> <li>• Would you have any additional comments or information you would like to share with us?</li> <li>• Is there anything else from your side that you would like to add?</li> </ul> |

## Interview guide for HRD (to complement the 5 high-level evaluation questions)

|   | Introduction  |
|---|---|
|   | <ul style="list-style-type: none"> <li>• Presentation of the interviewing team</li> <li>• Expected added value, confidentiality, learning dimension, listening mode</li> </ul>  |
| 3 main questions  | Sub-questions   |
| <i>What happened since the last evaluation of the implementation of the Policy (February 2018) and what is the current situation?</i>       | <p>What were the main/most relevant events?</p> <p>How do the Transformation Initiative and other changes affect the implementation of the Policy?</p> <p>What is the current situation?</p>                                  |
| <i>What options are being considered for the implementation of the Policy as per 1 January 2019?</i>  | <p>What fundamental options are currently under discussion, or have been already chosen, for the implementation of the Policy during its mandatory phase?</p> <p>What remains yet to be decided?</p>                          |
| <i>What is the vision of HRD on the future implementation of the Policy, and what actions is HRD undertaking to prepare the next steps?</i> | <p>What is the vision of HRD on the future implementation of the Policy (in 2019 and afterwards)?</p> <p>What are the actions HRD is currently undertaking to prepare the next steps of the implementation of the Policy?</p> |
|   | Conclusion  |
|   | <ul style="list-style-type: none"> <li>• Would you have any additional comments or information you would like to share with us?</li> <li>• Is there anything else from your side that you would like to add?</li> </ul>       |

## B.24 Terms of reference

### Third Annual Evaluation<sup>3</sup> of the Implementation of the WHO Geographical Mobility Policy

WHO Evaluation Office, 28 September 2018

#### Background

1. On 21 January 2016 the Geographical Mobility Policy for WHO International Professionals on continuing and fixed-term appointments, came into effect. During the first three years (2016-2018) the Policy is being implemented on a voluntary basis. In accordance with the Policy, its implementation will be evaluated annually during its voluntary phase.
2. In both the first and second years of the voluntary phase, a mobility compendium was published with positions to be filled through geographical moves from staff members. Professional staff on fixed-term and continuing appointments were invited to apply for up to three positions at their current grade, where their qualifications and experience matched the requirements of the positions located in other duty stations. These represented the first corporate staffing exercises aimed at matching the sets of skills, experience and competencies of various candidates with the requirements of positions located across the three levels of the Organization.
3. The first mobility compendium in 2016 contained 44 advertised positions and received 71 applications from eligible International Professionals (IPs). After a screening and selection process, 12 staff members were successfully placed at the end of the exercise. The second mobility compendium published in 2017 comprised 51 positions. It received 57 applications from eligible International Professionals (IPs), while 13 staff members were placed following the screening and selection process.
4. The Evaluation Office undertook the first and second annual evaluations of the implementation of the Policy during the last quarters of 2016 and 2017 respectively. The evaluations examined how the Policy is being implemented, what results have been achieved so far, whether the current implementation of the Policy is likely to achieve its intended benefits once the Policy becomes mandatory, and what lessons have been learned. The evaluation reports were issued in January 2017 (1st annual evaluation) and February 2018 (2nd annual evaluation). They contained key findings and conclusions, major lessons learned and recommendations for future action, in particular on Policy provisions and the governance mechanism as well as on effective managerial practices and tools.

#### Purpose and objectives

5. The purpose of each annual evaluation is to assess the implementation of the Policy. The lessons learned from these evaluations will inform the Organization on how to effectively implement the WHO Geographical Mobility Policy during the mandatory phase. Building on the results of the evaluations already undertaken and taking into account relevant organizational changes that have taken place subsequent to the introduction of this Policy, the objective of this final annual evaluation is to undertake a summative evaluation of the implementation of the voluntary phase of the Geographical Mobility Policy, in order to make relevant suggestions to inform the design and the implementation of the next phase of the Policy.
6. In line with this objective, five high-level evaluation questions are formulated. The set of high-level evaluation questions offers a comprehensive evaluation perspective for the assessment of the Policy during its voluntary phase (2016-2018).

#### Target audience

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<sup>3</sup> The third annual evaluation was carried out as a summative evaluation looking back over the voluntary phase in its totality as there was no compendium in 2018.

7. The principal target audience of this evaluation is WHO senior management. In addition, the evaluation report will be available to Member States on request.

### Scope and focus of the evaluation

8. The first and second annual evaluations focused on the geographical moves that took place through the annual compendium exercises as well as on the governance mechanism and institutional practices associated with these moves. In the third year of the voluntary phase there has been no such staffing exercise. However, the Department of Human Resources Management continued efforts to encourage staff mobility and discuss adjustments to the Geographical Mobility Policy.
9. This final evaluation is expected to synthesize and assess the overall experience gained during the voluntary phase. To this end, it will build on the results of the evaluations already undertaken and review the resulting organizational adjustments and Policy amendments that have been made. Relevant organizational changes will also be considered in the analysis, such as the transformation process that has been initiated under the new leadership and its associated new operating model at headquarters level; the renewed focus on impact at country level in the 13<sup>th</sup> General Programme of Work; and the functional reviews of country offices in the African Region that are currently taking place to make the Region “fit for purpose”.

### Evaluation questions

10. The evaluation is expected to answer a set of five high-level questions, and the evaluation questions each include a number of sub-questions, which altogether offer a comprehensive analytical framework for the evaluation of the implementation of the Policy during its voluntary phase (2016-2018).
11. The individual evaluation questions and sub-questions are the following:

***EQ 1: What changes have occurred during the voluntary phase of implementation of the Policy?***

- *What adjustments have been made to the implementation of the Policy during the voluntary phase?*
- *To what extent have the recommendations of the annual evaluations been taken on board?*
- *What are the main events which occurred in WHO in 2018 that need to be considered?*

***EQ 2: How was the geographical mobility Policy implemented during the voluntary phase, and what have been the main results achieved?***

- *How was the geographical mobility Policy implemented during the voluntary phase?*
  - *Was the relevant information on the Policy clearly communicated in a timely and transparent manner?*
  - *Are all the elements of support implemented? Are they appropriate and encouraging staff to be mobile?*
  - *Is the Policy implementation compliant with relevant HR regulations (e.g. fairness, gender equity)?*
  - *Does the governance mechanism contribute to unifying practices across all major offices (HQ and ROs)?*
  - *Is the institutional capacity efficiently organized?*
  - *What are the internal and external factors influencing the Policy’s implementation?*
- *What have been the main results achieved?*
  - *What proportion of targeted IPs moved during the voluntary phase?*



- *For the staff who moved: Did the Policy contribute to career progression? Do they have new opportunities for improving knowledge, skills and competencies? To what extent did they benefit from the Policy's implementation? Do women/men benefit from the Policy in the same way?*
- *For the targeted staff who did not move: What were the main reasons?*
- *To what extent are internal stakeholders' (IPs and managers) expectations fulfilled?*

**EQ 3: What are the main lessons learned?**

- *What are the main lessons learned from WHO's experience of the voluntary implementation of the Policy?*
  - *What worked well during the voluntary phase? What were the main challenges?*
  - *What are the identified factors enhancing or impeding results?*
- *What are other relevant lessons learned from UN agencies and experienced international /governmental organizations?*

**EQ 4: Based on lessons learned, what are the key requirements identified that need to be fulfilled to optimize the chances of the Policy to achieve its intended benefits?**

- *What are the fundamental requirements that need to be met?*
- *What are the associated operational requirements in WHO's current environment?*

**EQ 5: What are the current main challenges that need to be addressed?**

- *What are the main challenges related to the current changes in WHO's institutional environment and culture?*
- *What improvements need to be made in the provisions of the Policy to incorporate the lessons learned?*
- *What improvements need to be made in the governance mechanisms of the Policy to incorporate the lessons learned and ensure a seamless and effective implementation?*
- *What are the current main challenges related to WHO's operative capacity to effectively implement the Policy?*

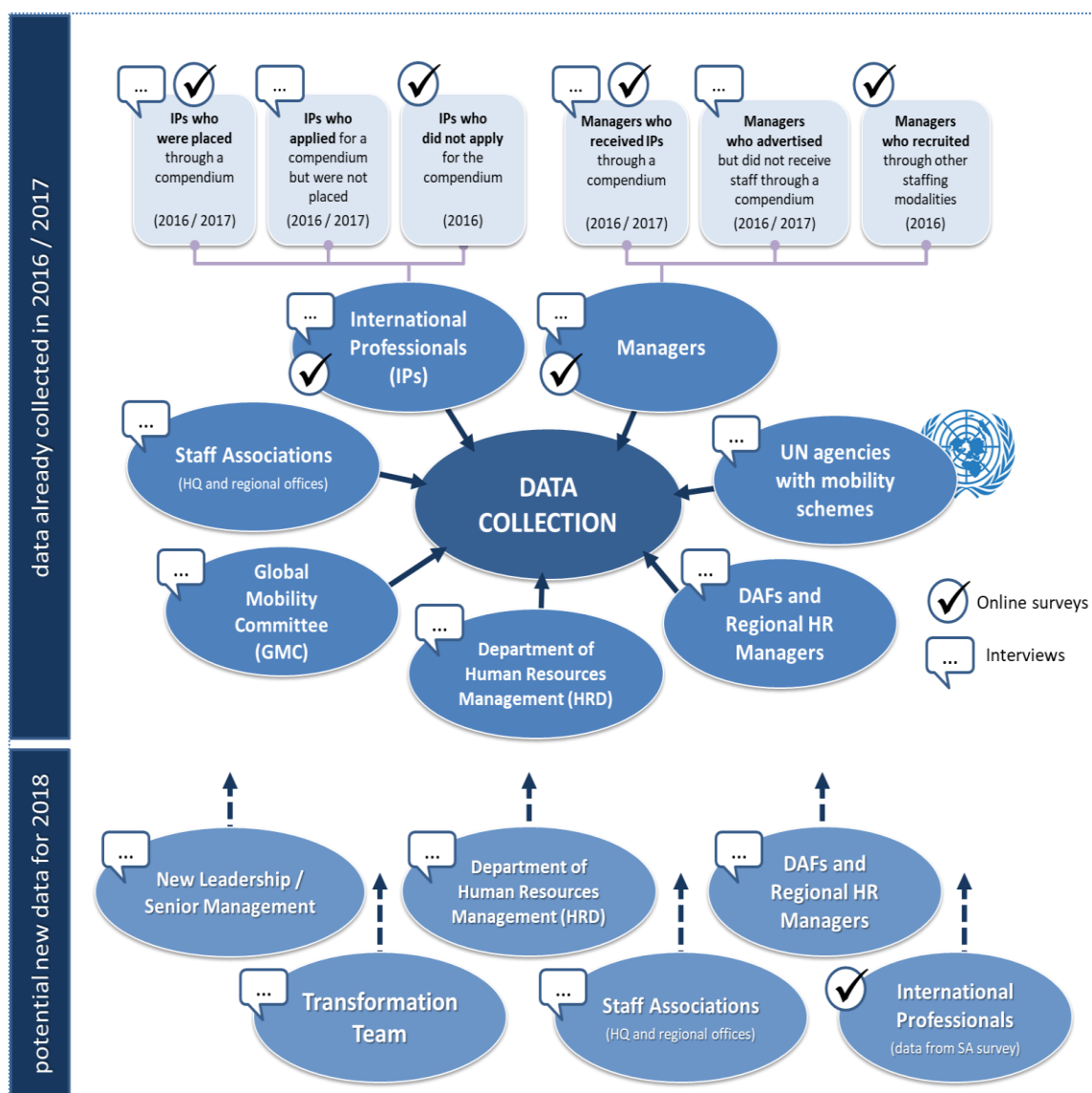
**Evaluation criteria**

12. The evaluation questions are directly linked to five fundamental criteria for policy evaluation as presented in the following table. These criteria are: effectiveness, efficiency, impact, sustainability, and compliance with good practices and international standards.

|   | Effectiveness   | Efficiency | Impact | Sustainability | Compliance |
|---|-----------------|------------|--------|----------------|------------|
| <b>EQ 1: What changes have occurred during the voluntary phase of implementation of the Policy?</b>   | (cross-cutting) |            |        |                |            |
| <b>EQ 2: How was the geographical mobility Policy implemented during the voluntary phase, and what have been the main results achieved?</b>                                       | ✓               | ✓          |        | ✓              | ✓          |
| <b>EQ 3: What are the main lessons learned?</b>   | (cross-cutting) |            |        |                |            |
| <b>EQ 4: Based on lessons learned, what are the key requirements identified that need to be fulfilled to optimize the chances of the Policy to achieve its intended benefits?</b> | (cross-cutting) |            |        |                |            |
| <b>EQ 5: What are the current main challenges that need to be addressed?</b>  | (cross-cutting) |            |        |                |            |

### Methodology

13. The evaluation is expected to be based on a rigorous and transparent methodology demonstrating impartiality and lack of bias. Furthermore, the methodological approach shall be aligned with or complement the design of the first and second annual evaluations. As data collection methods, the evaluation will rely on document review, interviews and possibly secondary data from online surveys.
14. The methodological approach shall incorporate all relevant stakeholder groups, which are outlined in the following graphic. Thereby, the analysis is expected to build on the data already collected in previous evaluations, including the 2018 Staff Association survey on the Policy, and complement it with additional data as deemed relevant and necessary. The graphic indicates which data has been already collected and suggests potential new inputs to be gathered in the course of this final annual evaluation.



15. The document review will comprise mainly relevant WHO documents related to the implementation of the Geographical Mobility Policy and to the organization of the mobility compendium exercises. Additionally, the review will include documentation on the WHO transformation process, in particular from the workstream on the new operating model. Relevant regional transformation processes will also be reviewed, such as the Transformation Agenda of the WHO Secretariat in the African Region and its functional review of WHO country offices in the African Region.
16. The interviews will be semi-structured and conducted either face-to-face or by telephone. For the purpose of maintaining comparability, the design and structure of interview guides shall be aligned with those used in previous annual evaluations wherever applicable.
17. The overall evaluation process and methodological approach will follow the principles set forth in the WHO Evaluation Practice Handbook. Furthermore, it will be performed in line with the Norms and Standards for Evaluation by the United Nations Evaluation Group (UNEG) published in June 2016.

## Evaluation team and management

18. The evaluation will be commissioned and managed by the WHO Evaluation Office. The evaluation team will report to the Director-General's Representative for Evaluation and Organizational Learning in his capacity as Evaluation Commissioner.
19. The team leader will have at least 15 years' experience in evaluation and a profound understanding of human resources management. In addition, substantial experience with Policy evaluation and mobility schemes is desirable. He/she should be fluent in English. Knowledge of French will be an asset.

## Timeline and deliverables

20. The following table summarizes the timeline and expected deliverables for the evaluation:

|  | September | October | November | December | Deliverables                       |
|--|-----------|---------|----------|----------|------------------------------------|
| <b>Phase 1: Preparation</b><br>– Finalize Terms of Reference<br>– Contract the evaluation consultant                       |           |         |          |          | – Terms of Reference<br>– Contract |
| <b>Phase 2: Inception</b><br>– Refine evaluation design<br>– Adjust interview guides                                       |           |         |          |          | – Interview guides                 |
| <b>Phase 3: Data collection and analysis</b><br>– Review documents<br>– Conduct interviews<br>– Analyse and interpret data |           |         |          |          | ---                                |
| <b>Phase 4: Reporting</b><br>– Draft report<br>– Incorporate comments<br>– Finalize report                                 |           |         |          |          | – Evaluation report                |

21. The evaluation report will present the evidence found in response to all evaluation criteria and questions raised in the Terms of Reference for this evaluation. It should be relevant to decision-making needs, written in a concise, clear and easily understandable language, of high scientific quality and based on the evaluation information without bias.
22. The final evaluation report will include an *Executive Summary* and evidence-based recommendations directly derived from the evaluation findings. Supporting documentation shall be compiled in the annexes and include the methodology, the evaluation activities performed, the information sources used, and a list of persons interviewed. The report will be prepared in English and is expected to comprise approximately 25 pages, excluding annexes. Its structure and specific outline will be aligned with the reports of previous annual evaluations as discussed with, and approved by, the WHO Evaluation Commissioner.

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