General Assembly

Sixty-eighth session
Item 141 of the provisional agenda*
Human resources management

Towards a global, dynamic and adaptable workforce

Mobility

Report of the Secretary-General

Summary

>   Delivering on the mandates entrusted to the United Nations around the world requires a workforce that is dynamic, adaptable and mobile. The Secretary-General's goal is to build on the foundations already put in place to deliver a more structured approach to mobility that will improve the ability of the Organization to deliver on its mandates, helping to ensure that the right people are in the right position at the right time and allowing the Organization and staff to benefit systematically from the opportunities that mobility affords. The present report, prepared pursuant to General Assembly resolution 67/255, presents a refined version of the framework presented to the Assembly in A/67/324/Add.1 and an alternative approach to mobility.

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* A/68/150.

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I. Introduction

1.   The Secretary-General presented a proposal for a comprehensive policy on mobility and career development for internationally recruited staff to the General Assembly at its sixty-seventh session (A/67/324/Add.1), which should be read in conjunction with the present report. The Assembly, in paragraph 51 of its resolution 67/255, welcomed the Secretary-General's commitment to develop a managed mobility policy and, in paragraphs 57 and 59 of the same resolution, requested the Secretary-General to provide to it, no later than at the main part of its sixty-eighth session, a report containing a refined version of the proposal and an alternative to the proposed framework. The present report responds to that request and provides additional information on a number of different issues. Annex I contains a table indicating where in the present report each General Assembly request has been addressed.

II. Background

2.   The original proposal had the following three main objectives (A/67/324/Add.1, para. 17):

       (a)   It should enable the Organization to better retain and deploy a dynamic, adaptable and global workforce that can effectively meet current and future mandates and evolving operational needs;

       (b)   It should provide staff with broader opportunities for career development and contribution to the Organization and enable the further acquisition of new skills, knowledge and experience within and across departments, functions and duty stations;

       (c)   It should ensure that staff members have equal opportunities for service across the United Nations and, for relevant functions, a fair sharing of the burden of service in difficult duty stations.

3.   The Secretary-General believes that his original proposal represents the best approach to delivering on the above objectives. However, in response to the requests made by the General Assembly in paragraphs 57 and 59 of its resolution 67/255, the present report presents both a refined version of the original proposal and an alternative approach. The elements of this report were sent to staff representatives for consultation both before and after the Staff Management Committee meeting held in June 2013.

4.   The refined proposal modifies the original proposal in two key aspects: (a) vacancies (new positions or positions that are not encumbered because the incumbent has retired, separated or been selected for another vacant position) would be advertised and open to competition among internal and external applicants; and (b) management's final decision-making role over selections and reassignments would be guaranteed through modifications to the composition of the job network boards.

5.   The alternative approach is based on incentives rather than maximum position occupancy limits and is aimed at promoting geographic mobility, particularly in field-oriented job families.

6.   The original and refined frameworks, both of which offer a managed mobility system, seek to change the current patterns of staff movement in the Secretariat (see annex II for details on current patterns of movement). In both frameworks, position occupancy limits are used to ensure that all internationally recruited staff change position periodically. At the same time, centralized job network boards will make decisions on the selection and reassignment of staff. In combination, these two aspects will ensure that all staff change position periodically and will make it possible for decisions on staffing to be made more globally and with a greater eye to the needs of the Organization, for example by ensuring greater knowledge transfer between headquarters and field locations in relevant functions. The full benefits of a managed mobility system are detailed in section V below.

III.   Refined career development and mobility framework

Changes made in response to the requests of the General Assembly

7.   The original framework has been refined to respond to the concerns raised by the General Assembly in its resolution 67/255.

8.   A key issue raised by the General Assembly was the treatment of external candidates: in paragraph 54 of its resolution, the Assembly reaffirmed the principle of non-discrimination against external recruitment. The original proposal reflected the belief of the Secretary-General that the most effective mobility policies prioritize the movement and development of already serving staff over the recruitment of new staff. There would always be a need for external recruitment to replace staff who retire or separate from the Organization and to fill newly created positions. Nonetheless, in the light of the request made by the Assembly, the refined proposal ensures that external applicants will continue to have an equal opportunity to compete for vacancies.

9.   Under the refined policy, all vacancies (i.e. new positions or positions that are not encumbered because the incumbent has retired, separated or been selected through a competitive process for another vacant position) would be filled by external and internal candidates identified through position-specific or generic job openings. For those entities authorized by the General Assembly to recruit from rosters, boards would be able to fill vacancies by drawing on rosters of pre-cleared internal and external candidates. In terms of the impact on external recruitment, this would ensure greater opportunities than the original proposal did for external applicants. It is difficult to estimate the impact that such a policy would have on external recruitment given that a variety of factors (for example, variations in the number and distribution of posts from year to year) will continue to mean that the number of vacancies available cannot be predicted accurately.

10.   The General Assembly also expressed concern over the process for making decisions about staff selection and reassignment under the proposed framework (see resolution 67/255, para. 57 (c)). In the original proposal, recommendations for selection and reassignment were to be made by job network boards composed of representatives of management and staff in equal numbers. Following the request of the Assembly that the role of the Secretary-General as chief administrative officer of the Organization, and the maintenance and preservation of management's final decision-making authority in respect of placement recommendations and actions thereon be taken into account, the role of representatives of staff has been amended.

Under the refined proposal, job network boards would be composed of senior managers (D-1 level or above) from the relevant departments, offices and missions, as well as a focal point for women as an ex officio member. Representatives of staff would have a role in ensuring the transparency and integrity of the assessment process through the central review bodies, as now. This would preserve management's decision-making role, while ensuring that representatives of staff continue to have an oversight role.

Key elements of the refined approach

Scope

11.   As in the original proposal, the refined framework would apply to all internal internationally recruited staff[1] of the United Nations Secretariat in the Field Service and Professional and higher categories up to and including the D-2 level, holding fixed-term, continuing and permanent appointments, except those in non-rotational positions.

12.   Approximately 14,000 staff members in the Professional, Director and Field Service categories would be subject to the policy. Staff members with less than five years of service until their mandatory age of separation would be exempted from geographic mobility, except if they specifically requested to be geographically mobile.[2] In addition, staff members who have already made at least seven geographic moves of one year or longer would have the right to choose whether to be geographically mobile.[3]

13.   Figure I below shows the distribution of staff in the Professional and Director categories in the current job networks. Job networks are subdivided into job families; currently, 39 job families are grouped into eight job networks, on the basis of functions. The Office of Human Resources Management has conducted a thorough analysis of the database of functional titles in Inspira with a view to streamlining them. In the course of this exercise, it was noted that the current job networks and job families needed to be better aligned. To ensure a more consistent distribution of staff and positions, the Office of Human Resources Management, in close consultation with departments and offices, will reconfigure the current networks. The reconfiguration is expected to be completed during the second half of 2014, before the mobility policy is implemented.

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[1] Internal staff are those that have gone through a competitive process, including review by a field or central review body, and whose appointment is not limited to a specific department, office or mission.

[2] At present, 3,300 staff members are within five years of their current mandatory age of separation at the end of 2015 (when the mobility policy is to be implemented). If the General Assembly were to decide to increase the mandatory age of separation, this figure would of course change.

[3] At present, eight staff members have seven or more geographic moves on record.

Figure I
**Staff in the Professional and Director categories, by job network,
as at 30 June 2012**
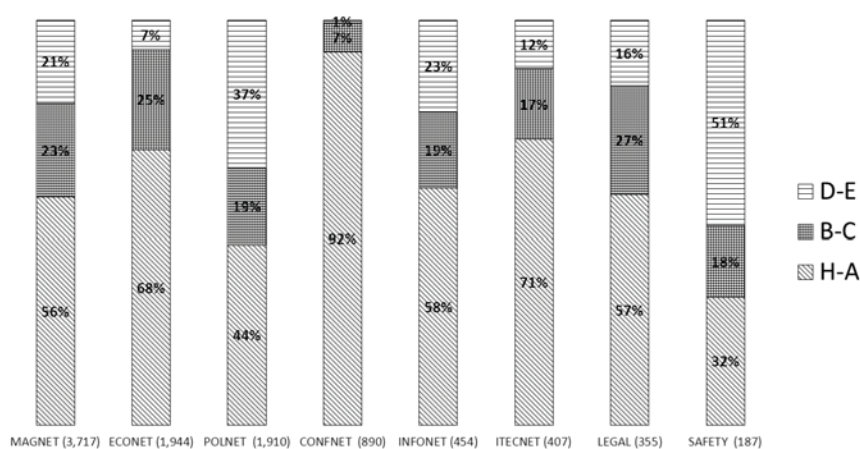
Source: Integrated Management Information System (IMIS).

Notes: Staff on temporary contracts, in the tribunals and administered by the United Nations Development Programme (UNDP) were excluded. The current job networks are: (a) conference services (CONFERENCENET); (b) economic and social development (ECONET); (c) communications and information technology (ITECNET); (d) legal (LEGALNET); (e) management and operations support (MAGNET); (f) public information and external relations (POLNET); (g) political, peace and security (POLNET); and (h) safety and security (SAFENET). The majority of staff in the Field Service category belong to MAGNET and serve in duty stations with D or E hardship classifications.

Non-rotational positions

14.   Non-rotational positions are those that require an advanced level of expertise in a technical field and for which there is no comparable position at the same level in another part of the Secretariat (see A/67/324/Add.1, para. 20).[4] This is critical for allowing the Organization to retain specialists in a limited number of positions, for example in the economic and social fields as having such expertise is what gives the Organization its comparative advantage. An analysis to determine which positions are non-rotational is under way; based on the information gathered so far, however, it is expected that approximately 200 positions will be deemed non-rotational. The final designation will be made by the relevant job network boards[5] (composed of senior managers from the relevant departments, offices and missions in the

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[4] Positions for which an applicant must have passed one of the language competitive exams are under discussion and may be subject to a separate set of mobility requirements owing to the more limited options for movement and the requirement that language professionals remain on posts that are subject to a language competitive exam for five years. During the sixty-ninth session of the General Assembly the Secretary-General will provide an update on the mobility policy, including a detailed proposal for language professionals.

[5] Selection and reassignment would be managed within job networks (groupings of job families with closely linked mandates or programmes of work and that require similar skill sets). Each job network would have a job network board responsible for recommending selection and reassignment of staff in positions within that network.

respective job networks, who therefore have the appropriate subject matter expertise to make a final determination) before the mobility policy is implemented.

Position occupancy limits

15. Staff encumbering rotational positions would be subject to minimum and maximum position occupancy limits. As in the original proposal, the minimum for all positions would be one year. The maximum occupancy would be seven years for H and A duty stations, four years for B and C duty stations and three years for D and E duty stations. Staff would be eligible to apply for a different position (either by applying to a vacant position or by opting into the lateral reassignment programme) at any point after serving one year in their position. Staff members who have reached the maximum position occupancy limit and have not moved would be assigned to a different position by the relevant board.

Geographic move requirement

16. As in the original proposal, one geographic move[6] would be required for eligibility to the P-5 level and above. This move could take place at any point in a staff member's career in the common system.

Selection and reassignment

17. As with the original proposal, staff would be expected to move before reaching their maximum position occupancy limit. They would be able to move either by applying to a vacant position at their current level or at one level higher[7] or by opting into the managed reassignment exercise, which would only be for lateral movements.

18. Under the refined proposal, there would be semi-annual staffing exercises, consisting of two parts, as follows:

(a) Existing and anticipated vacant positions would be advertised and open to applications from internal and external candidates. For entities that are authorized to recruit from rosters, the boards would be able to fill vacancies from rosters of pre-cleared internal and external candidates;

(b) An internal lateral reassignment process would take place, in which serving staff members would apply to a pool of encumbered positions. The staff in this process would be those who have either reached their maximum position incumbency limits or served for at least one year in their current assignment and opted in.

19. It is expected that the majority of selection and reassignment decisions would take place within the context of these two complimentary processes. Unforeseen or surge vacancies would be temporarily filled until the next cycle through the

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[6] A geographic move is defined as a movement between two duty stations in different countries, with continuous service of at least one year in each duty station. This definition was agreed by the General Assembly in paragraph 54 (d) of its resolution 65/247. It should be noted, however, that moves between different duty stations in the same country count internally for the purposes of the payment of the relevant allowances.

[7] Existing rules in terms of eligibility would continue to apply for serving staff.

issuance, for Headquarters positions, of temporary job openings or, for entities authorized to do so, from rosters of pre-cleared candidates.

20. In order to make more strategic decisions on staffing, selection and reassignment, recommendations for both processes would be made by job network boards, with input from hiring managers. The boards would be made up of senior managers (D-1 level or above from the relevant departments, offices and missions). Appointments to senior-level positions (D-1 and D-2) would be handled across all job networks by a senior review board that would, in addition to recommending selections, take on the current functions of the Senior Review Group.[8] The senior review board would be established in 2015 and cover additional job networks, as each phase of the mobility policy is implemented. A focal point for women would be present on each of the boards as an ex officio member. The boards would be supported by network staffing teams.

Selection process for vacant positions

21. With respect to vacant positions,[9] the network staffing teams would review the applications from internal and external candidates for each vacant position, screen candidates for eligibility, conduct assessments (including by coordinating interview panels) and compile a shortlist of suitable candidates for each position. The central review board would ensure that applicants were evaluated against the listed evaluation criteria and that the applicable procedures were followed vis-à-vis vacant positions. The network staffing teams would then invite the relevant hiring managers to transmit their views on the shortlisted candidates before presenting selection options to the relevant job network board for review and selection recommendations.

Lateral reassignment for encumbered positions

22. At the start of each staffing exercise, the positions of all staff who have reached their maximum position occupancy limits and would, therefore, be subject to reassignment, would be identified and their positions included in the reassignment compendium. Staff members who have met the minimum position occupancy limit (one year) would also be invited to opt in. A comprehensive compendium of these positions would then be posted and all staff who have reached their maximum position occupancy limit, as well as staff who have opted in, would express their interest in certain available positions.

23. As all applicants would be serving staff members who have already gone through a central review body process at that level and in the same functional area, it would not be necessary to conduct additional assessments for those staff. The network staffing teams would therefore screen candidates for eligibility, compile a list of suitable candidates (on the basis of the requirements set out in the job

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[8] The current functions of the Senior Review Group are set out in ST/SGB/2011/8.
[9] Under a managed system, staff would no longer maintain a lien on their position, which means that, in general, when an internal staff member is selected for and moves to fill a vacancy, he or she will create a new vacancy. However, if a staff member who is participating in the reassignment exercise also applies to a vacant position and is selected for the vacant position during the reassignment exercise, his or her original position shall remain in the reassignment exercise until the exercise has been completed. At the end of the process, any vacancies would then be advertised as part of the next staffing process.

opening) and then invite hiring managers to transmit any additional views on how the candidates meet the criteria set out in the job opening. The teams would then present preliminary reassignment options to the relevant board. While the boards would make every effort to carry out reassignments by matching the preferences of staff and managers, staff (including those who opt in) could also be placed in a position for which they did not apply, as long as they satisfy the qualifications for the position.

Organizational priorities

24. In proposing a suitable candidate for selection or reassignment, the network staffing teams would apply the following organizational priorities in their recommendations to the job network boards:

(a) Moving staff members in non-family duty stations to family duty stations;

(b) Moving staff members between duty stations to satisfy career development requirements;

(c) Moving applicants among departments or offices at the same duty station;

(d) Giving due regard to gender, geographical status, representation of troop- and police-contributing countries, taking into account their level of contribution in posts financed under the peacekeeping budget, including the support account (see General Assembly resolutions 66/265 and 67/287), and the additional factors contained in ST/AI/2010/3, paragraph 9.3.

Final decision

25. The boards would review the network staffing team's selection options for vacant positions and the reassignment options for encumbered positions and make recommendations for the approval and sign-off of the Assistant Secretary-General for Human Resources Management, for positions in the Professional and Field Service categories, or of the Secretary-General, for positions at the D-1 and D-2 levels.

Figure II
Process flow for semi-annual staffing exercise (first exercise to start mid-January and the second to start in mid-July)
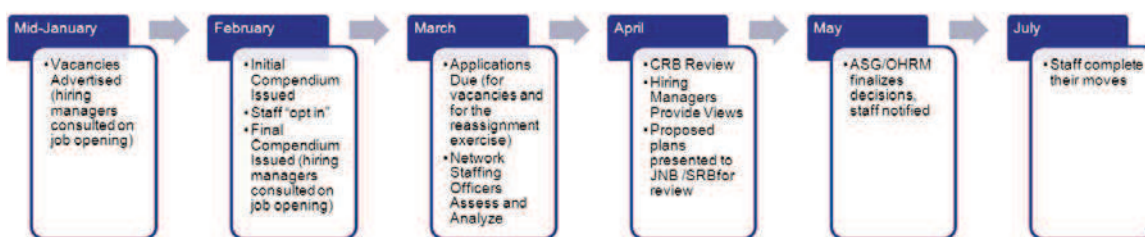
Special constraints panel

26. Staff participating in the reassignment exercise could, in some instances, be placed in positions they had not applied for (e.g., if they were not recommended for any of the positions for which they applied yet met the qualifications for another available position in the pool). In such cases, and if the placement entailed a geographic move, the staff member could make an exceptional request to the special constraints panel to remain in the same duty station or be exempt from moving to certain duty stations. Exemption requests, and their duration, would be considered on the basis of clear criteria, including medical reasons and other compelling personal circumstances in respect of which a change of duty station would create undue hardship.

27. The special constraints panel would also consider requests made jointly by the manager and the staff member for a staff member to remain in his or her position because he or she is engaged in a project whose success could be hindered by the staff member changing position at that point in time.

28. In the original proposal, the special constraints panel would have been composed of staff and management representatives in equal numbers. In the refined proposal, in line with the request of the General Assembly that the authority of management be preserved (resolution 67/255, para. 57 (c)), a representative of staff would serve as an observer but management would have the decision-making role.

29. The recommendations of the special constraints panel would be submitted to the Assistant Secretary-General for Human Resources Management for approval.

Phased implementation

30. Following the approval by the General Assembly of the mobility framework, a preparation phase would be necessary prior to implementation. For the mobility policy to be introduced successfully, it would have to be possible to manage positions in Umoja and data regarding staff members would have to be verified and developed. Should the mobility policy be adopted during the main part of the sixty-eighth session, the preparation phase would begin in January 2014 and the implementation phase, which would be carried out in stages, by job network, would begin in October 2015. The first job network to be affected would be the public information and external relations network (POLNET). The policy would be rolled out to all job networks by 2019.[10]

31. Details of the projects to be undertaken during the preparation phase can be found in A/67/324/Add.1.

IV. Alternative approach to mobility

32. The Secretary-General remains convinced that, to realize the systemic benefits that mobility can bring to an organization, a minimum amount of change in positions should be required through the use of maximum position occupancy limits, which would require staff to change position periodically. The General Assembly,

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[10] The proposed sequence would be as follows: POLNET: October 2015; MAGNET and ITECNET: July 2016; SAFENET: January 2017; ECONET: July 2017; INFONET: January 2018; LEGALNET: July 2018; and CONFERENCENET: January 2019.

however, has requested the Secretary-General to outline an alternative proposal, in addition to the proposed mobility and career development framework, that, inter alia, incorporates revised incentives and approaches that promote geographic mobility, especially in field-oriented job families (see resolution 67/255, para. 59). Currently, many financial incentives for mobility exist. Additional financial incentives were considered in this context, but the options were either not within the purview of the Secretariat or were considered insufficient to provide real motivation.

33.   As with the original and refined proposals, the alternative approach would apply to all internal, internationally recruited staff. Since it is a non-managed system without maximum position occupancy limits, however, staff would not be required to change position at regular intervals. All staff would, instead, be encouraged to be mobile through the means set out below.

Geographic move requirements

34.   As in the original and refined framework, one geographic move would be required for eligibility to the P-5 level. In addition, under this approach a second geographic move would be required for eligibility to the D-1 and D-2 levels.

35.   To further encourage geographic movement, and thus promote greater burden-sharing and transfer of knowledge between headquarters and the field, staff in positions belonging to job families in which more than 30 per cent of staff are located in C, D or E locations[11] would be required to serve in those locations in order to be eligible for positions at the P-5 level and above.[12] For staff members in positions belonging to job families in which more than 30 per cent of staff are located outside of H duty stations, service in a non-H duty station would be required for eligibility to positions at the P-5 level and above.

Liens

36.   In order to encourage staff mobility, liens on posts would continue to be allowed, but for a period of two years. The two-year period is intended to ease the administrative burden that short-term liens create for managers who have to identify suitably qualified candidates to fill the positions temporarily.

Strategic staffing

37.   In order to make more strategic decisions on staffing, job network boards or the senior review board, rather than individual hiring managers, would make selection recommendations (as in the refined proposal). All available positions would be advertised during staffing exercises and would be open to both internal and external candidates. (Because there would be no position occupancy limits, there would be no managed lateral reassignment programme.) The details of how the boards, the central review bodies and the network staffing teams would work are the same as those set out above.

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[11] For example, more than 30 per cent of staff in Professional and Director positions in civil affairs, electoral affairs, engineering and logistics serve in C, D or E duty stations.

[12] If the staff member is applying for a P-5 position in a C, D or E duty station, it would be considered that he or she has met the requirements.

V. Benefits of mobility

38.   As outlined in the Secretary-General's original proposal (see A/67/324/Add.1, sect. V), greater mobility can provide many benefits to the Organization. A managed approach to mobility seeks to realize these benefits by ensuring that staff regularly change position and by addressing the trend of staff staying for long periods in difficult duty stations (see annex II). Position occupancy limits are used to ensure that all internationally recruited staff change position periodically, while centralized job network boards would allow for a more strategic approach to the selection and reassignment of staff than is possible under the current system, which leaves decisions to individual hiring managers. In combination, these two aspects ensure that the benefits outlined below can be reaped systematically. While the Secretary-General believes that the original proposal was preferable in terms of achieving the systemic benefits of mobility, the refined approach presented above continues to yield the following specific benefits.

A more globalized workforce

39.   The refined framework would help staff gain skills and experience in different parts of the Organization, allowing greater knowledge transfer between Headquarters, offices away from Headquarters, regional commissions and different types of field operations. This, in turn, would improve the Organization's capacity to fulfil its mandates more efficiently and competently. Staff with more experience and who have benefited from broader exposure to the Organization owing to movement among different types of duty stations would also help build a managerial culture based on a broader and more holistic understanding of the Organization.

More strategic placement

40.   Under the current system, the hiring manager, the head of department and the central review bodies review posts on a case-by-case basis. In other words, posts are advertised one at a time and the applicants to each post are considered in isolation by individual hiring managers, without regard for the overall needs of the Organization or other opportunities for which the applying staff member might be well suited. Under the new system, the boards would be able to have a more strategic and global overview because they would be considering all available positions and all staffing options at the same time. Because they would have a more holistic view of the Organization's needs than individual hiring managers, the boards would be better able to ensure that the right staff move to the right place at the right time.

More equitable burden-sharing

41.   At present, staff in D and E locations tend to move to other D and E locations, and staff in H locations tend to move between H locations (see annex II, para. 5). Much can be done to improve burden-sharing by making more strategic decisions about where staff move to when they move geographically. Boards can aim to change the existing pattern of movement when making selection and reassignment recommendations. When making decisions with respect to a group of equally qualified candidates, the boards would take into account the organizational priorities described above, which include moving applicants between family and non-family duty stations and between duty stations.

Improved vacancy management

42. Another advantage of the refined proposal is that vacancy rates would be more even across the Secretariat, as the relevant board would be able to review staff applications and available positions holistically. Under the current system, a staff member applying to several positions may be selected by more than one hiring manager (this might happen at the same time or at different points in time) and the staff member decides which offer to accept. Usually, the first offer made is the one accepted, even if that is not the best outcome for the Organization as a whole or, indeed, the best career move for the staff member. Under the refined system, a staff member could still apply to several vacancies or encumbered positions but the Board would decide the position for which the applicant would be selected, bearing in mind the overall interest of the Organization and job network.

Reduced burden of staffing-related tasks for managers

43. With boards and network staffing teams, rather than individual hiring managers, evaluating applicants and making selection and reassignment recommendations, hiring managers would have to spend far less time on staffing-related tasks, which would allow them to devote more time to substantive areas of work. Managers would, however, still be engaged in the staffing process, as they would have the opportunity to describe the needs and critical requirements of the position at the outset. Moreover, managers would be able to express their views and make preliminary recommendations regarding candidates on the list prepared by the network staffing teams.

44. Prior to the deployment of Inspira, the Field Personnel Division conducted an analysis of the time spent on recruitment and found that hiring managers spent approximately 28 hours on such tasks per advertised vacancy for which they were responsible. This included developing the job opening and evaluation criteria, assessing and comparing applicants and preparing the related documentation. In addition, other staff members also participate in interview panels and administrative assistants deal with much of the documentation and organization of the process. Under the refined mobility policy, most of this work would instead be conducted by dedicated network staffing teams and job network boards.

Enhanced career development

45. Under the refined proposal, position occupancy limits would ensure that all staff change position periodically, thereby broadening career opportunities for serving staff. It is highly likely that staff who participate in the lateral reassignment programme would be placed elsewhere, which would reduce the risks of staff getting "stuck". Staff would also benefit from the advice of network staffing officers on their careers and on additional experience and skills that might be required for future positions.

46. Managed mobility would also complement the Secretariat-wide learning and career support strategy, which seeks to support staff in the acquisition of new skills, knowledge and experience in the Organization, while ensuring that the career development of individual staff is aligned with organizational needs. This would be far easier to achieve if decision-making were centralized and boards could make decisions about the movement of staff across departments, functions and duty

stations, with a view to meeting the interests of both the Organization and the staff member.

Improved individual performance

47. When staff remain in the same position for too long they can become demotivated and their job satisfaction and performance decline over time. Various studies have outlined the positive impact of changing roles, functions or jobs on employee engagement and satisfaction over time. Position occupancy limits would ensure that all staff change position at regular intervals, leading to improved individual performance.

Ability of alternative approach to deliver benefits

48. The Secretary-General believes that only a managed system can achieve the full benefits of mobility. A voluntary system as set out in the alternative approach would not yield the same benefits, for a number of reasons. Principally, in the absence of position occupancy limits, staff would not be required to change position regularly. As a result, staff would be able to choose to remain in their position, thereby reducing other staff members' opportunities for movement. Without lateral reassignment processes, there would also continue to be the concern for staff members of getting "stuck". The alternative approach would therefore not produce the desired impact as, without position occupancy limits, staff would neither be required to move periodically nor be subject to reassignment. This approach would therefore not provide as many opportunities for staff to change positions. As a result, the objectives of individual career and skills development, burden-sharing and the transfer of knowledge through movement of staff would be limited.

VI. Additional information requested by the General Assembly

Knowledge management

49. To respond to the request of the General Assembly and address concerns about the loss of knowledge that could arise from staff members changing positions (see resolution 67/255, para. 57 (h)), the Secretary-General recommends that a knowledge management strategy be implemented across the Secretariat. This would require that standard operating procedures be created for recurring activities and that departing staff write hand-over notes and end-of-assignment reports and conduct exit interviews. This would be done through the use of simple templates and tools, many of which are already being used in various parts of the Organization. These measures would ensure that institutional knowledge is maintained when staff members leave the Organization or take up a new position, ensuring the transfer of knowledge to new staff members and smooth transition between individuals and within teams.

Impact on gender parity objectives

50. The General Assembly requested that an analysis be carried out of the framework's implications for gender parity (see resolution 67/255, para. 57 (e)). The refined framework has been designed to provide flexibility to staff members. While position occupancy limits would require staff members to change position periodically, staff would only be required to make a geographic move in order to be

eligible for positions at the P-5 level and above, and that move may take place at any point in their career within the common system. Given that caring for children and the elderly tends to impact women disproportionately, the approach would allow female staff members to have flexibility in choosing when and where to move geographically.

51. In terms of selection and reassignment decisions, the job network boards would take into account, when deciding among equally qualified candidates, how well departments and offices have performed with respect to their gender targets. A focal point for women would participate in each of the boards as an ex officio member. The gender ratio of specific departments could change, as staff could move across departments and offices through the lateral reassignments process. However, the reassignment process would not change the overall gender ratio of the Organization, as only regularized staff would be subject to reassignment. When external candidates are selected against vacant posts in the Organization, however, the gender ratios of departments and of the Organization as a whole could be affected, just as they are under the current staff selection system. The overall impact on gender parity, however, is unpredictable, as staff members can choose which positions to apply for and when to leave the Organization. However, it is anticipated that improved career support and greater career development opportunities could result in improved retention of female staff, thus leading to progress towards gender targets. In addition, the ability of the boards to take centralized decisions that ensure women have career enhancing opportunities should ultimately help improve the representation of women at senior levels.

Impact on geographic distribution

52. The General Assembly requested that an analysis be carried out of the framework's implications for geographical distribution (see resolution 67/255, para. 57 (j)). The job network boards would, when deciding among equally qualified candidates, take into account departmental geographical representation targets and performance. The Organization's policy is that geographic distribution applies only to established posts under the regular budget and that geographic status is only attributable to such posts. Consequently, changes to the Organization's geographic distribution are unpredictable, as these are dependent on the incumbency of geographic posts that would be affected by each selection and reassignment exercise in the same manner as the current staff selection system.

Impact on the administration of justice system

53. The General Assembly requested that the Secretary-General provide an assessment of the potential burden of mobility-related claims on the Organization's system of administration of justice and proposals for limiting any such burden, bearing in mind obligations and liabilities arising from the existing contractual arrangements (see resolution 67/255, para. 57 (k)).

54. At present, the majority of appeals considered by the United Nations Disputes Tribunal relate to administrative decisions taken on appointment-related matters. The Office of the United Nations Ombudsman and Mediation Services too has reported that issues related to job and career continued to be dominant and were among the top concerns at the field level (A/66/224, para. 59). While many of the complaints from staff in the Secretariat resulted from frustration over the lack of

career development and distrust of the selection process, the Office of the Ombudsman also highlighted concerns of field staff who had served in the same mission for years, including at hardship duty stations, with no career prospects or opportunities for change, including lateral transfers (A/66/224, paras. 60 and 65). Thus, while there will always be the possibility of appeals in any system, the proposed mobility system may address some of the systemic issues that currently lead to complaints and appeals by staff.

55.   The proposed mobility system would allow staff to choose voluntarily which vacant positions to apply for and to choose whether to opt into the reassignment exercise. Staff would be able to apply voluntarily for positions that would lead them to move between roles, functions, departments or duty stations. They would not be required to move geographically unless they wished to be eligible for senior positions or if they participate in the reassignment exercise and are not matched to one of their preferred positions but are, instead, reassigned to a different duty station. Decisions on selection and reassignment based on the review of a board (for external vacancies, such review would be done by a central review board) may be perceived by staff as more fair and transparent than decisions made by individual hiring managers, thereby addressing some of the issues of distrust of the current staff selection system as identified by the Office of the Ombudsman.

56.   All staff members, including those holding permanent appointments, are subject to staff regulation 1.2 (c) regarding the authority of the Secretary-General to assign staff to any of the activities or offices of the United Nations. This clause has been incorporated into fixed-term and continuing appointments, which specify the following:

> In accordance with staff regulation 1.2 (c), staff members are subject to the authority of the Secretary-General and to assignment by him or her to any of the activities or offices of the United Nations. In this context, all staff members are required to move periodically to new positions, organizational units, duty stations or occupational groups in accordance with established rules and procedures.

57.   A culture of mobility is also being fostered through the Young Professionals Programme, which requires mandatory rotation at the second assignment, which may involve a geographical move. This mobility requirement is stipulated in the offer of appointment and letter of appointment.

58.   While the mobility framework has some elements that may address issues currently leading to appeals, as with any new policy, there may be questions of interpretation or dissatisfaction with individual cases that could result in appeals. The goal will be to ensure that these are swiftly handled and that lessons learned are incorporated into the operation and management of the mobility system.

VII. Criteria, indicators and targets

59.   In the original proposal several indicators were defined to help measure the success of the proposed framework and assess the extent to which the strategic objectives of mobility were achieved. These indicators have been updated and supplemented in response to the request of the General Assembly for quantifiable key performance indicators and targets for the goals, as stated in the mobility and

career development framework, including more equitable burden-sharing and the provision of equitable opportunities for international staff in hardship and headquarters duty stations (see resolution 67/255, para. 57 (i)). These indicators and targets will also assist the Organization to identify improvements and refine the framework going forward.

60. The long-term targets are outlined below. Given that the mobility policy, if adopted, would be implemented in phases, not all the targets would be met in the first year of implementation. Measurable progress towards these targets would, however, be monitored during the initial years of implementation for those job networks to which the new policy is applied. Interim targets, in the form of a year-on-year reduction of 20 per cent in the gap between the baseline and the ultimate targets, could be established for job networks affected by the policy.

61. In addition to the indicators below, other indicators that would make it possible to measure progress towards the objective of a global, adaptable and dynamic workforce could be developed and tracked once Umoja has been fully deployed and stabilized, including to monitor the number of staff who have changed role or function. Used in conjunction with the indicators below, such additional indicators would help to measure the overall growth in all kinds of mobility throughout the Organization.[13]

62. The quantitative indicators set out below would also be supplemented with qualitative information obtained from surveys of staff, hiring managers and senior managers. The results of these surveys would be compared to the results of the survey conducted in January 2012 on issues such as staff members' interest in changing position, their reported ability to do so, their satisfaction with their career development and so on.

63. The successful administration of the policy would also be measured, for example, by tracking the time taken for each step of the new staffing process, monitoring the number of requests for exceptions filed with the special constraints panel and the number of those requests that are granted.

Indicator 1: increased predictability and stability in staffing

64. Indicator 1 will be measured by comparing budgetary vacancy rates throughout the Secretariat (budgetary vacancies are posts against which no staff member has active incumbency) and assessing if such rates have become more even across the Secretariat owing to a more strategic deployment of staff by boards. Table 1 below shows the average vacancy rates for regular budget posts in the Professional category and higher at Headquarters, the main offices away from Headquarters and the regional commissions in 2012. Table 2 shows the corresponding figures for field operations as at 30 June 2013.

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[13] The Integrated Management Information System (IMIS) does not contain information on staff roles or functions, which is why baseline data on these types of position changes cannot be obtained at this time.

Table 1
Vacancy rates for regular budget posts in the Professional category and higher at Headquarters, the main offices away from Headquarters and the regional commissions, 2012

	Vacancy rate (percentage)	No. of approved posts
Main office		
Vienna	5.7	183
Geneva	7.2	1 075
Nairobi	9.7	192
New York	7.6	2 123
Total, main office	**7.5**	**3 573**
Regional commission		
Economic Commission for Africa	14.5	239
Economic and Social Commission for Asia and the Pacific	12.0	194
Economic Commission for Europe	6.5	125
Economic Commission for Latin America and the Caribbean	7.3	216
Economic and Social Commission for Western Asia	18.0	118
Total, regional commissions	**11.5**	**892**

Table 2
Vacancy rates in the Field Service and Professional categories and above in field operations as at 30 June 2013

Selected missions and offices[a]	Vacancy rate (percentage)	No. of approved posts
United Nations Integrated Peacebuilding Office in the Central African Republic	12.9	70
United Nations Office in Burundi	13.2	53
Cameroon-Nigeria Mixed Commission	10.0	10
United Nations Mission for the Referendum in Western Sahara	6.0	100
United Nations Stabilization Mission in Haiti	14.6	506
United Nations Organization Stabilization Mission in the Democratic Republic of the Congo	11.3	1 120
Office of the Joint Special Representative of the United Nations and the League of Arab States for Syria	35.4	48
United Nations Operation in Côte d'Ivoire	6.6	452
Office of the Special Envoy for Haiti	62.5	16
Office of the Special Envoy for the Sudan and South Sudan	16.7	6
Office of the Special Adviser of the Secretary-General on Cyprus	18.8	16
Office of the Special Adviser of the Secretary-General on Yemen	42.9	7
United Nations Assistance Mission in Afghanistan	14.3	448
United Nations Assistance Mission for Iraq	12.8	397

Selected missions and offices[a]	Vacancy rate (percentage)	No. of approved posts
African Union-United Nations Hybrid Operation in Darfur	17.2	1 285
United Nations Disengagement Observer Force	14.6	48
United Nations Peacekeeping Force in Cyprus	5.3	38
United Nations Interim Force in Lebanon	12.3	373
United Nations Integrated Peacebuilding Office in Guinea-Bissau	23.4	64
United Nations Integrated Peacebuilding Office in Sierra Leone	0.0	33
United Nations Interim Security Force for Abyei	20.5	127
United Nations Logistics Base at Brindisi, Italy	11.6	129
United Nations Interim Administration Mission in Kosovo	21.0	162
United Nations Mission in South Sudan	15.4	1 018
United Nations Military Observer Group in India and Pakistan	3.8	26
United Nations Office to the African Union	7.5	40
United Nations Regional Office for Central Africa	21.1	19
United Nations Office for West Africa	0.0	23
United Nations Regional Centre for Preventive Diplomacy for Central Asia	12.5	8
United Nations Representative to the Geneva International Discussions	14.3	7
Office of the United Nations Special Coordinator for the Middle East Peace Process	17.6	34
Office of the United Nations Special Coordinator for Lebanon	4.8	21
United Nations Support Mission in Libya	15.7	172
United Nations Support Office for the African Union Mission in Somalia	8.5	223
United Nations Truce Supervision Organization	12.4	105

[a] Current field operations that have been in existence for a year or longer.

Indicator 2: more equitable sharing of the burden of service in difficult duty stations

65. As indicated in the original proposal, indicator 2 will be measured by monitoring the number of staff who have served for long periods in D or E hardship locations (see A/67/324/Add.1, para. 70). Table 3 provides a breakdown of the number of staff with at least five years of continuous service in D and/or E hardship locations as at 30 June 2012 and indicates the long-term targets. These targets have been developed on the basis of the current distribution of staff in the Professional, Director and Field Service categories among the various hardship locations.

Table 3
Staff with five or more years at D or E hardship locations as at 30 June 2012

Category	No. of staff in a hardship location	No. of staff with five or more years in a hardship location	Percentage of staff with five or more years in a hardship location	Target (percentage)
Director	58	31	53	0
Professional	945	478	51	0
Field Service	1 759	1 017	58	30

Source: IMIS.
Note: Only staff with five years of continuous service in the Secretariat were considered. Staff on temporary contracts, in tribunals and administered by UNDP were excluded.

Indicator 3: an increase in senior managers with geographic mobility

66.   At present, 48 per cent of staff at the P-5 level, 43 per cent of staff at the D-1 level and 35 per cent of staff at the D-2 level have a geographic move[14] recorded in the Integrated Management Information System (IMIS). Table 4 provides details concerning senior managers who had made a geographical move as at 30 June 2012. Geographic mobility will be a requirement to reach senior levels under the proposed framework, which is why the long-term target would be for 100 per cent of staff at the P-5, D-1 and D-2 levels who occupy rotational positions and have five years of continuous service to have been geographically mobile. Given that transitional measures will be in place until the end of 2019 (see A/67/324/Add.1, para. 56) and taking into account the projected retirement dates, it might take several years to reach this target. Progress towards the target of 100 per cent would be measured each year and the impact of the transitional measures could be monitored.

Table 4
Senior managers who had made a geographical move as at 30 June 2012

Level	No. of staff[a]	No. of staff who had made a geographical move	Percentage of staff who had made a geographical move	Target (percentage)
D-2	167	58	35	100
D-1	475	204	43	100
P-5	1 573	750	48	100

Source: IMIS.
Note: Includes country changes from 30 March 2000 to 30 June 2012 as recorded in IMIS. Staff on temporary contracts, in tribunals and administered by UNDP were excluded.
   [a] Current numbers include staff who may be serving in posts that will be classified as non-rotational. The base number may therefore change.

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[14] As indicated in the original proposal (A/67/324/Add.1, para. 71), geographic mobility is defined as movement between two duty stations in different countries, with continuous service of at least one year in each duty station.

Indicator 4: an increase in the proportion of staff in family duty stations appointed from a non-family duty station

67. As requested, two additional indicators have been developed to measure progress towards the objective of burden-sharing. Indicator 4 will be measured by monitoring the proportion of appointments and reassignments between family and non-family duty stations. Table 5 below provides the total number of staff appointed to a family duty station and the proportion appointed from a non-family duty station between 1 July 2011 and 30 June 2012, as well as the targets.

68. These long-term targets have been set based on the current distribution of staff among family and non-family duty stations. The intention behind the targets is to ensure that the proportion of appointments from non-family to family duty stations mirror the current distribution of staff members (in other words, since 18 per cent of Directors are currently in non-family duty stations, then 18 per cent of the appointments should be from non-family duty stations in order to facilitate burden-sharing).

Table 5
Moves to family duty stations from non-family duty stations, 1 July 2011 to 30 June 2012

Category	No. of staff appointed to a family duty station[a]	No. of staff appointed from a non-family duty station to a family duty station	Percentage of staff appointed from a non-family duty station to a family duty station	Target (percentage)
Director	98	2	2	18
Professional	1 454	56	4	22
Field Service	244	34	14	69

Source: IMIS.
  [a] Includes appointments of one year or longer. The following appointment types were included: transfers, promotions, reappointments and initial appointments.

Indicator 5: an increase in the proportion of staff in non-family duty stations appointed from a family duty station

69. The second indicator developed to assist in monitoring burden-sharing looks at how many staff members move from family to non-family duty stations. Table 6 below shows the proportion of staff from family duty stations who were appointed to non-family duty stations, as well as the targets for each category of staff. These targets are based on the current distribution of staff among family and non-family duty stations.

Table 6
Moves to non-family duty stations from family duty stations, 1 July 2011 to 30 June 2012

Category	No. of staff appointed to a non-family duty station	No. of staff appointed from a family duty station to a non-family duty station	Percentage of staff appointed from a family duty station to a non-family duty station	Target (percentage)
Director	29	7	24	82
Professional	368	62	17	78
Field Service	388	60	15	31

VIII. Direct and indirect costs of implementing the managed mobility framework

70. The General Assembly requested a comprehensive analysis of the costs of the mobility policy (resolution 67/255, para. 57 (g)). Many moves that provide value in terms of delivering the benefits of mobility, such as changes in role, function or department/office, do not have a direct cost as they do not involve a change in duty station.

Direct costs of geographic moves

71. As set out in the original proposal, direct costs of mobility arise only when staff move duty station (see A/67/324/Add.1, paras. 57-59). Many variables affect how much a move costs. One-time costs for geographic moves include the relocation grant (lump-sum option for unaccompanied shipments), the assignment grant and travel costs. Recurrent costs include the mobility allowance and the non-removal allowance. The actual figures involved change depending on the profile of the staff member (e.g. his or her level and grade, whether he or she is single or has dependants, the number of children involved, if any, etc.), the category of the duty station to which the staff member is relocating, the duration of the assignment and the number of previous assignments undertaken by the staff member.

72. By way of example, for a single staff member at the P-4 (step 6) level who has already moved once and now moves from New York to Bangkok for a two-year assignment, the estimated costs would include $10,000 (relocation grant), $16,600 (assignment grant), $3,200 (travel costs), $4,000 (non-removal allowance over two years) and $12,320 (mobility allowance over two years), for a total of $46,120 (amortized over two years to give an annual cost of $23,060). If that staff member had a dependent spouse and two children, the total cost would rise to an estimated $78,000 (annual cost $39,000). For a five-year assignment, the cost for the single staff member would total approximately $80,100, while for the staff member with a dependent spouse and two children the cost would be around $119,500 (annual costs of $16,020 and $23,900 respectively).

73. The above breakdown gives an example of one move. Calculations indicate that the indicative cost of a move across the whole Organization is around $88,000.

Indirect costs of administering the managed mobility framework

74.   Under the mobility policy, a staff member would only move to a new position, either as a result of reassignment or following selection for a vacant position, if he or she meets the requirements of that position, as is the case today. Accordingly, mobility is not expected to result in additional or new substantive or technical training requirements for staff. With more regular changes of position occurring throughout the Secretariat, there is a need for more systematic knowledge management, as outlined in paragraph 48 above, to maintain institutional memory and ensure that new staff are quickly integrated into the work of the office. This is not expected to require additional resources.

75.   Similarly, as part of the revised career support and learning strategy, resources for induction training are being reallocated to more systematic guidance and virtual tools, with a reduction in face-to-face training. This will ensure that staff across the Secretariat have access to harmonized and consistent inductions when moving to a new department or duty station. Implementation of the new induction strategy is currently under way and adoption of the mobility policy is not expected to result in additional or new resource requirements.

76.   A key issue highlighted by staff in the mobility survey was the need for improved information and support for staff and their families, particularly working spouses, to ease the transition when changing duty stations. To improve staff support, the Office of Human Resources Management is developing tools to provide staff and their families with up-to-date and accurate information about duty stations (including about schools, medical facilities, safety and security and other issues related to relocation), United Nations administrative processes when moving and information on requirements and opportunities for spouses seeking non-United Nations employment at the new duty station. In doing so, the Office of Human Resources Management is making use of existing best practices and, where appropriate, collaborating with agencies, funds and programmes to create cost efficiencies. Access to United Nations training opportunities, including Skillport e-learning or relevant language classes, is expected to be on a cost-recovery basis.

77.   These improvements in staff support, induction and knowledge management are being implemented on an ongoing basis and within existing resources. Approval of the mobility policy is not expected to result in additional resource requirements or administrative costs in these areas.

78.   The resource requirements needed to support the administration of the mobility policy, such as the retooling of Inspira, will be met from existing resources. In terms of human resources, the requirements will be met through the redeployment and reprofiling of current human resources capacities across the Secretariat. Adoption of the proposed refined or alternative mobility models will require different support structures, for instance through the creation of teams of network staffing officers to carry out the staffing and career support functions. This will involve redeploying resources from current structures towards the network staffing teams.

Future costs

79. Assuming that job network boards can redirect duty station moves to achieve the targets outlined above,[15] it is theoretically possible to achieve the targets outlined in section VII, which aim at improving burden-sharing (by reducing the number of staff who spend more than five years in D or E duty stations and increasing the proportion of staff moving between family and non-family duty stations) and ensuring that senior managers (P-5 and above) have a geographic move, within the current average number of duty station moves. At present, an average of around 1,635 moves per year are made by internationally recruited staff, with annual fluctuations.[16] It is not about increasing the number of moves, but making them more strategic.

80. This scenario would indicate that average future costs would broadly be the same as they are today. In this regard, paragraphs 60 and 61 of the original proposal indicated that expenditures for the preceding two years had totalled $301.8 million,[17] meaning an annual expenditure of around $150.9 million (with the caveat that expenditures quoted for the field included new and transferring staff).

81. That said, many factors drive the costs of mobility (A/67/324/Add.1, para. 62-66). Because the proposed system is self-initiated, the number and type of geographic moves that will be undertaken in future cannot be firmly established in advance. However, under a managed mobility policy, it is possible that geographic moves may increase. For the purposes of illustration, if there were to be an increase of 20 per cent in geographic moves over the current average number of moves, that would indicate an increase of around $28.2 million, which would be split between the various sources of funding, depending where the moves took place.[18]

IX. Conclusion

82. The overarching objective of a comprehensive career development and mobility framework is the development of a truly global international civil service with the highest standards of performance, capable of effectively and efficiently responding to the evolving mandates of the Organization.

83. The Secretary-General is convinced that the benefits of mobility will only truly be realized through a managed system. Accordingly, the Secretary-General

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[15] Several assumptions were made in assessing the number of duty station moves required to achieve these targets, including that the job network boards are able to redirect the existing pattern of duty station moves towards achieving the targets. Many factors, however, including which positions staff members apply for, whether the staff member's skills match the proposed positions and whether requests for exceptions are approved by the special constraints panel, among others, will affect the ability of the job network boards to select and/or reassign staff in a manner that achieves these targets.

[16] The average number of moves is based on a five-year average. See annex II, para. 3, for detailed information.

[17] Calculated by summing up $36.1 million under the regular budget and extrabudgetary resources for the biennium 2010-2011 and $243.6 million under peacekeeping and $22.1 million under special political missions for the financial periods 2009/10 and 2010/11.

[18] Based on past patterns, between 10 and 15 per cent of costs would be covered by the regular budget. However, given that under the managed approach the intention would be to redirect the pattern of movement, this figure could change.

requests that Member States give full consideration to approving the original framework or, alternatively, the refined framework. The Secretary-General will report regularly on progress made in the implementation of the present report, starting at the sixty-ninth session of the General Assembly.

X. Action to be taken by the General Assembly

84. **The General Assembly is requested to approve a managed career development and mobility framework on the basis of the framework set out in A/67/324/Add.1 and the information provided in the current report.**

Annex I

Summary of action taken to implement the requests regarding mobility made by the General Assembly in its resolution 67/255, section IV, and requests and recommendations of the Advisory Committee on Administrative and Budgetary Questions endorsed by the Assembly

A.   General Assembly

Reference in resolution	*Request to the Secretary-General*	*Action taken to implement request*

General Assembly resolution 67/255, human resources management

Section IV   **Mobility**

Paragraph 55	*Also recalls* paragraphs 19 to 21 of the report of the Secretary-General (A/67/324/Add.1) and paragraph 84 of the report of the Advisory Committee, notes in this regard that the scope of the mobility policy has yet to be determined, and requests the Secretary-General to continue to refine the scope of the proposed mobility and career development framework on the basis of the current proposals, taking into consideration the career profile of the United Nations;	See the present report.
Paragraph 57 (a)	*Requests* the Secretary-General to provide to the General Assembly for its consideration, no later than at the main part of its sixty-eighth session, a comprehensive report, with the aim of further refining the proposed mobility policy, which should cover, inter alia, the following items: Accurate and reliable historical data on staff mobility patterns;	See annex II of the present report.
Paragraph 57 (b)	A detailed analysis of the impact of the mobility and career development framework on the selection and recruitment system, including external recruitment, as well as options that could mitigate any possible negative effects in this regard;	See paragraphs 8 and 9 of the present report.
Paragraph 57 (c)	The expected number and configuration of the job network boards and special constraints panels and their precise roles,	See paragraphs 17 to 29 of the present report.

Reference in resolution	*Request to the Secretary-General*	*Action taken to implement request*
	the functions and authority of the network staffing officers, the role of staff representatives and the terms of reference, rules of procedure and operating guidelines of the job network boards, taking into account the role of the Secretary-General as chief administrative officer of the Organization, and the maintenance and preservation of management's final decision-making authority in respect of placement recommendations and actions thereon, as well as clear mechanisms that ensure the accountability of job network boards and hiring managers, as well as of the Secretary-General, including in matters of equitable geographical distribution for fulfilling the human resources management recruitment parameter set by the Charter and the General Assembly and for the delivery of mandates;	
Paragraph 57 (d)	The criteria to be used by the special constraints panel for granting exemptions from reassignment;	See paragraphs 26 to 29 of the present report.
Paragraph 57 (e)	An analysis of the implications of the mobility and career development framework for gender parity, particularly for women from developing countries, including a plan on achieving the gender balance target;	See paragraphs 50 and 51 of the present report.
Paragraph 57 (f)	A comprehensive list of the number and type of positions that will be non-rotational;	See paragraph 14 of the present report.
Paragraph 57 (g)	A comprehensive analysis of the projected administrative and financial implications, including direct and indirect costs, of the mobility policy for all duty stations over the medium term, including training costs, taking into account current and immediate past patterns of mobility, the likely patterns of mobility based on the total number of staff who will be subject to the policy and workforce planning;	See paragraphs 70 to 81 of the present report.
Paragraph 57 (h)	A strategy for the maintenance of institutional knowledge retention, as well as an analysis of the possible effects on mandate delivery of increased turnover and potential outflow of staff, taking into account the effects of minimum and maximum post occupancy limits;	See paragraph 49 of the present report.

Reference in resolution	Request to the Secretary-General	Action taken to implement request
Paragraph 57 (i)	Quantifiable key performance indicators and targets for the goals, as stated in the mobility and career development framework, including more equitable burden-sharing and the provision of equitable opportunities for international staff in hardship and headquarters duty stations;	See paragraphs 59 to 69 of the present report.
Paragraph 57 (j)	An analysis of the possible impact of the proposed mobility policy on the geographical distribution of staff;	See paragraph 52 of the present report.
Paragraph 57 (k)	An assessment of the potential burden of mobility policy-related claims in the system of administration of justice of the Organization and proposals for limiting any such burden, bearing in mind obligations and liabilities arising from the existing contractual arrangements;	See paragraphs 53 to 58 of the present report.
Paragraph 59	*Requests* the Secretary-General to outline and present to the General Assembly at its sixty-eighth session an alternative proposal, in addition to the proposed mobility and career development framework, that, inter alia, incorporates revised incentives and approaches that promote geographic mobility, especially in field-oriented job families.	See paragraphs 32 to 37 of the present report.

B. Advisory Committee on Administrative and Budgetary Questions

Reference in the report of the Advisory Committee	Request/recommendation	Action taken to implement request/recommendation

Report of the Advisory Committee on Administrative and Budgetary Questions, A/67/545

Mobility

Paragraph 70	Since the framework proposed in the Secretary-General's present report goes beyond a purely voluntary system, the Committee takes the view that more information and analysis should have been provided to justify the move towards a managed system.	See paragraphs 6 and 48 of the present report.

Reference in the report of the Advisory Committee	*Request/recommendation*	*Action taken to implement request/recommendation*
Paragraph 71	The Committee is also of the view that further explanation is needed of how the proposed framework dovetails with other ongoing management reform initiatives.	There are four interlinked transformative management initiatives under way in the Secretariat: mobility, Umoja, the International Public Sector Accounting Standards and the global field support strategy. Together, these initiatives will change how the United Nations does business by making the management of financial, human and physical resources more streamlined and strategic, improving transparency and internal controls and, ultimately, helping to make the Organization truly global and modern.
Paragraph 78	The Committee recommends that the General Assembly request the Secretary-General to provide the relevant data, validated if necessary by the Board of Auditors, as part of the comprehensive report referred to in paragraph 136 below.	See annex II to the present report.
Paragraph 81	In the Advisory Committee's view, the impact of the proposed mobility and career development framework will vary depending on staff members' appointment type (fixed-term, continuing or permanent). The General Assembly may wish to request the Secretary-General to explore this issue in more depth in his next report on this question.	See paragraphs 11 to 14 of the present report for the scope: the framework will apply to staff members with fixed-term, continuing and permanent appointments.
Paragraph 84	However, the Committee is disappointed to learn that the Secretary-General did not better define the scope of his proposal by identifying the number and precise type of positions, given the significant impact of this aspect of the proposed framework on its overall effectiveness. The Committee recommends that the General Assembly request the Secretary-General to complete that work as a matter of priority and to present the results to the Assembly in his next report on this question.	See paragraph 14 of the present report.

Reference in the report of the Advisory Committee	*Request/recommendation*	*Action taken to implement request/recommendation*
Paragraph 87	The Advisory Committee considers that, while the mobility and career development framework proposed by the Secretary-General may contribute to alleviating the situation of Professional staff who have served in hardship duty stations for long periods of time without being able to move, it does not fully address the issue of sharing the burden of service in hardship duty stations, given that the majority of Field Service positions are in category D and E duty stations and that staff occupying those positions therefore have only limited opportunities to rotate out of those duty stations. While acknowledging that some relief may be provided to Field Service staff if they are able to change duty station, albeit by moving from one D or E location to another, the Committee believes that further consideration should be given to this aspect of the proposal.	See paragraph 65 of the present report. As the Field Service category of staff was conceived for field service, movement of staff in that category is indeed mostly limited to field duty stations. However, the actual distribution of staff in the Field Service category among family and non-family duty stations (as at June 2012, 2,599 Field Service staff were serving in D and E duty stations, while 1,521 such staff were serving in H, A, B and C duty stations) does not mean that there will be no burden-sharing for staff in that category. It will just take them more time than it would take staff members in the Professional category to move from a non-family duty station to a family duty station, given that there are fewer posts in family duty stations for Field Service staff (hence the target of 30 per cent in paragraph 65 for Field Service staff who have spent five years or more in a hardship location).
Paragraph 88	The Advisory Committee recommends that the General Assembly request the Secretary-General, when making selection decisions, to give, with immediate effect, priority among internal candidates to staff who have served in hardship duty stations for long periods of time without being able to move, and to propose subsequently any additional measures he deems necessary to address this situation to the Assembly in the context of his next report on this question.	The discussions in the General Assembly indicated that there was no consensus on this recommendation. It is therefore addressed in the context of the current proposal (see paragraph 24 of the present report) for further consideration by the Assembly.
Paragraph 92	With regard to the minimum occupancy limit … the Committee is of the view that one year is not sufficient to allow staff members to reach their full potential in a new position. It may also lead to a renewed increase in turnover rates, particularly in peacekeeping missions, where those rates have recently begun to come down (see A/66/718, paras. 42 and 43) and, if robust systems for the transfer of knowledge are not in place, a concomitant erosion of institutional memory.	See paragraph 49 of the present report.

Reference in the report of the Advisory Committee	*Request/recommendation*	*Action taken to implement request/recommendation*
Paragraph 96	The Advisory Committee takes the view that further clarity is needed on the expected number and configuration of job networks and on how they would be phased in. More information on how the teams of network staffing officers would be established, as well as a more detailed explanation of their precise role, functions and authority, is also required. The Committee also considers it important that additional network-specific mobility requirements be clearly defined before a final decision is taken on the proposed framework. In this connection, the Committee reiterates its observation that a robust workforce planning system, including a directory of skill sets, would greatly facilitate this work.	See paragraphs 13 and 30 of the present report for information on the job networks and how they will be phased in and paragraphs 17 to 25 for the additional details requested.
Paragraph 100	The Advisory Committee recognizes that a system for prioritizing certain categories of internal candidates in the selection and reassignment of internal staff is necessary if the proposed mobility and career development framework is to achieve its stated objectives (see also para. 88 above). It is unclear to the Committee, however, how promotions will fit within the proposed new selection and reassignment process, and the Committee recommends that the General Assembly request the Secretary-General to elaborate on this aspect of the proposed framework in his next report on the matter.	See paragraph 17 of the present report.
Paragraph 103	The Advisory Committee is seriously concerned about the potential effect of the current proposal on external recruitment and, by extension, on merit-based selection, geographical representation and gender balance. … In view of these concerns, and of the many decisions of the General Assembly on this matter, the Advisory Committee recommends that the Assembly request the Secretary-General to adjust his proposal to ensure that external candidates will have equal opportunity in the selection and appointment process for positions in the Secretariat.	See paragraphs 4, 8, 9 and 50 to 52 of the present report.

Reference in the report of the Advisory Committee	Request/recommendation	Action taken to implement request/recommendation
Paragraph 110	In view of the potential of the proposed new system for selection and reassignment to change the role of managers, the General Assembly may wish to invite the Secretary-General to reflect further on the role of individual hiring managers in the proposed process with a view to ensuring that they remain directly involved in, and thus responsible for, selecting the staff who will carry out the substantive work programmes of their offices.	See paragraphs 21 and 23 of the present report.
Paragraph 111	With regard to the participation of representatives of staff in the job network boards, the Advisory Committee acknowledges the need for a participatory process involving staff in order to, inter alia, build confidence in the integrity of the proposed new selection and reassignment system. In the view of the Committee, however, and given that the Secretary-General has not presented any evidence to the contrary, the current central review body system, which includes representatives of staff, is adequate to ensure the transparency and integrity of that process. The Advisory Committee does not believe that the participation of representatives of staff in the job network boards is in the best interests of the Organization and therefore recommends that the General Assembly request the Secretary-General to adjust his proposal to include a mechanism for the participation of representatives of staff that is similar to the current central review body system.	See paragraph 10 of the present report.
Paragraph 112	In that context, the Committee considers that it will be important to ensure that the terms of reference, rules of procedure and operating guidelines of the job network boards are clearly defined and legally sound.	See paragraphs 17 to 29 of the present report, the content of which will be further elaborated on if the proposal is agreed to.

Reference in the report of the Advisory Committee	Request/recommendation	Action taken to implement request/recommendation
Paragraph 116	The concerns of the Committee about the participation of representatives of staff in the job network boards (see para. 111 above) apply equally to the special constraints panel. The General Assembly may therefore wish to request the Secretary-General to adjust this aspect of his proposal.	See paragraph 28 of the present report.
Paragraph 122	The Advisory Committee notes the potential capacity constraints within the Office of Human Resources Management, which is also actively engaged in other aspects of the human resources reform agenda (see sect. II above), and also recalls that the human resources module of the enterprise resource planning system will not be rolled out until the end of 2015, that is, after the preparation phase is over (see para. 39 above). The Committee therefore considers that it will be essential to draw on existing global human resources capacities to ensure that, should the General Assembly approve the proposal of the Secretary-General, it will be implemented without the need for additional capacity.	See paragraphs 77 and 78 of the present report.
Paragraph 129	The Committee notes the indicative costing information provided to it, upon enquiry, by the Secretary-General and stresses that the direct costs of the proposed framework referred to in paragraph 126 above are not a prediction or an estimate but are based on a particular scenario that could change. In view of its comments in paragraph 78 above, the Advisory Committee has doubts about the reliability of the information used to calculate the number of staff expected to change duty station each year (see para. 125 (b) above).	See paragraphs 71 to 81 and annex II to the present report.
Paragraph 130	The Advisory Committee is of the view that the report of the Secretary-General should have offered a much fuller analysis of the total costs, direct and indirect, of the proposed mobility and career development framework, taking into account current mobility patterns and workforce planning. Such an analysis would have enabled the Committee to undertake a more reliable	See paragraphs 71 to 81 of the present report.

Reference in the report of the Advisory Committee	*Request/recommendation*	*Action taken to implement request/recommendation*
	assessment of the extent to which those costs could be met from within approved resources. The Advisory Committee therefore recommends that the General Assembly request the Secretary-General to include a detailed accounting of the full costs of the proposed framework in his next report on the matter. The Advisory Committee emphasizes the importance of a robust monitoring mechanism to track the actual costs of the framework.	
Paragraph 132	The Advisory Committee concurs with the Secretary-General that performance indicators would be required to measure the impact of the proposed mobility and career development framework. The Committee takes the view, however, that the indicators proposed by the Secretary-General need further refinement in order to ensure that they allow for proper performance assessment.	See paragraphs 59 to 69 of the present report.
Paragraph 133	The Committee therefore recommends that indicator 1 be refined to include target vacancy rates for each of the offices and field operations listed against which progress can be measured.	For managerial purposes, the aim is to achieve greater evenness of vacancy rates across the Organization, rather than to target specific vacancy rates by entity.
	…	
	The Committee therefore recommends that indicator 2 be further refined to reflect the length of time spent by staff in specific duty stations so that the number of moves between locations of the same hardship classification can also be measured.	Indicator 2 is designed to promote a better pattern of movement between hardship and non-hardship duty stations.
	…	
	Lastly, with regard to indicator 3, the Advisory Committee recommends that data recorded in all human resources information systems, not only IMIS, be used to measure the geographic mobility of senior managers.	To the extent that systems allow, the Secretariat will endeavour to measure the geographic mobility of senior managers once the mobility policy has been implemented.

Reference in the report of the Advisory Committee	*Request/recommendation*	*Action taken to implement request/recommendation*
Paragraph 134	The Advisory Committee also considers that additional performance indicators may be useful to measure, inter alia, the impact of the framework on the skill profiles of staff members, on turnover rates (see also para. 92 above) and on the effectiveness of mandate implementation. The General Assembly may wish to request the Secretary-General to develop such additional indicators and to present them in the context of his next report on this question.	See new indicators 4 and 5 in paragraphs 61 and 62 and 67 to 69 of the present report.
Paragraph 136	The Advisory Committee recommends that the General Assembly request the Secretary-General to proceed with further developing and refining the aspects of the framework highlighted in paragraphs 71, 78, 81, 84, 87, 96, 100, 103, 110 to 112, 116, 130, 133 and 134 above.	See the present report.
	Bearing in mind the intention of the Secretary-General to begin implementation of the proposed framework on 1 January 2015, the Committee further recommends that the General Assembly request the Secretary-General to submit to it, for its consideration, as soon as possible and no later than at the main part of the sixty-eighth session, a comprehensive report on the proposed mobility and career development framework that addresses the issues raised by the Committee, including the need for more information and analysis to justify the move beyond a purely voluntary system towards a managed system of mobility.	See the present report.
	As indicated in paragraph 88 above, it is the view of the Advisory Committee that measures to ameliorate the situation of staff who have served in hardship duty stations for long periods of time without being able to move is not contingent on the approval by the General Assembly of the present proposal of the Secretary-General.	The discussions in the General Assembly indicated that there was no consensus on this recommendation. It is therefore addressed in the context of the current proposal (see paragraph 24 of the present report) for the further consideration of the Assembly.

Annex II

Current patterns of mobility

1.   The original and refined frameworks, both of which offer a managed mobility system, seek to change the current patterns of staff movement in the Secretariat. As outlined below, an analysis of the available data (requested by the General Assembly in its resolution 67/255, para. 57 (a)) reveals that the problem in the Secretariat is not that staff are not mobile. Indeed, staff do move, some frequently. Rather, the problem is that when staff move and where they move to is not managed or guided by the Organization, since the staffing of each position is considered in isolation. The result is that some staff do not change position at all and that while others circulate within or among "easy" duty stations, many others get "stuck" in more difficult duty stations. Each staff move does, nevertheless, cost the Organization money and when these moves do not result in the strategic staffing of posts and neglect the need for burden-sharing, the Organization's funds are not being spent effectively.

2.   Available data reveal several patterns of movement that result from this independent and individual decision-making. First, the number of duty station moves can vary greatly from year to year. Second, staff who change duty station tend to move to the same kind of duty station they came from, with the majority of movements being either among headquarters locations or from one non-family duty station to another.

3.   Over the past five years, the number of long-term[a] duty station moves has varied significantly from year to year. On average, there have been 1,635 long-term moves initiated by internationally recruited staff during each of the past five years. Figure I below shows the number of long-term duty station moves initiated by staff in the Professional, Director and Field Service categories during each calendar year. Owing to the contractual reforms in 2009, all contract types have been included in this analysis. In addition, prior to the contractual reforms, many staff had limited appointments and when they changed entity they did so through separation and reappointment. Therefore, duty station changes that took place through separation and reappointment, where the reappointment occurred within 60 days, have been included. The 2009 figure is unusually high because a number of specific events led a significant number of staff of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo, the United Nations Mission in the Sudan, the African Union-United Nations Hybrid Operation in Darfur, the United Nations Assistance Mission for Iraq and the United Nations Mission in the Central African Republic and Chad to relocate from the main office to other offices within the same mission. However, the 2009 figure has not been excluded from the average as it is reasonable to expect that there might occasionally be other similar fluctuations.

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[a] "Long-term moves" are moves of one year or more. A move is required to be of at least one year to count towards the current lateral move requirements and the continuing appointment calculations.

Figure I
Long-term duty station moves by staff in the Professional, Director and Field Service categories, 2007-2011
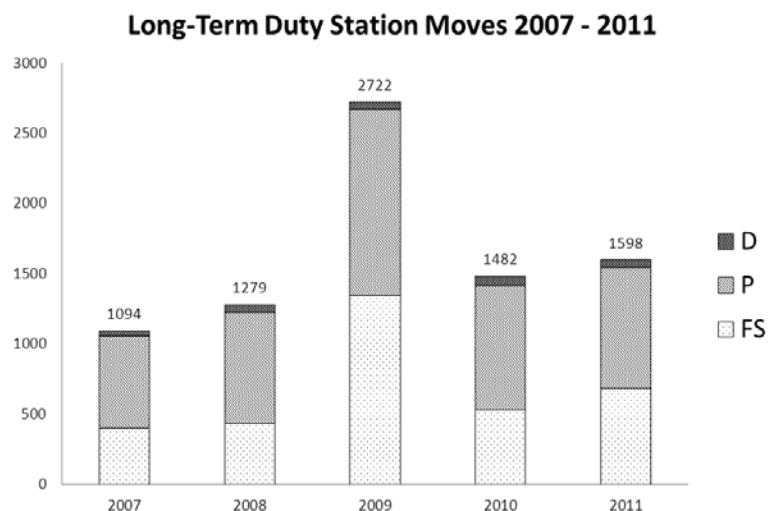
*Source*: Integrated Management Information System (IMIS).

4.   Figure II below shows the direction of long-term duty station moves initiated by staff in the Professional category during the 2007-2011 period.[b] The hardship classification[c] of the duty station to which the staff members moved have been indicated: the first bar from the left shows all moves from H duty stations during that period, whether to another H duty station (the bottom portion of the bar), to an A duty station (the second portion of the bar), and so on.

5.   The data indicate that staff in H locations tend to move to other H locations and staff in D and E locations tend to move to other D and E locations. The objective of a managed mobility policy is to change this pattern to ensure that duty station moves (which have a direct cost to the Organization) further the objectives of mobility: to maximize burden-sharing in the relevant functional areas and transfer knowledge between the field and headquarters. One desired shift in the pattern would be for more political affairs officers and human rights officers to move between field missions and headquarters, rather than primarily among field missions. Another useful shift in the pattern would be for more staff in economic affairs to transfer between the regional commissions (many of which are in A and B duty stations) and the Department of Economic and Social Affairs (at an H duty station).

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[b] Some moves cannot be included because the hardship information is not recorded in the Integrated Management Information System.

[c] The International Civil Service Commission has placed all duty stations in one of six categories: H, A, B, C, D and E. H duty stations are headquarters and similarly designated locations where the United Nations has no development or humanitarian assistance programmes, or locations in countries that are members of the European Union. A to E duty stations are field duty stations. Duty stations are categorized on a scale of difficulty from A to E, with A being the least difficult.

Figure II
Long-term duty station moves initiated by staff in the Professional category, 2007-2011

4,422 Long Term Duty Station Moves (P staff)
2007-2011
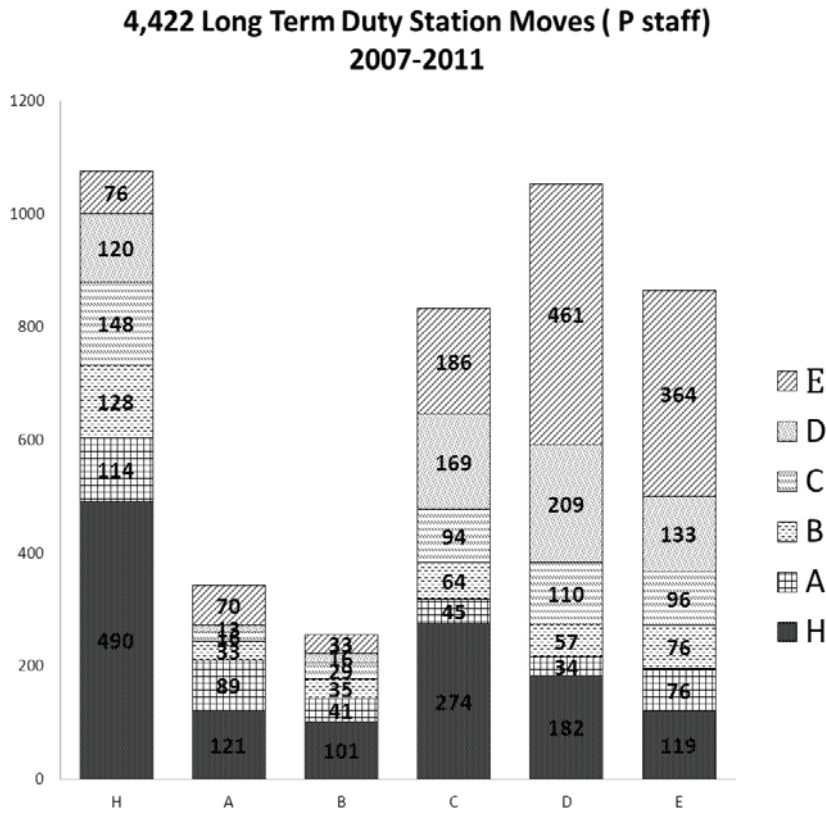
6.   The data suggest that a significant number of staff tend to remain in duty stations within the same hardship grouping for lengthy periods. Figure III below illustrates this trend. The number at the top of each column shows the total number of staff in the Professional, Director and Field Service categories who, although they may have changed position or duty station, have remained in the same hardship grouping for five or more years. The number at the bottom indicates the total number of staff in those hardship groupings and, within that, the number who have been with the Organization for five or more years. The data show that, of staff who have been with the Organization for five or more years, 57 per cent of those in D or E locations have been in such duty stations for at least five years. Of those in B or C locations, 44 per cent have been there for at least five years, and the same is true for 80 per cent of staff in H and A locations.

Figure III
Staff in the Professional, Director and Field Service categories who have served at a duty station in the same hardship grouping for five or more years
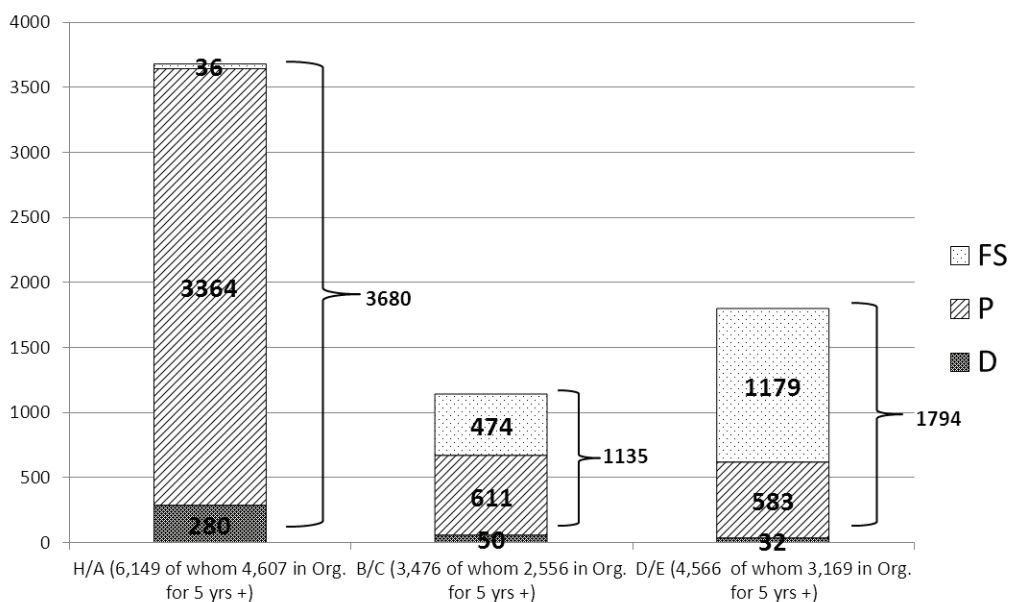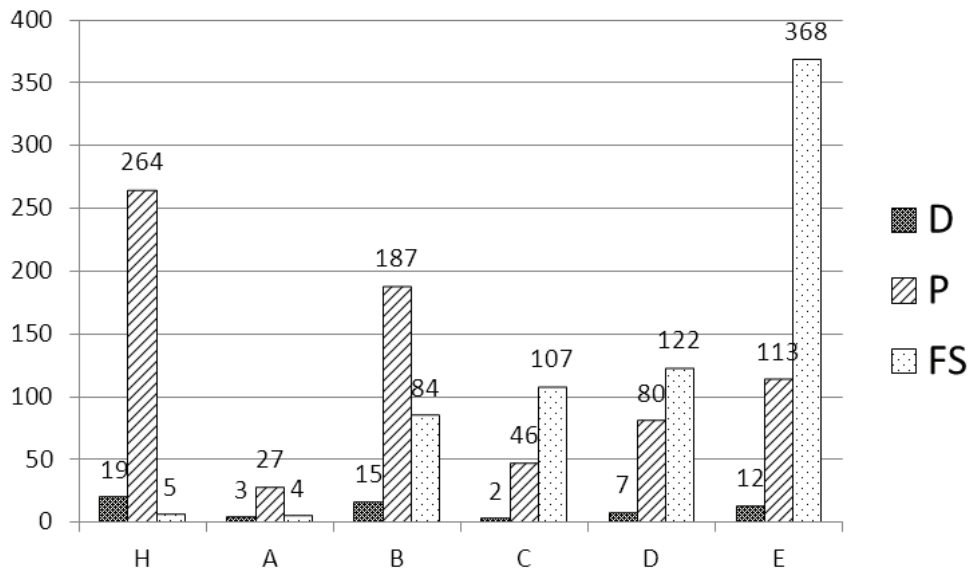

Source: IMIS, as at 31 May 2013.

7.   The available data also indicate that there are some staff who do not change position at all. Figure IV shows that of the 14,191 staff members who would be subject to the mobility policy, at least 1,465ᵈ (10.3 per cent) have exceeded the proposed maximum position occupancy limits (seven years in H and A locations, four years in B and C locations and three years in D and E locations).

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ᵈ This figure is likely to be higher because the data do not reveal when a staff member's post number changes only for administrative (e.g. budgetary) reasons.

Figure IV
Number of staff exceeding proposed maximum position occupancy limits

Source: IMIS, as at 31 May 2013.