

EVALUATION

REVIEW OF THE MFA'S SUPPORT TO
INTERNATIONAL RECRUITMENT



Ministry for Foreign
Affairs of Finland



Evaluation of Finland's Development Policy and Cooperation

2023/3



© Ministry for Foreign Affairs of Finland 2023

This report can be downloaded through the home page of the Ministry for Foreign Affairs <https://um.fi/development-cooperation-evaluation-reports-comprehensive-evaluations>

Contact: EVA-11@gov.fi

ISBN 978-952-281-747-1

Layout: Grano Oy

Cover picture: Dustin Go, NIRAS International Consulting



EVALUATION

REVIEW OF THE MFA'S SUPPORT TO INTERNATIONAL RECRUITMENT

Final Review Report
5 May 2023

Ann Bartholomew
Mervi Kuvaja
Markus Palenberg (Team Leader)



This evaluation was commissioned by the Ministry for Foreign Affairs of Finland to Particip GmbH and NIRAS. This report is the product of the authors, and responsibility for the accuracy of the data included in this report rests with the authors. The findings, interpretations, and conclusions presented in this report do not necessarily reflect the views of the Ministry for Foreign Affairs of Finland.



Contents

ACRONYMS AND ABBREVIATIONS	VI
YHTEENVETO	VIII
LÖYDÖKSET, JOHTOPÄÄTÖKSET JA SUOSITUKSET	X
SAMMANFATTNING	XII
RESULTAT, SLUTSATSER, REKOMMENDATIONER	XV
EXECUTIVE SUMMARY	XVII
FINDINGS, CONCLUSIONS, RECOMMENDATIONS	XIX

1. Introduction	1
1.1. Motivation and purpose of the review	1
1.2. Review scope	1
1.3. Intended users of the review	2
1.4. Review questions	2
1.5. Review approach and methodology	2
1.6. Limitations, challenges and their management	3
1.7. This report	3
2. Support to international recruitment at the MFA	4
3. Findings	6
3.1. Goals, expectations and rationales	6
3.2. Finland's presence in the multilateral system	10
3.3. Support and management of international recruitment	15
3.4. Interaction with recruits while away and after they return	18
3.5. Likely effectiveness of JPO and UNV programmes	21
4. Conclusions	25
5. Recommendations	28

LIST OF ANNEXES

Annex 1. Terms of Reference	33
Annex 2. Literature	44
Annex 3. Approach and template for case reports	47
Annex 4. Footprint data	49
Annex 5. Country Reports	52



LIST OF TABLES

Table 1.	Review questions	2
Table 2.	MFA-supported junior international recruitment programmes	5
Table 3.	Goal-specific tactics	8
Table 4.	Finnish nationals in the top UN organisations supported by Finland compared to Sweden, the Netherlands and Italy (2020)	12
Table 5.	Review template for example cases	48
Table 6.	Numbers of Finnish nationals in the UN (2018-2021)	49
Table 7.	JPO recruitment 2018-2022	49
Table 8.	UNV recruitment 2018-2022	51
Table 9.	Dutch JPOs 2018-2023	58

LIST OF FIGURES

Figure 1.	EEAS staff by category and nationality (by year-end 2021)	13
Figure 2.	Finnish UNVs 2018-2022	14
Figure 3.	Budget for the JPO, UNV and SARC recruitment	24
Figure 4.	The annual number of JPOs in the Italian JPO Programme since 2000	53
Figure 5.	Total number of JPOs by top receiving organisations up to and including 2022 (N=1871)	53

LIST OF BOXES

Box 1.	Key findings of assessments of Swedish international recruitment schemes ..	64
--------	---	----



Acronyms and abbreviations

AICS	Italian Agency for Development Cooperation
CA	Contract Agent
CEU	Coordinator for the European Union
CMC	Crisis Management Centre Finland
DG	Directorate General
DMM	Multilateral Organisations and Human Rights Department
EC	European Commission
EEAS	European External Action Service
EPSO	European Personnel Selection Office
EU	European Union
FAO	Food and Agricultural Organisation of the United Nations
FBA	Folke Bernadotte Academy
FinCEED	Finnish Centre of Expertise in Education and Development
FTE	Full-Time Equivalent
HR	Human Resources
IFAD	International Fund for Agricultural Development
INTPA	Directorate-General for International Partnerships
IO	International Organisation
JPD	Junior Professionals in Delegation
JPO	Junior Professional Officer
KEO-40	Unit for UN Development and Innovation Issues
MFA	Ministry for Foreign Affairs
MDB	Multilateral Development Bank
MoI	Ministry of the Interior
NATO	North Atlantic Treaty Organization
NCIF	National Coordinator for International Functions
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OSCE	Organisation for Security and Cooperation in Europe
PMO	Prime Minister's Office
POL-10	Unit for Security Policy and Crisis Management
POL-30	Unit for European Common Foreign and Security Policy
POL-50	Unit for UN and General Global Affairs
RCO	UN Resident Coordinator Office
RG	Reference Group
SARC	Special Assistant to Resident Coordinator
SDP	Specialist Development Programme
SIDA	Swedish International Development Cooperation Agency
SNE	Seconded National Expert
TA	Temporary Agent
TOR	Terms of Reference
UN	United Nations
UN DESA	United Nations Department of Economic and Social Affairs Office in Rome
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund



UNSSC	United Nations System Staff College
UNV	United Nations Volunteer
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WB	World Bank
YUNV	United Nations Youth Volunteer



Yhteenvedo

Suomalaisten asiantuntijoiden rekrytointi Yhdistyneiden kansakuntien (YK) ja muiden kansainvälisten järjestöjen palvelukseen on keskeinen osa Suomen ulko-, turvallisuus-, kauppaa- ja kehityspolitiikkaa sekä kehitysyhteistyötä. Näitä kansainvälisiä rekrytointeja ei ole aiemmin arvioitu tai tarkasteltu kokonaisuutena. Tämän tarkastelun tavoite on luoda kokonaiskatsaus Suomen kansainvälisistä rekrytoinneista ja tuottaa ulkoministeriölle suosituksia toiminnan edelleen kehittämiseen. Tarkastelu kattaa kaikki ulkoministeriön rahoittamat kansainvälisten rekrytointien muodot.

Tarkastelu toteutettiin monimenetelmällisesti. Dokumenttianalyysiä täydentävää aineistoa kerättiin avaintoimijoita sekä kansainvälisissä tehtävissä olleita tai parhaillaan palvelevia asiantuntijoita haastattelemalla. Lisäksi kansainvälisten rekrytointien hyviä käytänteitä kartoitettiin kolmen verrokkiin (Alankomaat, Italia ja Ruotsi) osalta.

Ulkoministeriön poliittiselle osastolle sijoittuneet kaksi suurlähettilästä edistävät rekrytointeja kansainvälisten järjestöjen ja Euroopan Unionin (EU) – erityisesti ulkosuhdehallinnon – palvelukseen. Kehityspoliittinen osasto hallinnoi YK:n apulaisasiantuntija- ja vapaaehtoisohjelmia. Kriisinhallintakeskus (CMC Finland) vastaa asiantuntijoiden lähettämisestä kansainvälisiin siviilikriisinhallintatehtäviin. Ulkoministeriön kv. rekrytointien avainryhmä toimii kansainvälisten rekrytointien koordinaatiofoorumina. Valtioneuvoston kanslian johtama EU-rekrytointiverkosto puolestaan vastaa Suomen EU-rekrytointien kokonaiskoordinaatiosta.

Löydökset. Suomalaisten asiantuntijoiden sijoittuminen kansainvälisiin järjestöihin palvelee useita tavoitteita. Kuten verrokki-maissa, keskeiset tavoitteet kytkeytyvät esimerkiksi monenkeskiseen vaikuttamiseen, yhteistyön edistämiseen ja kansainväliseen yhteistyöhön sitoutumisen osoittamiseen sekä kansainvälisten järjestöjen palveluksessa kerrytetyn kokemuksen kautta suomalaisen asiantuntijoiden vahvistamiseen. Tavoitteet ja niiden vaikutukset eivät kuitenkaan ole täysin selviä, mikä johtaa siihen että rekrytointeja toteutetaan usein tapauskohtaisesti ja ohjelma kerrallaan ilman selkeää pitkän aikavälin strategiaa, joka ohjaisi resurssien kohdentamista sekä taktisia valintoja.

Tarkastelu havaitsi, että rekrytointeja koskeva tieto on pirstaleista ja hajaantunutta, minkä vuoksi kokonaiskuva suomalaisten sijoittumisesta kansainvälisiin järjestöihin on osin puutteellinen. Suomalaisten asiantuntijoiden sijoittuminen Suomen rahoittamiin YK-järjestöihin vaihtelee eikä asiantuntijoiden määrä ole järjestelmällisesti sidoksissa tai suhteessa myönnetyn rahoituksen tasoon. Suomalaisedustus EU:ssa on tällä hetkellä hyvä, mutta eläköitymisten vuoksi se uhkaa kääntyä lähivuosina laskuun. Suomalaisten määrä YK:n apulaisasiantuntijatehtävissä on ollut verrokki-maita alhaisempi, kun taas vapaaehtoisesta on rahoitettu muita maita enemmän.

Suomessa käytössä oleva rekrytointien hallintomalli on samankaltainen kuin Alankomaissa ja Italiassa. Hiljattain Alankomaissa tehty arviointi totesi, ettei toimivaan rekrytointijärjestelmään ole olemassa yhtä ainoaa mallia. Siviilikriisinhallintatehtäviin rekrytointi on ulkoistettu sekä Suomessa että Ruotsissa. Verrokki-maihin nähden Suomella on vahva kansainvälisiä rekrytointeja ohjaava johtajuus, mutta rajalliset resurssit rekrytointien hallinnointiin. Erityisesti nuorten asiantuntijoiden ohjelmiin liittyvät rekrytointien asemamaahan lähtöä edeltävät valmistelut toimivat hyvin ja ovat kehittyneet myönteisesti viime vuosien aikana. Työelämässä pidemmälle ehtineet asiantuntijat edistävät kansainvälistä uraansa pitkälti itse, mutta kokevat saaneensa ulkoministeriöstä hyödyllistä tukea.



Yhteydenpito kansainvälisissä tehtävissä työskentelevien ja ulkoministeriön välillä ei ole optimaalista. Käytössä olevat resurssit eivät mahdollista laajamittaista vuorovaikutusta YK:n apulaisasiantuntija- tai vapaaehtoistehtävissä olevien kanssa, mistä johtuen myös tuki ja uraohjaus on rajallista. Ulkoministeriön palveluksesta kansainvälisiin tehtäviin lähteneistä vain osa kokee, että ulkomaankomennuksella kertynyttä kokemusta on voinut täysimääräisesti hyödyntää ulkoministeriön palattua.

Apulaisasiantuntija- ja vapaaehtoisohjelmat ovat olleet tehokkaita väyliä YK-urille, joskin vapaaehtoisohjelman vaikutus on ollut apulaisasiantuntijaohjelmaa rajallisempi. Siirtyminen varsinaiselle YK-uralle ei yleensä ole tapahtunut välittömästi apulaisasiantuntija- tai vapaaehtoistoimen jälkeen. Apulaisasiantuntijaohjelma näyttäytyy vapaaehtoisohjelmaa tehokkaampana ja vaikuttavampana kanavana edistää suomalaisen monenkeskisen kehityspolitiikan asiantuntemuksen kehittymistä ja kasvattaa suomalaisten kehitysyhteistyöosaajien määrää. Nuorten asiantuntijoiden ohjelmien kautta YK-järjestöihin sijoittuminen ei kuitenkaan näytä merkittävästi vahvistavan Suomen vaikuttamismahdollisuuksia, etenkin kun saumatonta järjestelmää tiedon jakamiseksi tehtävissä olevien sekä ulkoministeriön välillä ei ole olemassa. Nuorten asiantuntijoiden ohjelmiin vuodesta 2015 kohdistuneet budjettileikkaukset uhkaavat jatkossa vaarantaa ohjelmien tavoitteiden toteutumisen. Lisäksi osa näiden ohjelmien tavoitteista kaipaa tarkentamista, erityisesti vapaaehtoisohjelman osalta, sillä ulkoministeriön sille asettamat tavoitteet ovat apulaisasiantuntijaohjelmaa heikommin linjassa YK:n tavoitteiden kanssa.

Johtopäätökset ja suositukset. Löydöksiin pohjautuen tarkastelu tuotti seuraavat seitsemän keskeistä johtopäätöstä (C) ja kahdeksan suositusta (R):

- Suomi kaipaa lisää strategista selkeyttä kansainvälisiin rekrytointeihin (C1). Ulkoministeriön tulisi kehittää selkeämmät strategiset tavoitteet ja sitoutua niiden toimeenpanoon (R1).
- Kotimaan ura houkuttelee suomalaisia keskimäärin kansainvälisiä tehtäviä enemmän (C2). Ulkoministeriön tulee tarjota tukea kansainvälisiin tehtäviin hakeutumiseen ja kansainvälisten työurien edistämiseen (R2).
- Onnistuneet kansainväliset rekrytoinnit ovat riippuvaisia tehokkaasta koordinaatiosta, eivät niinkään tietystä hallintorakenteesta (C3). Ulkoministeriön tulisi jatkaa nykyisin hallintojärjestelyin, mutta vahvistaa koordinaatiota (R3).
- Suomi ei optimaalisesti hyödynnä monenkeskisiin järjestöihin sijoittuneiden suomalaisten verkostoa, eikä tehtävistä palanneiden osaamispääomaa (C4). Vuorovaikutusta ja tiedonvaihtoa ulkoministeriön sekä rekrytoitujen välillä tulisi vahvistaa (R4) ja tehtävistä palaamiseen liittyviä käytänteitä kehittää (R5).
- Ulkoistaminen voi mahdollistaa kohdennettua tukea kansainvälisten rekrytointien hallintoihin (C5). Rajalliset henkilöresurssit huomioiden, ulkoministeriön tulisi harkita joidenkin rekrytointitoimien ulkoistamista (R6).
- YK:n apulaisasiantuntijaohjelma näyttäytyy vapaaehtoisohjelmaa parempana investointina (C6). Ulkoministeriön tulisi asettaa apulaisasiantuntijatehtäviin lähettäminen etusijalle suhteessa vapaaehtoistehtäviin lähettämiseen (R7).
- Kokemusten vaihtaminen eri maiden välillä voi hyödyttää sekä Suomen että verrokki-maiden kansainvälisten rekrytointien edistämistä (C7). Ulkoministeriön tulisi perustaa kansainvälisiin rekrytointeihin keskittyvä yhteistyöryhmä (R8).



Löydökset, johtopäätökset ja suositukset

LÖYDÖKSET	JOHTOPÄÄTÖKSET	SUOSITUKSET
<p>1. Kansainvälisiin tehtäviin rekrytointi on Suomelle prioriteetti.</p> <p>2. Rekrytointitoimintaan kytkeytyy suomalaisten kansainvälisten työurien edistämisen ohella myös muita tavoitteita.</p> <p>3. Muiden tavoitteiden edistäminen kansainvälisten rekrytointien kautta vaatii erilaisia lähestymistapoja, mutta Suomelta puuttuu kokonaisvaltainen toimintaa ohjaava strategia.</p> <p>18. YK:n nuorten asiantuntijoiden ohjelmille vuosien 2020–2023 toimintasuunnitelmassa asetetut päätavoitteet ovat selkeitä, mutta tavoitteet kaksi ja kolme kaipaavat tarkennusta.</p> <p>19. Apulaisasiantuntijaohjelman osalta ulkoministeriön tavoitteet ovat linjassa YK:n kanssa, mutta sama ei päde vapaaehtoishjelmaan.</p> <p>24. Vuodesta 2015 lähtien laskenut nuorten asiantuntijoiden ohjelmien rahoitus uhkaa tavoitteiden saavuttamista jatkossa.</p>	<p>1. Suomi tarvitsee strategista selkeyttä kansainvälisiin rekrytointeihin.</p>	<p>1. Sitoudu selkeämpiin strategiaan tavoitteisiin ja prioriteetteihin.</p>
<p>6. Suomalaisten asiantuntijoiden määrä Suomen rahoittamissa YK-järjestöissä vaihtelee eikä henkilöstön määrä ole järjestelmällisesti sidoksissa tai suhteessa myönnetyn rahoituksen määrään.</p> <p>7. Suomi on hyvin edustettuna EU:ssa, mutta eläköitymisten vuoksi suomalaisten määrä EU-tehtävissä uhkaa kuitenkin lähivuosina kääntyä laskuun.</p> <p>8. Suomalaisten YK-apulaisasiantuntijoiden määrä on pienempi kuin Alankomaissa, Italiassa ja Ruotsissa, mutta vastaavasti vapaaehtoistehtäviin lähetettyjä on enemmän sillä verrokkimaat eivät osallistu vapaaehtoishjelmaan.</p>	<p>2. Kotimaan ura houkuttelee suomalaisia keskimäärin kansainvälisiä tehtäviä enemmän.</p> <p>(Tämä johtopäätös perustuu myös verrokkimaiden analyysiin, liite 5)</p>	<p>2. Tarjoa tukea kansainvälisiin tehtäviin hakeutumiseen ja kansainvälisten työurien edistämiseen.</p>
<p>9. Suomessa käytössä oleva hallintojärjestelmä (kansainväliset järjestöt, EU, apulaisasiantuntijat) on samankaltainen kuin verrokkimaissa. Alankomaissa hiljattain tehty evaluointi toteaa ettei täydellistä hallintorakennetta ole olemassa.</p> <p>10. Verrokkimaihin nähden Suomella on varsin vahva johtajuus, mutta rajalliset resurssit kansainvälisten rekrytointien hallinnointiin.</p>	<p>3. Onnistuneet kansainväliset rekrytoinnit ovat riippuvaisia tehokkaasta koordinaatiosta, eivät niinkään tietystä hallintorakenteesta.</p>	<p>3. Jatka nykyisin hallintojärjestelyin mutta vahvista koordinaatiota.</p>



LÖYDÖKSET	JOHTOPÄÄTÖKSET	SUOSITUKSET
<p>14. Nykyiset yhteydenpitokäytännöt kansainvälisissä tehtävissä työskentelevien ja ulkoministeriön välillä eivät tuota täyttä hyötyä.</p> <p>15. Ulkoministeriössä on nykyisellään varsin vähän resursseja vuorovaikutukseen YK:n apulaisasiantuntijoiden ja vapaaehtoisten kanssa.</p> <p>16. Tuki ja ohjaus kansainväliselle uralle on rajallista.</p> <p>17. Ulkoministeriön palveluksesta kansainvälisiin tehtäviin lähteneistä vain osa koki, että kertynyttä kokemusta on voinut hyödyntää kotimaan työhön palattua.</p>	<p>4. Suomi ei optimaalisesti hyödynnä monenkeskisiin järjestöihin sijoittuneiden suomalaisten verkostoa, eikä tehtävistä palanneiden osaamispääomaa.</p>	<p>4. Vahvista tiedonvaihtoa ja vuorovaikutusta ulkoministeriön ja rekrytoitujen välillä.</p> <p>5. Kehitä tehtävistä palaamiseen liittyviä käytänteitä yhteistyössä ulkoministeriön hallintopalveluiden kanssa.</p>
<p>10. Verrokkimaihin nähden Suomella on varsin vahva johtajuus, mutta rajalliset resurssit kansainvälisten rekrytointien hallinointiin.</p> <p>13. Kaikilla tarkasteluilla mailla on hyviä kokemuksia kansainvälisten rekrytointien osittaisesta ulkoistamisesta.</p>	<p>5. Ulkoistaminen voi mahdollistaa kohdennettua tukea kansainvälisten rekrytointien hallinointiin.</p>	<p>6. Harkitse joidenkin rekrytointitoimien ulkoistamista.</p>
<p>20. Erityisesti apulaisasiantuntija-, mutta myös vapaaehtoisohjelma ovat olleet tehokkaita YK-urien alkuun saattamisessa.</p> <p>21. Apulaisasiantuntijaohjelma näyttyy kokonaisuutena tehokkaampana ja vaikuttavampana kanavana edistää suomalaisen monenvälisen kehityspolitiikan asiantuntemuksen kehittämistä.</p>	<p>6. YK:n apulaisasiantuntijaohjelma näyttyy vapaaehtoisohjelmaa parempana investointina.</p>	<p>7. Aseta apulaisasiantuntijatehtäviin lähettäminen etusijalle suhteessa vapaaehtoistehtäviin lähettämiseen.</p>
<p>4. Intressit kansainvälisten rekrytointien taustalla on yhtenevät kaikissa tarkastelluissa maissa.</p> <p>5. Hajautetusta ja osin puutteellisista tiedonhallintakäytännöistä johtuen kokonaiskuva suomalaisten sijoittumisesta monenkeskisiin järjestöihin on epätäydellinen.</p> <p>9. Suomessa käytössä oleva hallintojärjestelmä (kansainväliset järjestöt, EU, apulaisasiantuntijat) on samankaltainen kuin verrokkimaissa. Alankomaissa hiljattain tehty evaluointi toteaa ettei täydellistä hallintorakennetta ole olemassa.</p>	<p>7. Kokemusten vaihtaminen eri maiden välillä voi hyödyttää sekä Suomen että verrokkimaiden kansainvälisten rekrytointien edistämistä.</p>	<p>8. Perusta ja toimeenpane verrokkimaiden välinen kansainvälisiin rekrytointeihin keskittyvä yhteistyöryhmä.</p>



Sammanfattning

Rekryteringen av finska specialister till internationella befattningar inom FN och andra multilaterala organisationer har en viktig roll i Finlands utrikes-, säkerhets-, och handelspolitik, samt i den internationella utvecklingspolitiken och samarbetet. Det har dock aldrig gjorts en utvärdering som täcker in alla former av internationell rekrytering. Det övergripande syftet med denna granskning är därför att skapa en tydlig bild av internationella rekryteringar som genomförs med hjälp av det finska utrikesministeriet (UM), och bidra med idéer om hur detta instrument kan bli mer relevant och effektivt. Granskningen omfattar alla former av internationell rekrytering som har genomförts med hjälp av UM under de senaste åren.

Flera olika metoder användes för informationsinhämtning, däribland intervjuer, skrivbordsgranskning, och exempel fall med både tidigare och nuvarande internationellt rekryterade. UM:s stöd till internationell rekrytering jämfördes också med tillvägagångssätten i Italien, Nederländerna och Sverige.

Rekryteringen till EU – särskilt till den europeiska utrikestjänsten (EEAS) – och till internationella organisationer (IO) leds av två ambassadörer vid UM:s politiska avdelning. Finlands JPO-program och program för FN-volontärer (UNV) hanteras av en särskild enhet inom den utvecklingspolitiska avdelningen. Krishanteringscentralen sköter rekryteringen för civilt krisarbete på uppdrag av motsvarande enhet i den politiska avdelningen. EU- och IO-rekryteringarna samordnas av UM:s styrgrupp för internationell rekrytering. EU-sekretariatet under statsministerns kansli är ordförande för EU:s rekryteringsnätverk, som har det övergripande samordningsansvaret för EU-rekryteringen.

Resultat. Internationell rekrytering är en prioritet för den finska regeringen och tjänar flera olika syften. Liksom i de länder som använts för jämförelse (Italien, Nederländerna och Sverige) inkluderar dessa mål att påverka och stödja det multilaterala systemet, att generera kunskap om och få tillgång till dessa organisationer, och skapa en internationellt erfaren tjänstemannakår, och stärka Finlands internationella närvaro. Det är dock oklart vilka prioriteringar som görs mellan dessa mål och vilka de långsiktiga konsekvenserna är. Detta resulterar i en situation där verksamheten styrs från fall till fall och program för program, utan vägledning av en övergripande, långsiktig strategi för hur resurser ska allokeras och vilka taktiska val som bör göras.

Den information och statistik som finns om internationella rekryteringar är splittrad och ofullständig och möjliggör därmed inte en fullständig analys av Finlands närvaro i det multilaterala systemet. Det är dock tydligt att de FN-organisationer som Finland ger ekonomiska bidrag till i varierande grad har finsk personal, och att det inte finns något direkt samband mellan antalet finska anställda och finskt stöd till en viss organisation. Inom EU:s institutioner är Finland överlag väl representerat, men detta kommer sannolikt att förändras i framtiden då många av de finska medborgare som arbetar för dessa institutioner går i pension. Antalet finska JPO:er har i genomsnitt varit färre än i Italien, Nederländerna och Sverige. Antalet finska UNV:er har samtidigt varit högre än i de andra länderna.

I fråga om hur den internationella rekryteringen bedrivs liknar Finlands triangelformade struktur (IO – EU – JPO/UNV) den som finns i Italien och Nederländerna. En nyligen genomförd utvärdering i Nederländerna visar dock att det inte finns någon "perfekt" organisationsstruktur. I likhet med Finland har Sverige ukontrakterat civil krishanteringsrekrytering. Jämfört med andra länder



har Finland en fler chefer inom hanteringen av den internationella rekryteringen men färre övrig personal. Förberedande processer inom rekryteringen av juniora tjänster fungerar bra, har förbättrats de senaste åren och ger de nyrekryterade en god grund att stå på inför utstationering. De som rekryteras till seniora positioner tar i allmänhet hand om sina förberedelser själva, men de flesta har fått användbara råd och stöd av UM.

På grund av bristande initiativförmåga och extrem försiktighet skapas få möjligheter för informationsutbyte mellan finsk internationell personal och UM. UM har relativt låg kapacitet att hjälpa och kommunicera med JPO:er och UNV:er under tiden de är utstationerade, och det finns begränsade resurser att ge stöd och karriärvägledning när utstationeringen närmar sig sitt slut. Detta gäller både för junior och senior personal. Flera men inte alla av de seniora tjänstemän som återvänder till UM kunde dra nytta av sina erfarenheter och nätverk på internationell nivå.

I synnerhet JPO-programmet men även UNV-programmet har på ett ändamålsenligt sätt banat väg för vidare karriär inom FN. I båda fallen sker dock vanligtvis ingen omedelbar övergång till visstidsanställning eller tillsvidareanställning. JPO-programmet förefaller mer ändamålsenligt och kostnadseffektivt än UNV-programmet när det gäller att stärka kunskapen om multilateral utvecklingspolitik, och skapa en pool med experter på utvecklingspolitik. Det finns relativt lite som pekar på att placeringen av finländska medborgare i FN-organisationer stärker Finlands inflytande inom dessa organisationer. Detta beror på att de utstationerade är för juniora och att det inte finns några effektiva mekanismer för informationsutbyte med UM. Framöver kommer de budgetnedskärningar som gjorts i juniorprogrammen sedan 2015 sannolikt att påverka måluppfyllelsen. Vissa av de mål som satts för JPO- och UNV-programmen är otydliga. UM:s och FN:s mål för JPO-programmet är i högre grad samstämmiga än de för UNV-programmet.

Slutsatser och rekommendationer. Utifrån dessa resultat kan sju slutsatser (S) dras och åtta rekommendationer (R) ges.

- Finland behöver en klart uttalad strategi för internationella rekryteringar för att ytterligare förbättra sitt tillvägagångssätt (S1). Därför bör UM ta fram och anta tydligare mål och strategiska prioriteringar (R1).
- Eftersom det finns fler lockande karriärvägar på nationell nivå i Finland står den internationella rekryteringen inför en större prövning än vad som vanligtvis är fallet (S2). Därför måste UM säkerställa att finska medborgare som rekryteras till och gör karriär inom internationella organisationer får tillräckligt stöd (R2).
- En effektiv hantering av internationell rekrytering bygger på relevanta kopplingar och välfungerande samordning – snarare än på en viss organisationsstruktur (S3). Därför bör UM behålla nuvarande strukturer men stärka samordningen ytterligare (R3).
- Finland drar ännu inte tillräcklig nytta av sin närvaro i multilaterala organisationer, eller av tidigare rekryterades erfarenheter och nätverk (S4). Därför bör UM vidta åtgärder för att uppmuntra mer kontakt och informationsutbyte mellan internationellt anställda och UM (R4), och arbeta för en förbättrad hantering av återvändande personal (R5).
- Särskilt stöd för internationell rekrytering kan skapas genom utkontraktering (S5). Mot bakgrund av begränsade personalresurser för internationell rekrytering bör UM överväga att kontraktera ut vissa funktioner inom internationell rekrytering (R6).



- Det finns tecken på att JPO-programmet ger bättre valuta för pengarna än UNV-programmet (S6). Därför bör UM ge högre prioritet till JPO-programmet än UNV-programmet (R7).
- Slutligen framgår det tydligt att erfarenhetsutbyte kan ge värdefulla insikter om hur internationell rekrytering ska bedrivas, både i Finland och andra länder (S7). UM bör därför inrätta en kontaktgrupp för internationell rekrytering med flera länders deltagande (R8).



Resultat, slutsatser, rekommendationer

RESULTAT	SLUTSATSER	REKOMMENDATIONER
<p>1. Internationell rekrytering är en prioritet för den finska regeringen.</p> <p>2. Internationell rekrytering har olika syften och bevekelsegrunder, utöver den direkta målsättningen att stärka den finska närvaron i internationella organisationer.</p> <p>3. Tillvägagångssättet måste anpassas efter olika målsättningar men Finland har ingen övergripande strategi som styr den internationell rekryteringen.</p> <p>18. Målen för FN:s juniorprogram fastställs i handlingsplanen 2020–2023; det övergripande målet är tydligt beskrivet medan mål 2 och 3 är oklara.</p> <p>19. FN:s och UM:s mål för JPO-programmet är samstämmiga, men detsamma gäller inte för UNV-programmet.</p> <p>24. De nedskärningar som gjorts i juniorprogrammen sedan 2015 kommer sannolikt att äventyra framtida måluppfyllelse.</p>	<p>1. Finland behöver en klart uttalad strategi för internationella rekryteringar för att ytterligare förbättra sitt tillvägagångssätt.</p>	<p>1. Ta fram och anta tydligare mål och strategiska prioriteringar.</p>
<p>6. Den finska närvaron i FN-organisationer som får ekonomiskt bidrag av Finland varierar och antalet tjänster står inte i proportion till stödet.</p> <p>7. Finland är väl representerat i EU även om detta sannolikt kommer att förändras i framtiden då många finländare snart går i pension.</p> <p>8. Finland har i genomsnitt haft ett färre antal JPO:er än Italien, Nederländerna och Sverige, men ett större antal UNV:er eftersom UNV-tjänster inte finansieras av dessa länder.</p>	<p>2. Eftersom det finns fler lockande karriärvägar i Finland står den internationella rekryteringen inför en större prövning än vad som vanligtvis är fallet.</p> <p>(Denna slutsats bygger även på landsstudierna i appendix 5)</p>	<p>2. Säkerställa att finska medborgare som rekryteras till och gör karriär inom internationella organisationer får tillräckligt stöd.</p>
<p>9. Finlands triangelformade organisationsuppbyggnad (IO-EU-JPO) liknar den som finns i andra länder, och en utvärdering av den holländska modellen visar att det inte finns någon perfekt struktur.</p> <p>10. Jämfört med andra länder har Finland fler chefer inom hanteringen av den internationella rekryteringen samt samordning på en högre nivå, men personalkapaciteten är låg.</p>	<p>3. En effektiv hantering av internationell rekrytering bygger på relevanta kopplingar och välfungerande samordning – snarare än på en viss organisationsstruktur.</p>	<p>3. Behåll nuvarande strukturer men stärk samordningen ytterligare.</p>



RESULTAT	SLUTSATSER	REKOMMENDATIONER
<p>14. På grund av bristande initiativförmåga och extrem försiktighet skapas få möjligheter för informationsutbyte mellan finsk internationell personal och UM.</p> <p>15. UM har relativt låg kapacitet att hjälpa och kommunicera med JPO:er och UNV:er under tiden de är utstationerade.</p> <p>16. Det finns begränsade resurser att ge stöd och karriärvägledning till junior och senior personal när utstationeringen närmar sig sitt slut, med syftet att främja en vidare karriär inom multilaterala organisationer.</p> <p>17. Flera men inte alla av de seniora tjänstemän som återvänder till UM kunde dra nytta av sina erfarenheter och nätverk på internationell nivå.</p>	<p>4. Finland drar ännu inte tillräcklig nytta av sin närvaro i multilaterala organisationer, eller av tidigare rekryterades erfarenheter och nätverk.</p>	<p>4. Vidta åtgärder för att uppmuntra mer kontakt och informationsutbyte mellan internationellt anställda och UM.</p> <p>5. Förespråka att UM:s administrationsavdelning förbättrar hanteringen av återvändande personal.</p>
<p>10. Jämfört med andra länder har Finland fler chefer inom hanteringen av den internationella rekryteringen samt samordning på en högre nivå, men personalkapaciteten är låg.</p> <p>13. De olika länderna har överlag haft goda erfarenheter av att utkontraktera vissa tjänster.</p>	<p>5. Särskilt stöd för internationell rekrytering kan skapas genom utkontraktering.</p>	<p>6. Överväg att kontraktera ut vissa funktioner inom internationell rekrytering.</p>
<p>20. I synnerhet JPO-programmet men även UNV-programmet har på ett ändamålsenligt sätt banat väg för vidare karriär inom FN.</p> <p>22. JPO-programmet förefaller mer ändamålsenligt och kostnadseffektivt än UNV-programmet när det gäller att stärka kunskapen om multilateral utvecklingspolitik och skapa en pool med experter på utvecklingspolitik.</p>	<p>6. Det finns tecken på att JPO-programmet ger bättre valuta för pengarna än UNV-programmet.</p>	<p>7. Ge högre prioritet till JPO-programmet än UNV-programmet.</p>
<p>4. Andra länder bedriver internationell rekrytering av liknande skäl.</p> <p>5. Den information och statistik som finns om internationella rekryteringar är splittrad och ofullständig på grund av decentraliserad informationshantering och bristfällig dokumentation.</p> <p>9. Finlands triangelformade organisationsuppbyggnad (IO-EU-JPO) liknar den som finns i andra länder, och en utvärdering av den holländska modellen visar att det inte finns någon perfekt struktur.</p>	<p>7. Internationellt erfarenhetsutbyte kan ge värdefulla insikter om hur Finland och andra länder kan förbättra sina tillvägagångssätt.</p>	<p>8. Inrätta en kontaktgrupp för internationell rekrytering med flera länders deltagande.</p>



Executive Summary

The recruitment of Finnish specialists to international positions in the United Nations (UN) and other multilateral organisations plays an important role in Finland's foreign-, security, trade -and development policies and cooperation. There has, however, never been a dedicated assessment covering all forms of international recruitment. Therefore, the overall purposes of this review are to gain a clear picture of international recruitment supported by the Ministry for Foreign Affairs of Finland (MFA) and generate ideas for how this instrument can be rendered more relevant and effective. The review covers all forms of international recruitment that have been supported by the MFA in recent years.

A mixed-methods approach was applied, including interviews, desk review, and example cases with former and current recruits. The MFA's support to international recruitment was also benchmarked with the approaches in Italy, the Netherlands, and Sweden.

At the MFA, recruitment to the European Union (EU) – specifically to the European External Action Service (EEAS) – and to international organisations (IO) are supported by two Ambassadors in the MFA's Political Department. The Finnish Junior Professional Officer (JPO) and UN Volunteer (UNV) programmes are managed by a unit in the Department for Development Policy. The Crisis Management Centre (CMC) Finland manages recruitment for civilian crisis work on behalf of the corresponding unit in the Political Department. Within the MFA, EU and IO recruitments are coordinated by a high-level body, the MFA Steering Group for International Recruitment. The EU Secretariat under the Prime Minister's Office (PMO) chairs the EU Recruitment Network, which is the overall coordinating body for EU recruitment for the Finnish government.

Findings. International recruitment is a priority of the Finnish government that serves multiple goals at once. As in the benchmarked countries (Italy, the Netherlands, and Sweden), these goals include influencing and supporting the multilateral system, learning about and gaining access to its organisations, fostering an internationally experienced Finnish workforce, and demonstrating Finland's international presence. The relative priorities of these goals and their strategic consequences are, however, not clear. This leads to a situation in which activities are managed case-by-case and programme-by-programme without an overarching longer-term strategy to guide resource allocation and tactical choices.

Data on international recruitment is fragmented and incomplete and does not allow a complete analysis of Finnish presence in the multilateral system. It is, however, clear that Finnish staff in funded UN organisations varies and that there is no systematic relation between the number of Finnish employees and Finnish funding to a particular agency. In EU institutions, Finland is overall well represented, but this is likely to be reversed in the future due to the retirement of Finns currently working there. The number of Finnish JPOs has been lower on average than in Italy, the Netherlands and Sweden, although Finland has a higher number of UNVs.

In terms of managing international recruitment, Finland's basic triangular organisational setup (IO – EU – JPO/UNV) is similar to that found in Italy and the Netherlands. A recent evaluation in the Netherlands, however, found that there is no "perfect" organisational structure. Sweden – like Finland – has outsourced civilian crisis management recruitment. Compared to other countries, Finland has senior leadership but little staff to support international recruitment. Pre-deployment processes for junior programmes work well, have improved in recent years and provide good



preparation for postings. Senior recruits largely self-manage their careers, but most have received useful advice and support from the MFA.

While recruits are away, lack of initiative and extreme caution leads to missed opportunities for useful information sharing between Finnish international recruits and the MFA. The Ministry has comparatively little capacity to support and check in on JPOs and UNVs while they are away, and there is limited support and career guidance provided towards the end of junior and senior postings on progressing their multilateral careers. Several but not all returning senior recruits were able to make good use of their experiences and networks when back at the MFA.

The JPO and UNV schemes have been effective in providing a pathway for career progression into the UN, although the UNV scheme appears to be a less efficient mechanism. In both cases, there is, however, not usually an immediate progression to a fixed-term or permanent position. The JPO scheme appears more efficient and effective in strengthening Finnish experts' knowledge of multilateral development policy and developing a pool of development policy experts than the UNV scheme. There is less evidence that placing Finns in UN organisations strengthens influence because participants are too junior, and there are no effective mechanisms for sharing institutional information with the MFA. Going forward, budget cuts in junior programmes since 2015 are likely to jeopardise the future achievement of goals. Some objectives of the JPO and UNV programmes lack clarity, and the goals for the JPO programme are better aligned between the MFA and the UN than those for the UNV programme.

Conclusions and recommendations. Building on these findings, seven conclusions (C) and eight recommendations (R) can be drawn.

- Finland needs more strategic clarity on international recruitment to further optimise its approach (C1). Therefore, the MFA should develop and commit to clearer objectives and strategic priorities (R1).
- Because national careers represent (more) attractive alternatives for Finns, international recruitment faces above-average challenges in Finland (C2). Therefore, the MFA needs to ensure a sufficient level of support for Finns entering and progressing in international organisations (R2).
- Effective management of international recruitment relies on relevant linkages and efficient coordination – rather than on a particular organisational structure (C3). Therefore, the MFA should maintain current structures but strengthen coordination further (R3).
- Finland does not yet take full advantage of its footprint in multilateral organisations nor of the experience and network of former recruits (C4). Therefore, the MFA should take measures to encourage more contact and information exchange between international recruits and the MFA (R4) and work towards improved staff return management (R5).
- Outsourcing can provide dedicated capacity for international recruitment support (C5). Therefore, in view of the limited staff capacity for international recruitment support, the MFA should consider outsourcing some international recruitment functions (R6).
- There are indications that the JPO programme represents better value for money than the UNV programme (C6). Therefore, the MFA should prioritise the JPO over the UNV programme (R7).
- Finally, it is evident that international experience exchange can usefully inform Finland's approach – and that of other countries (C7). Therefore, the MFA should establish and kick off a multi-country international recruitment contact group (R8).



Findings, Conclusions, Recommendations

FINDINGS	CONCLUSIONS	RECOMMENDATIONS
<p>1. International recruitment is a priority of the Finnish government.</p> <p>2. Beyond the immediate objective of supporting the recruitment of Finns into international organisations, different goals and rationales are associated with international recruitment.</p> <p>3. Different goals associated with international recruitment call for somewhat different tactics, but there is no overarching strategy to guide Finland's approach.</p> <p>18. The objectives of the UN junior programmes are outlined in the Action Plan 2020-2023, and although the main objective is clear, goals 2 and 3 lack clarity.</p> <p>19. The UN and MFA goals are aligned for the JPO programme but not for the UNV programme.</p> <p>24. Cuts in junior programmes since 2015 are likely to jeopardise the future achievement of goals.</p>	<p>1. Finland needs more strategic clarity on international recruitment to further optimise its approach.</p>	<p>1. Commit to clearer objectives and strategic priorities.</p>
<p>6. Finland's representation in UN agencies funded varies, and the number of staff posts is not in proportion to budget contributions</p> <p>7. Finland is well represented in the EU, although this is likely to be reversed in the future due to the number of Finns who will retire soon.</p> <p>8. The number of Finnish JPOs has been lower on average than Italy, the Netherlands and Sweden, although Finland has a higher number of UNVs as they are not funded by these countries.</p>	<p>2. Because national careers represent (more) attractive alternatives for Finns, international recruitment faces above-average challenges in Finland.</p> <p>(This conclusion is also based on the country annexes, Annex 5)</p>	<p>2. Ensure a sufficient level of support for Finns entering and progressing in international organisations.</p>
<p>9. Finland's triangular organisational setup (IO-EU-JPO) is similar to that found in other countries, and an evaluation of Dutch support found that there is no perfect structure.</p> <p>10. Compared to other countries, the MFA has senior leadership and high-level coordination mechanisms but little staff capacity for international recruitment.</p>	<p>3. Effective management of international recruitment relies on relevant linkages and efficient coordination (rather than on a particular organisational structure).</p>	<p>3. Maintain current structures but strengthen coordination further.</p>



FINDINGS	CONCLUSIONS	RECOMMENDATIONS
<p>14. Lack of initiative and extreme caution leads to missed opportunities for useful information sharing between recruits and the MFA.</p> <p>15. The MFA has comparatively little capacity to support and check in on JPOs and UNVs while they are away.</p> <p>16. There is limited support and career guidance provided towards the end of junior/senior postings on progressing their multilateral careers.</p> <p>17. Several but not all returning senior recruits were able to make good use of their experiences and networks when back at the MFA.</p>	<p>4. Finland does not yet take full advantage of its footprint in multilateral organisations nor of the experience and network of former recruits.</p>	<p>4. Take measures to encourage more contact and information exchange between international recruits and the MFA.</p> <p>5. Advocate with MFA's Department for Administrative Services for improved staff return management.</p>
<p>10. Compared to other countries, the MFA has senior leadership and high-level coordination mechanisms but little staff capacity for international recruitment.</p> <p>13. Each country has had overall good experiences with outsourcing some services</p>	<p>5. Outsourcing can provide dedicated capacity for international recruitment support.</p>	<p>6. Consider outsourcing some international recruitment functions.</p>
<p>20. The JPO and UNV schemes have been effective in providing a pathway for career progression into the UN, although the UNV scheme appears to be a less efficient mechanism.</p> <p>22. The JPO scheme appears more efficient and effective in strengthening Finnish experts' knowledge of multilateral development policy and developing a 'pool' of development policy experts than the UNV scheme.</p>	<p>6. There are indications that the JPO programme represents better value for money than the UNV programme.</p>	<p>7. Prioritise the JPO over the UNV programme.</p>
<p>4. Other countries support international recruitment for similar reasons.</p> <p>5. Data on the Finnish presence in the multilateral system and positions funded by the MFA is fragmented and incomplete due to decentralised information management systems and a lack of record keeping.</p> <p>9. Finland's triangular organisational setup (IO-EU-JPO) is similar to that found in other countries. and an evaluation of Dutch support found that there is no perfect structure.</p>	<p>7. International experience exchange can usefully inform Finland's approach - and that of other countries.</p>	<p>8. Establish and kick off a multi-country international recruitment contact group.</p>



1. Introduction

1.1. Motivation and purpose of the review

The recruitment of Finnish specialists to international positions in the EU, UN and other multilateral organisations plays an important role in Finland's foreign-, security-, trade -and development policies and cooperation. There has, however, never been a dedicated assessment covering all forms of international recruitment.

The MFA of Finland is interested to learn about ways to make the best use of this instrument. Moreover, the immediate objective of placing Finns into international organisations can ultimately contribute to a range of different outcomes, which are not always clear.

The overall purpose of this review, therefore, is to gain a clear picture of international recruitment supported by the Ministry. This will allow the MFA to further develop this instrument as a strategic element for advancing Finland's development, trade, foreign and security policies and cooperation.

More specifically, the objectives of this review are:

1. To synthesise the goals and the rationale for international recruitment;
2. To describe how international recruitment and secondments are managed at the MFA;
3. To evaluate the degree to which the JPO, UNV and Special Assistant to Resident Coordinator (SARC) programmes have contributed to their stated objectives; and
4. To formulate evidence-based conclusions and recommendations – including alternative options – for more strategic and effective management of all forms of international recruitment supported by the MFA in the future.

1.2. Review scope

The review covers all forms of international recruitment that are supported by the MFA. These include “junior programmes” as well as “senior recruitment”.

Junior programmes include the UN's JPO and UNV programmes (including SARC), the EU's Junior Professionals in Delegation (JPD) programme, and other programmes for providing young professionals with work experience in the multilateral system.

Senior recruitment includes temporary secondments of staff from the MFA (and other Finnish ministries) as well as all other ways in which the MFA supports the employment of Finnish nationals into multilateral organisations. Also included in this group are Finns posted overseas to represent Finland in the corporate governance bodies of multilateral organisations.

The review focuses on the MFA's international recruitment activities from 2018 to 2022, but it also draws on earlier experiences when useful.



1.3. Intended users of the review

The review informs the MFA's support for international recruitment. As such, the primary intended users are MFA leadership and staff managing and coordinating recruitment support.

Beyond these, the review is also of interest to other ministries and departments in Finland involved in international recruitment support and to those managing and coordinating international recruitment in other countries.

1.4. Review questions

The review answers seven principal questions (Table 1).

Table 1. Review questions

REVIEW QUESTION	FOCUS ON JUNIOR PROGRAMMES	FOCUS ON SENIOR RECRUITMENT
1. What explicit and implicit goals, expectations and rationales guide the MFA's support to international recruitment?	X	X
2. What presence do MFA-supported international recruits have in the multilateral system?	X	X
3. How does the MFA support, manage and interact with international recruits?	X	X
4. How does Finland compare to selected peer countries regarding these issues?	X	X
5. What is the likely effectiveness of the JPO and UNV programmes in contributing to their stated objectives?	X	
6. How important was the earlier participation of senior recruits in junior programmes for their subsequent international recruitment?	(X)	X
7. To what extent have the experiences and networks senior recruits have gained abroad been utilised during their stay and after their return?	(X)	X

1.5. Review approach and methodology

The review team used a mixed-method approach for this review. Available documentation (Annex 2) was desk-reviewed, and interviews were held with 61 people, including nine present and former MFA staff directly involved in supporting international recruitment and eight staff from other Finnish government bodies. The team also analysed available data about the presence of Finns in multilateral organisations.



Based on suggestions from MFA staff managing international recruitment, 18 former and current recruits were selected for in-depth interviews, resulting in eight junior and ten senior example cases. Each case was summarised in a detailed case report. Because of the sensitivity of the information contained, the case reports are not published as part of this review report (but they have been used as evidence in the review team's analysis).

During the inception phase, three countries were selected for benchmarking: Italy, the Netherlands, and Sweden. In each country, key people involved in coordinating and supporting international recruitment were interviewed online, and, in addition, workshops and face-to-face interviews were held in Rome and Stockholm in the first two weeks of March 2023. Overall, 21 people were consulted: seven in Italy, six in the Netherlands, and nine in Sweden.¹

1.6. Limitations, challenges and their management

The present review was implemented in a comparatively short period of time – about three months for main review activities and report writing. Nevertheless, all planned review activities could be implemented. Specifically, in the case of Italy, it, however, took several weeks to identify the people in charge and to establish contact. Both benchmarking visits (to Stockholm and to Rome) had to be planned at very short notice, resulting in less participation from the MFA than originally intended.

Another challenge was the limited availability of aggregated data and documentation about international recruitment. This made the analysis of Finnish presence in international organisations difficult, as described in Finding 5 in Section 3.2.

Data and information about international recruitment was limited.

When planning the review, the original intention had been to publish some of the example cases developed together with present and former recruits. The cases proved to be very informative and were met with interest and active participation by interviewed recruits. It, however, quickly became clear that they preferred not to have their cases published. The review team, therefore, used the cases to inform the findings of this report without making individual references.

1.7. This report

After this introductory chapter, the MFA's support for international recruitment is briefly described (Chapter 2). Chapter 3 summarises the principal findings of this review along with the review questions.² International comparisons with Italy, the Netherlands and Sweden are drawn throughout, and country-specific observations are summarised in Annex 5. Conclusions and recommendations are given in Chapters 4 and 5, respectively.

¹ Included in the total of 61 interviews.

² Review question 6 is answered in Finding 24 in Section 3.5., and question 7 in Finding 17 in Section 3.4.



2. Support to international recruitment at the MFA

The organisational structure of international recruitment in the MFA is divided between EU recruitment – EU’s external relations and specifically the European External Action Service (EEAS) – and recruitment to IOs.³ There are two ambassadors with responsibility for EU recruitment and international recruitment, respectively. Other EU appointments are overseen by the EU Secretariat, which is part of the PMO. Higher level appointments to the UN, Organization for Security and Co-operation in Europe (OSCE), Organisation for Economic Co-operation and Development (OECD), Council of Europe, etc., and to Multilateral Development Banks (MDB) are managed by the Ambassador for IO Recruitment within the Unit for UN and General Global Affairs (POL-50). EU

The organisational structure of international recruitment in the MFA is divided between EU and IO.

recruitments specifically to EEAS positions are managed by the EU Ambassador within the Unit for European Common Foreign and Security Policy (POL-30). UN junior programmes are managed by the Unit for UN Development and Innovation Issues (KEO-40) and – regarding Youth UN Volunteers (YUNV) – also by the Security Policy and Crisis Management Unit (POL-10).

The CMC Finland manages recruitment for civilian crisis work on behalf of the Security Policy and Crisis Management Unit (POL-10), financed through the crisis management budget of the MFA while organisationally part of the Ministry of the Interior (Moi). Similarly, the Finnish Centre of Expertise in Education and Development (FinCEED) – a new unit established in 2021 by the Ministry of Education and Culture to increase the number of experts in education and the Ministry of Environment – recruit JPOs and have their own procedures with positions paid from the MFA development cooperation budget.

Within the MFA, the “MFA Steering Group for International Recruitment” acts as a planning and decision-making body for international recruitment. This committee is composed of the Permanent Secretary of State, who chairs the body, all four Under-Secretaries of State⁴ and representatives from the Cabinets of the Minister for Foreign Affairs and the Minister for Development Cooperation and Foreign Trade. There are also representatives from human resources, finance and the two Ambassadors for EU and IO Recruitment. This group meets every couple of months or when needed to discuss thematic, geographical and institutional priorities for selecting postings, the number of postings given budgetary resources, and potential candidates for both the EU and IOs.

The EU Secretariat under the PMO coordinates the “EU Recruitment Network”. It is chaired by the Under Secretary of State for EU Affairs in the PMO and consists of one representative from each ministry, with the MFA EU Recruitment Ambassador attending. This group is the overall coordinating body for EU recruitment for the Finnish government and coordinates EU recruitment across

³ This includes recruitment to the UN and other organisations such as the OSCE, OECD and Multilateral Development Banks.

⁴ These are the Under-Secretaries of State: Development Policy, International Trade, Foreign and Security Policy, and Internal and External Services.



ministries. The aim is to identify potential positions more effectively and work with the Finnish Permanent Delegation to identify these positions and select good candidates.

MFA-supported junior international recruitment programmes are outlined in Table 2. The JPO programme has been funded by Finland since 1965. JPOs are recruited on an annual basis and are young professionals up to 32 years of age. On average, between 40-50 JPOs are funded each year, and positions are at the P2 level. They are normally placed in field offices for the first two years and then in a headquarters position for the third year. They are fully funded by Finland for the first three years and fully funded by the IO for the fourth year or co-funded 50/50 with the partner organisation for a fourth year.

The JPO programme has been funded by Finland since 1965.

The UNV scheme has been funded by Finland since 1974, with volunteers placed in field offices for the duration of their posting. Finnish UNVs have averaged 6-8 per year, and they are posted for between 2 to 3 years. There are also Finnish YUNVs who are 18-26 years old and posted for one year. UNVs are also posted by the CMC, and there are normally 10-12 in field offices at any one time.

Finland joined the SARC scheme in 2015, although this is currently suspended due to the UN restructuring process. SARC posts are at the P3 level and are located in the offices of the resident coordinators, with positions paid for by Finland and postings for up to 3 years. There have been 10 SARCs posted by Finland to date.

The main junior EU scheme supported by the MFA is the JPD programme which provides professional training through postings to EU Delegations. There are two places for each member state available every two years, paid for by the EU, and the postings are for two years. Additional posts are paid for by Finland – currently about 2 per year – in the area of development cooperation.

Table 2. MFA-supported junior international recruitment programmes

NAME	RECEIVING INSTITUTION	DESCRIPTION	FUNDING SOURCE/ COSTS PER ANNUM	DURATION
JPO	UN	Professional scheme for up to 32 years with a minimum of up to 2 years of experience	MFA years 1-3 Co-funding UN 3 rd year (or fully UN funded)	Yearly contracts with 2 years minimum and 3 years maximum
YUNV	UN	Volunteer scheme, not member of UN staff placed in field offices. Age 18-29 years old	MFA USD 47,000	1-2 years
UNV	UN	Volunteer scheme, not member of UN staff placed in field offices. Minimum 3 years of work experience and minimum age of 27 years	MFA USD 64,000	Yearly contracts with 2 years minimum and 3 years maximum
SARC	UN	Placed in offices of UN Resident Coordinators. Maximum age is 38 years with a minimum of 5 years' experience post masters	MFA USD 200,000	Yearly contracts with 2 years minimum and 3 years maximum
JPD	EU	Professional training scheme placed in EU Delegations	EU with an option for Finland to finance additional places	2 years

Source: team analysis



3. Findings

3.1. Goals, expectations and rationales

Finding 1. International recruitment is a priority of the Finnish government.

The importance of international recruitment was stressed by senior MFA leadership interviewed for this review. It is also reflected in Finland's government programme 2019-2023, which states: "We will promote the recruitment of Finnish specialists to international positions in the UN and other multilateral organisations." The 2020 report on development policy across parliamentary terms specifies: "The selection of Finnish experts to the headquarters and field functions of multilateral institutions is an important way of strengthening multilateral cooperation for sustainable development. The participation and success of Finns in applying for such positions is supported." International recruitment is considered an important channel for influencing multilateral institutions and is reported on in the MFA's multilateral influencing plans and reports⁵.

Another indication of the importance attributed to international recruitment is the fact that the Finnish government allocates significant resources to supporting and coordinating the placement of Finns into international organisations. While no aggregate financial figures across all types of recruitment are available, it is clear that they are significant (Section 3.2).

Finding 2. Beyond the immediate objective of supporting the recruitment of Finns into international organisations, different goals and rationales are associated with international recruitment.

The people interviewed had a consistent view of why Finland should support international recruitment. While increasing the number of Finns in international organisations was a central theme, this was usually not considered an end in itself but, rather, a means to several other ends. From its interactions, the review team crystallised the following five primary goals associated with why Finland supports international recruitment:

International recruitment has five primary goals.

1. Influence the multilateral system and its organisations towards Finnish priorities and values;
2. Strengthen the human capacity of the multilateral system and its organisations;

⁵ MFA 2020



3. Support Finland's understanding of – and access to – the multilateral system and its organisations;
4. Increase the number of Finns with relevant multilateral experience for future positions in Finland and abroad; and
5. Demonstrate Finland's presence and leadership in the multilateral system and its organisations.

The first goal reflects the importance of influencing and soft power for Finland. As a small country, Finland has relied on “nudging” international organisations rather than attempting to direct them. A recent evaluation found that Finland was very effective and “punching above its weight” in terms of influencing multilateral organisations. In interviews, two principal influencing mechanisms were described. First, by placing experts with specific expertise in order to selectively strengthen priority themes and functions and, second, by placing Finns who are likely to reflect a Nordic set of behaviours and values in their work. Throughout interviews, it was clear that no influencing was intended – or did occur in practice – by directing international recruits in any way because this would conflict with their loyalties as employees of their host institutions. Naturally, the latter does not apply to representatives of Finland to international organisations for which close alignment with the capital is part of the job.

The second goal reflects Finland's expressed support of – and belief in – the multilateral system. This includes the UN, the EU, their respective institutions, and other international organisations. One way to support these systems is to strengthen their human capacity.

The third goal increases the capacity of the MFA (and the Finnish government) to effectively engage with international organisations by maintaining close contact with Finns working there. Interviewees stressed how important it is to learn about and understand the priorities, processes and management culture of multilateral organisations and to be able to access key individuals within, for example, as a basis for effective influencing activities. Both factors (effective relationships with and sufficient access to multilateral organisations) were also identified as key factors determining Finland's multilateral influence in a recent evaluation⁶.

The fourth goal is long-term and reflects the need to sustain and strengthen the pool of qualified Finns with relevant international skills and experience from which the government can recruit staff managing multilateral relations and from which senior-level recruitments into international organisations can be drawn.

The fifth goal is also related to Finland's support of – and belief in – the multilateral system. While the first goal reflected direct support, the fifth goal is reputational and outward-looking. Placing Finns into visible leadership positions in the multilateral system signals Finland's commitment to the multilateral system to the rest of the world.

6 MFA 2020



Finding 3. Different goals associated with international recruitment call for somewhat different tactics, but there is no overarching strategy to guide Finland’s approach.

While there exists a consistent view of the goals associated with international recruitment, this shared understanding has never been developed into a comprehensive strategy or policy. While

The lack of an overarching explicit strategy for international recruitment was highlighted as an issue

strategic discussions take place in the MFA Steering Group for International Recruitment, explicit guidance remains very general or applies only to certain types of recruitment. The lack of an overarching explicit strategy for international recruitment was highlighted as an issue in most interviews the review team held with MFA and other staff involved in managing Finland’s support.

Drawing on its interviews in Finland and abroad, the review team has synthesised “optimal tactics” for reaching each of the five goals identified separately (Table 3). The resulting tactics show marked differences, for example, regarding the nationality of candidates, the choice of positions, and the time horizon.

Of course, it is impossible to follow all tactics at once. This means that, ultimately, the MFA must choose an overall strategy that best serves those goals considered most important while accepting that less important goals may be served less effectively.

Since such a strategy is lacking, the MFA experiences difficulties in clearly defining and optimising its approach. A good understanding of the tactics for reaching each separate goal is a useful first step towards a more informed strategic approach.

Table 3. Goal-specific tactics

GOAL	OPTIMAL TACTIC FOR REACHING THIS GOAL
<p>1. Influence the multilateral system towards Finnish priorities and values</p>	<p>Tactic A. Place quality experts into themes/functions that reflect Finnish priorities for the multilateral system. This is done most effectively by directly supporting the creation of new positions in Finnish priority themes/functions. Candidates do not have to be Finns – it suffices that they support the theme or function in line with Finnish priorities. The positions should also be additional (i.e. not existing without Finnish support).</p> <p>Tactic B. Place candidates with “Finnish/Nordic values” into influential multilateral positions. This is done most effectively by directly supporting the recruitment of candidates with a typical Finnish/Nordic <i>forma mentis</i> into key multilateral positions. (Additionality is not required for this tactic).</p>
<p>2. Strengthen the human capacity of multilateral institutions</p>	<p>Support the appointment of the best international candidates to the most relevant positions in the multilateral system (as seen from the system). This is done most effectively by supporting the staff budget and the recruitment functions of multilateral organisations without getting further involved with specific positions or candidates. Candidates do not have to be Finns (unless a Finnish applicant is the best international option), and support should be additional, i.e. it should not be for positions that would also be filled without Finnish support.</p>



GOAL	OPTIMAL TACTIC FOR REACHING THIS GOAL
<p>3. Strengthen Finland's understanding of and access to the multilateral system</p>	<p>Tactic A. Establish and maintain contact and relationships with key staff working in multilateral organisations for two-way information sharing.</p> <p>This is done most effectively by focusing on staff in positions of interest while carefully avoiding any conflict of interest. Contact to Finns who have been supported by the MFA is likely easiest, but other Finns and staff from other countries holding key positions can be part of these networks too.</p> <p>Tactic B. (Re-)integrate former multilateral staff into relevant MFA (or other government agencies) positions where their experiences and networks can be used.</p> <p>This is done most effectively if (incoming/returning) MFA staff continues to deal with the same multilateral organisation(s) or processes he/she had been working with. Less effective (but still useful) are MFA positions in related themes or sectors in which the general experience gained can still be applied. In all instances, knowledge and network transfer from the (returning) staff to the organisation needs to be supported.</p>
<p>4. Strengthen Finland's (government) workforce</p>	<p>Support Finns in obtaining relevant international work experience.</p> <p>This is done most effectively if young and mid-career Finns are supported to work in positions in multilateral organisations that provide them with relevant skills, experiences and networks for important future international jobs in Finland's private and public sector labour markets (including the MFA, as described in Goal 3/Tactic B above).</p>
<p>5. Demonstrate Finland's international leadership</p>	<p>Support the placement of Finns into leadership positions in the multilateral system.</p> <p>This is done most effectively if highly qualified and internationally experienced Finns are placed into globally visible positions.</p>

Source: team analysis

Finding 4. Other countries support international recruitment for similar reasons.

All people interviewed in Italy, the Netherlands, and Sweden agreed that international recruitment served multiple goals and described and/or agreed with all or most of the goals listed above (Table 3).

Sweden has similar objectives as Finland, with an emphasis on increasing Swedish representation in the multilateral system, strengthening the capacity of multilateral institutions, promoting Swedish priorities and values, and building a pool of Swedish experts with experience of working in multilateral organisations. A tracer study undertaken in 2022 and an evaluation in 2020 of international recruitment found that overall, Sweden's international recruitment schemes were effective in increasing the number of Swedes in the international system, developing a pool of development experts, and under the right conditions, secondees can be an effective mechanism for influencing. There was evidence of influencing by secondees leading to change, particularly in relation to gender equality, human rights and results-based management. However, discussions during the workshop with the team highlighted challenges related to goals and priorities as even if the goals themselves are relatively clear, more clarity in terms of how to implement them is needed, and stronger coordination is needed between government institutions involved in international recruitment.



In the Netherlands, interviewees mentioned goals such as i) to support multilateral organisations of importance for the country through strengthening their human resource base, ii) to advance the Dutch multilateral strategy in terms of policy priorities and values (such as the support to democracy), iii) establish and make use of good contacts into multilateral organisations, iv) increase Dutch visibility through Dutch top political appointees, and v) to avoid Dutch under-representation and staff diversity in multilateral organisations.

In Italy, the fourth goal focuses on integrating returning Italian professionals into the private sector. Generating a pool of internationally qualified Italians from which the government can draw civil servants is not a priority because senior external hires into public careers are rare (Italian public servants have to pass competitive entrance exams, and their careers then usually progress within that system). Also, in Italy, the term *forma mentis* was used to describe a common set of values and the way of thinking that is referred to in Table 3 (Goal 1, Tactic B).

3.2. Finland's presence in the multilateral system

Finding 5: Data on the Finnish presence in the multilateral system and positions funded by the MFA is fragmented and incomplete due to decentralised information management systems and a lack of record keeping.

The review team's analysis of annual statistics of the UN and the European Commission (EC) suggests that close to 1000 Finnish nationals are currently working in these institutions, although no comparable figures are available for Development Banks.⁷ However, the actual figure is likely to be higher as the data is not comprehensive and it does not cover all UN and EU institutions. There is limited data available from MFA sources, primarily as different units and entities are responsible for recruitment to these organisations of which the MFA has oversight. Several IOs and EU institutions collect detailed staff data and analysis, but this is not always publicly available and not comparable between institutions. Because of this (and capacity limitations), the review team did not attempt to build up an overall database for Finnish recruits based on EU and IO sources. There are no databases with recruitment information, and even where there are current figures available such as for JPO programmes, there is limited historical data to track long-term trends. This contrasts with Italy, Sweden and the Netherlands, where they have good information on participants in junior programmes, but all countries have less comprehensive information on senior postings and secondments.

7 UN CEB 2022, EC 2022



Finding 6: Finland's representation in UN agencies funded varies, and the number of staff posts is not in proportion to budget contributions.

Finns comprise around 0.3% of the UN employees, while Finns comprise 0.07% of the world's population, and Finland contributed 0.42% of the UN budget in 2021.⁸ It should be noted that the share of Finns in the UN cannot be expected to match Finland's budget share as this would not leave space for staff from non-paying member states.

In 2021, MFA data indicates that 29 Finns (out of which 12 at P3-D1 levels) were working in the UN secretariat.⁹ The Food and Agricultural Organisation of the United Nations (FAO), in 2021, had 18 Finnish staff, of which eight were at P3-D2 levels, and the International Fund for Agricultural Development (IFAD) had nine Finnish nationals at staff levels AVP-P2. For WFP, the MFA figures differ slightly from the published UN statistics, indicating that in 2021, 29 Finns (out of which 12 at P3-D1 levels) were working there¹⁰. There is no comprehensive information regarding MFA secondments to the UN.

About 0.3% of UN employees are Finns.

It is difficult to assess from this fragmented information whether the level of UN staffing is at a reasonable level in a particular agency or what the benchmark should be. However, it is clear that there is no systematic relation between the share of contributions from a specific donor and the share of staff from that country. The top three UN recipients of Finland's core and earmarked contributions were the United Nations Population Fund (UNFPA) (USD 53.2 million), the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) (USD 32.5 million) and the United Nations Children's Fund (UNICEF) (USD 28.1 million). For UNICEF and UNFPA, Italy contributes a much smaller share of the budget than Finland, Sweden and the Netherlands but has much higher staffing levels. The figures in Table 4 for 2020 indicate that Italy contributes 1.2% and 1.8% of the budget, respectively, but has 135 and 36 staff, respectively, compared to Sweden, which is a much higher contributor with 16 members of staff in each organisation.

Finland has the lowest number of staff in both UNFPA and UNICEF and makes the least contributions to their budgets after Italy. For UN Women, Finland seems to fare reasonably well with 14 staff positions and a contribution of 6.8% of the budget. In contrast, Sweden has 16 staff positions but contributed 16.3% of the budget. This is a similar finding from Sweden's 2020 Evaluation of International Recruitment, which concluded there was no linear relationship between UN contributions and the number of national staff.

8 Based on Ministry for Foreign Affairs of Finland (MFA) internal tracking concerning the presence of Finnish nationals in the UN organisations, the number ranges between 500-600 individuals, and according to the UN, the number of Finnish nationals included in the personnel statistics has ranged between 325-342 between the years of 2018 and 2021, which constitutes about 0.3 % of all staff in the UN common system (119870 in 2021). Numbers and institutions where Finns are working can be found in Annex 4

9 MFA 2021

10 MFA 2021



Table 4. Finnish nationals in the top UN organisations supported by Finland compared to Sweden, the Netherlands and Italy (2020)

	SHARE OF THE ANNUAL BUDGET (%)	SHARE OF UN POPULATION (%)	SHARE OF POSITIONS (%)
UNFPA (2020 budget USD 456 228 000, 3149 staff)			
Finland	11.66	0.07	0.22
Sweden	31.50	0.13	0.51
Italy	1.23	0.75	1.14
Netherlands	16.02	0.22	0.67
UN WOMEN (2020 budget USD 472 139 000, 1123 staff)			
Finland	6.88	0.07	1.25
Sweden	16.39	0.13	1.42
Italy	1.38	0.75	1.07
Netherlands	2.36	0.22	0.45
UNICEF (2020 budget USD 612 498 658, 14413 staff)			
Finland	4.59	0.07	0.15
Sweden	41.07	0.13	0.36
Italy	3.67	0.75	1.28
Netherlands	25.30	0.22	0.50

Source: team analysis¹¹

Finding 7: Finland is well represented in the EU, although this is likely to be reversed in the future due to the number of Finns who will retire soon.

There were 527 Finns working for the EU in 2022, which is equivalent to 1.7% of all EC staff, according to both MFA and EU statistics.¹² Finns comprised 255 of permanent administrative officers or 2% of all EC administrative officers. At the middle and senior management level, 2.5% were Finnish, while Finnish SNEs comprised 1,9 % of

About 1.7% of EC employees are Finns.

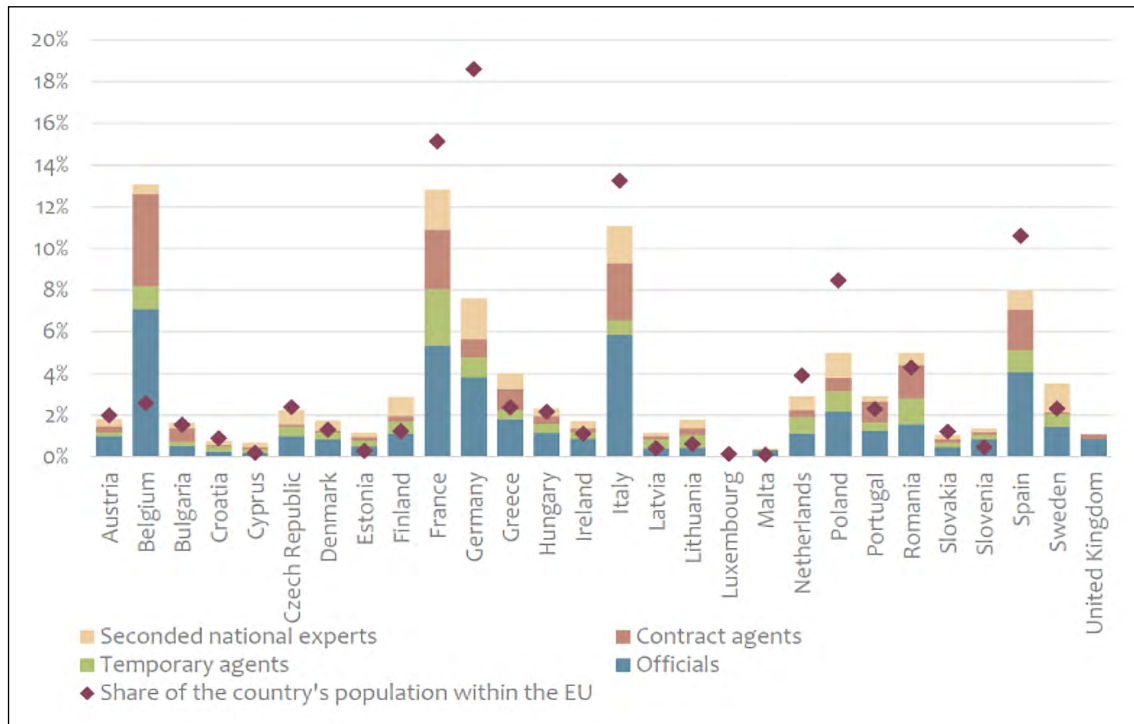
¹¹ OECD Library 2023, UNFPA 2023, UN Women 2020, UNICEF 2020, UN CEB 2021 & 2022b

¹² MFA 2022



staff. As of September 2022, 43 Finnish nationals were reported to be working in the EEAS, including 17 SNEs.¹³ Thus, in relation to the overall EU population (1.2% of the EU population) or the ratio used by the Commission (1.8%, which takes into account other factors in addition to the population), the situation is reasonably good. This is also illustrated by the analysis undertaken by EEAS in the 2021 Human Resources (HR) report, which indicates that Finland had more temporary and permanent staff as a proportion of its population (Figure 1).

Figure 1. EEAS staff by category and nationality (by year-end 2021)¹⁴



Source: EEAS 2021

However, the overall number of Finnish staff who work in the EU is likely to decline in the near future as it is estimated that up to 30% of current Finnish staff will have retired by 2025. A large cohort began working for the EC when Finland first joined the EU in 1995 but will soon retire. These new entrants did not have to go through the same entry system as normal recruits and did not have to take the European Personnel Selection Office (EPSO) entry exams and interview process. Since then, recruitment of Finnish nationals has been relatively low compared to other countries due to the need to pass the EPSO exams and interview, which Finns tend to be less successful at compared to other countries such as France and Italy, which have an education system more geared to this type of system. More generally, interviews conducted by the review team suggest that an EU career is less attractive for young Finns today, and the long period of study needed to succeed at the EPSO exam was a disincentive to applying. However, there are attempts underway to change the EU entry system, which may provide a more level playing field that will make the process easier for Finnish entrants.

¹³ EEAS 2022

¹⁴ At the time of the review, EEAS HR Report 2021 (published in July 2022) was the latest available source of official EEAS personnel statistics



Finding 8: The number of Finnish JPOs has been lower on average than that of Italy, the Netherlands and Sweden, although Finland has a higher number of UNVs as they are not funded by these countries.

The number of JPOs and UNVs varied over the evaluation period due to budget cuts in 2015 and an increase in funding from 2021 onwards, although funding levels are less than previously.

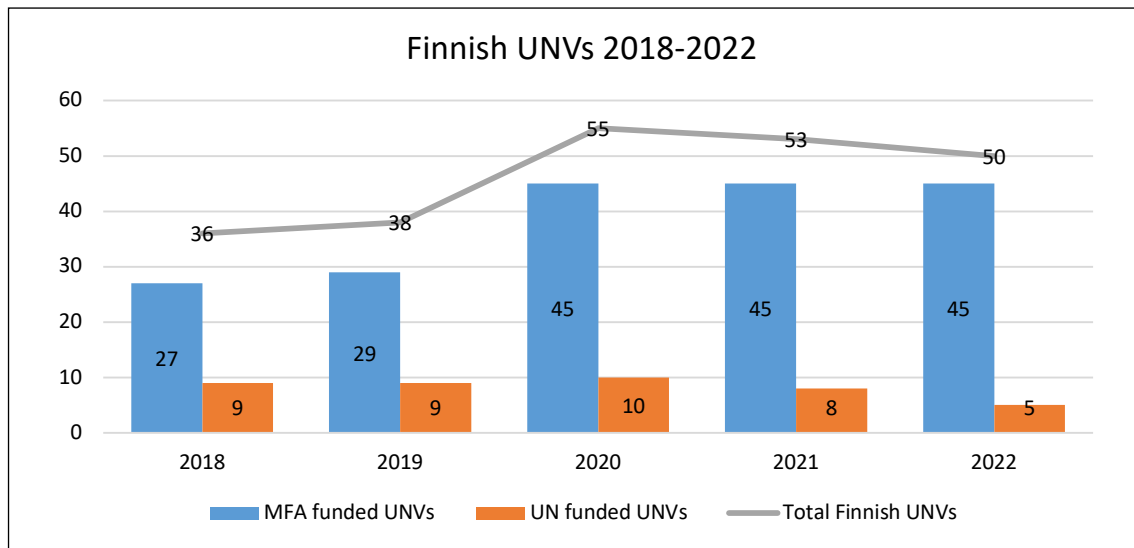
Finland deployed 69 JPOs to 32 organisations in 2018-2022.

There have been 69 new JPOs selected and deployed to 32 different organisations during 2018-2022, an average of 10-15 per year.¹⁵ Out of these, five have been financed by POL-10 and the rest 58 by KEO-40, although the level of employed JPOs varied slightly based on the data source. Details by the organisation can be found in Annex 4. During the period of 2018-2021, six SARCs

have been deployed to UN Resident Coordinator Offices (RCO) in Yangon, Dar Es Salaam, Kathmandu, Addis Ababa, Maputo and Beijing.

The number of UNVs varies according to source, and it is notable that although Finland funds UNV positions, there are also Finnish UNVs funded by the UN, although these are a lot fewer. The table below draws on UN statistics and shows that in 2018 there were 27 UNVs¹⁶ funded by Finland and 45 in 2022.¹⁷ MFA sources referring to new recruits per year indicate that, in total, 78 new UNVs have been selected and deployed between 2018-2022, including 25 UNVs/YUNVs financed by POL-10¹⁸.

Figure 2. Finnish UNVs 2018-2022



Source: team analysis¹⁹

15 MFA 2022

16 Number of UNVs in UN reporting refers to the number of Finnish UNVs currently in the system per year, regardless of their recruitment year. Hence, it might be possible that the figures concerning e.g. 2018, these statistics include UNVs that have started their posting before the review period.

17 UNDP 2023

18 Documentation available for the review ("JPO ja UNV rekrytointi järjestöittäin 2008-2022", MFA 2023a) suggests the number of UNVs being 68, consisting of 52 KEO-90 and 16 POL-10 recruits. However, data concerning POL-10 UNVs in this source is limited to years 2018-2020.

19 Data as of UNDP 2023, graphics by the review team



For the EU JPD scheme, Finland has normally financed two trainees in addition to the two EU-funded positions in EU Delegations every two years. There were four Finnish JPDs recruited in 2021-23 and four between 2017 and 2020.

Other countries fund a greater number of JPOs, with Italy placing 40 new JPOs a year; although this dipped to 18 during the financial crisis but will rise to 50 in 2023 to celebrate Italy's 50th year of participation in the scheme. Sweden normally placed 30 JPOs a year but fell to 17 in 2022, and no new JPOs will currently be funded due to budget cuts. Prior to budget cuts in 2011, the Dutch JPO programme financed about 50 new positions per year. The number of new positions has fluctuated since then: in 2023, there will be no new positions funded, whereas in 2022, more than 65 were selected for funding. About 50 new positions are expected for 2025.

Other countries fund a greater number of JPOs.

Sweden also funds more additional JPD placements than Finland, with currently 18 in post with an additional six funded every cycle compared to Finland's two, whereas Italy has many citizens working in the EU, so it does not fund additional JPD positions.

3.3. Support and management of international recruitment

Finding 9. Finland's triangular organisational setup (IO-EU-JPO) is similar to that found in other countries, and an evaluation of Dutch support found that there is no perfect structure.

Within the MFA, recruitments to the EU are managed by an Ambassador from POL-30, recruitment to (other) international organisations by another Ambassador from POL-50 and Finland's JPO and UNV programmes by a desk officer in KEO-40.

With nuances, this triangular structure mirrors how Italy and the Netherlands have structured their support to international recruitment.

Finland's triangular structure mirrors how Italy and the Netherlands have structured their support to international recruitment.

In Italy, as part of a wider reform, the Directorate General (DG) for Public and Cultural Diplomacy was established in January 2022. Within that DG, the Unit for the Promotion of Italy in International Organisations was created, with overall strategic and coordination functions for international recruitment. In the DG for Europe, Office IV (for institutional and legal EU affairs) supports international recruitment into EU institutions. The management of the Italian JPO and fellowship programmes is overseen from within the Unit for Development Cooperation Strategies and Global Multilateral Processes in the DG for Development Cooperation. Since 1992, a partition of labour has existed with the United Nations Department of Economic and Social Affairs Office in Rome (UN DESA).

In the Netherlands, the office of the National Coordinator for International Functions (NCIF) in the MFA supports senior-level international recruitment into international organisations, while EU appointments are dealt with by the Coordinator for the EU (CEU) in the Permanent Representation of



the Netherlands to the EU. The Dutch JPO programme is administered by a focal point in the Multilateral Organisations and Human Rights Department of the MFA of the Netherlands. Since 2009, much of the day-to-day management has been outsourced to an external partner, the Nedworc Foundation. The ministry focuses on overall priorities and suggests JPO positions to international organisations while the foundation closely accompanies the selection process and the selected JPOs throughout their stay abroad.

In Sweden, the setup is slightly different because the management of international recruitment is divided between the Swedish International Development Cooperation Agency (Sida) and the MFA and different units and departments. The Sida Unit for Capacity Development manages the UN and EU junior programming, while the Unit for Multilateral Support manages secondment programmes. The MFA coordinates this process through the Department for International Development Cooperation which funds all international recruitment and oversees the Strategy for Capacity Development, which is part of Agenda 2030. The Human Resources Department also supports senior EU and UN recruitment, and other departments manage non-official development assistance (ODA) funded posts. Secondments to the EU and international organisations (UN, OSCE, etc.) were contracted out to the Folke Bernadotte Academy (FBA) in 2008. The majority of secondees (80%) are in civilian crisis management, and there are approximately 65 secondees in the field per year.

One interesting finding made by a recent evaluation of the office of the NCIF in the Netherlands was that there is no ideal organisational positioning for supporting international recruitment. Among others, options to merge currently separated functions (e.g. NCIF and CEU) were reviewed, but ultimately, the recommendation was to maintain the current setup while further strengthening mutual cooperation and information exchange between the parties involved.

The lack of an overarching explicit strategy for international recruitment was highlighted as an issue

The review team agrees with this general finding. While coordination between the different people and units involved in international recruitment is important, different types of recruitment have different “organisational homes”. Operating them from a single office would cut these institutional anchors.

More detail on the organisational setup in Finland is described in Chapter 2 and in Annex 5 for the other countries.

Finding 10. Compared to other countries, the MFA has senior leadership and high-level coordination mechanisms but little staff capacity for international recruitment.

Interviewed staff in Italy, the Netherlands, and Sweden were generally impressed by the fact that Finland had two Ambassadors-level positions dedicated to international recruitment and that the MFA Steering Group for International Recruitment would involve, among others, the MFA Permanent Secretary of State, all four MFA Under-Secretaries of State, representatives from two ministerial cabinets, and those two Ambassadors.



In contrast, the MFA's staff capacity for managing international recruitment is comparatively limited. The key individuals involved work alone and without support staff, although the UN junior schemes are managed by a desk officer (as in other countries). For example, in the Netherlands, 3.5 Full-Time Equivalents (FTE) in the NCIF office are dedicated to IO appointments. Two 2.5 FTEs in the same office support EU recruitment campaigns, and two people in Brussels coordinate EU appointments.

Staff capacity for managing international recruitment is comparatively limited.

Finding 11. Pre-deployment processes for junior programmes work well, have improved in recent years and provide good preparation for postings.

Compulsory pre-departure training is provided by the MFA for participants in the UN junior programmes. The focus is on Finnish Development Cooperation to familiarise participants with MFA objectives and priorities and job-related information. Some JPOs also attend the UN JPO training course in Turin, paid for by the MFA, and meet with the JPO Service Centre in Copenhagen.

Interviewees reported that the pre-deployment course on development cooperation was good, and the opportunity to meet with peers and MFA staff running the programme was appreciated, as was the opportunity to meet with relevant thematic unit staff. The JPO training in Turin was also reported to be very good by those who were able to attend, although this course was cancelled during covid. This was paid for by the MFA, and the training budget provided by the MFA for UN junior recruits is also valued. This has allowed recruits to undertake training that has supported further career development, particularly courses that are necessary for further career progression in the UN.

Finding 12. Senior recruits largely self-manage their careers, but most have received useful MFA advice and support.

Most senior recruits had had positive experiences with the MFA's support. Several, but not all, who currently work as regular employees in the EU and UN systems explained how the MFA had been helpful in advocating for them, and in training and coaching them for their current positions. A key support element was the preparation of application documents and interview training. In some cases, the MFA provided a recruitment consultant, which was considered very helpful.

Most senior recruits had had positive experiences with the MFA's support.

Similar observations were made in interviews with senior recruits now back at the MFA and for those in positions representing Finland abroad.

In all cases, the first initiative had come from the future recruits themselves, and they continued to be in charge of what happened. In several cases, their first application was made without MFA support.



Even if those attempts were not successful, they were considered useful in terms of becoming a “known quantity” with the targeted organisations and acquiring the necessary recruitment know-how.

Finding 13. Each country has had overall good experiences with outsourcing some services.

Different approaches to outsourcing international recruitment processes are used by the case-study countries. In Finland, the civilian crisis management junior and secondee placements are outsourced to CMC, and in Sweden, there is a similar system where secondees to international organisations, primarily in crisis management, have been managed by the FBA since 2008.

Overall good experiences with outsourcing some services.

In Italy and the Netherlands, all the JPO recruitment and management is outsourced to the Nedworc Foundation and UN DESA, respectively. Only the identification of posts and prioritisation are undertaken by the respective ministries, embassies and permanent representations. This has the advantage of increasing the capacity to manage the schemes and also the scope, as it is notable that both countries have the largest number of JPOs compared to Sweden and Italy. Data management processes are also strengthened as these organisations collect data and maintain databases which provide good historical data series which can be used to analyse trends, retention rates and the effectiveness of the programmes. For example, Italy realised after budget cuts reducing the maximum length of JPO posting to three years that this made no difference to UN retention rates, so they did not raise it back to four years once more funds were available.

Another example of outsourcing is the Swedish approach to providing information on potential middle management and senior postings in international organisations. The experience of trying to keep a database of interested candidates and matching them to relevant posts identified was too resource intensive, so the process was outsourced. Candidates sign up for a service, and after expressing their job preferences, they receive information on potential postings, which they can then apply for, asking the MFA or Sida for support if necessary.

3.4. Interaction with recruits while away and after they return

Finding 14. Lack of initiative and extreme caution leads to missed opportunities for useful information sharing between recruits and the MFA.

There is a missed opportunity for information sharing between junior recruits, embassies and thematic desks within the MFA. Embassies are often unaware of Finns posted in international organisations in their country. Even when there is contact, there is often no attempt to share information in thematic areas of interest to Finland or vice-versa. Yet there are some

There is a missed opportunity for information sharing.



instances where there has been fruitful collaboration, and for example, new Finnish programmes have been developed as a result of information provided by JPOs and UNVs. In addition, there is little contact with thematic desks within the MFA in terms of the exchange of information between recruits and MFA staff working on similar thematic areas, and where recruits have requested contact, this is sometimes ignored due to time constraints faced by MFA staff.

Several senior recruits reported good contacts with the MFA while away. In some cases, this was part of their job, for example, in the constituency offices of development banks, as Finland's representative to the OECD, or when managing IFAD's donor relations. In other instances, it was done because of a sense of duty because their position was – directly or indirectly – financed by Finland. In a few cases, senior recruits reported very little interaction with the MFA while away, which they also considered a missed opportunity for the MFA, citing limited staff capacity on the MFA side as one reason.

Finding 15. The MFA has comparatively little capacity to support and check in on JPOs and UNVs while they are away.

There are no regular formal channels for regular contact with the MFA, although programme participants are aware they can contact the MFA if they experience problems that they cannot resolve through their employer. Contact is mainly through reporting and is therefore one-way, as an annual report is submitted to the MFA, which provides feedback on the management, support and training in their host organisations. This is primarily used by the MFA as background information for when they meet with representatives from these organisations. Apart from a final report, there is no debriefing or follow-up with recruits after they leave their postings. This was seen by programme participants as a negative element of the programme, as an opportunity for check-ins during their posting or some form of contact would be appreciated. This is a regular feature of other countries' support as Sweden, for example, has virtual sessions quarterly where the programme manager is online, and JPOs can drop in to chat or raise any issues in an informal way.

There is an annual mid-summer session for participants in Junior programmes in June each year which consists of sessions on thematic topics, networking events and advice on careers in the UN. During the covid pandemic, this mid-summer event was cancelled and only became an online event during the second year of the pandemic. This was reported to be a disappointment to JPOs and UNVs, as this was the time when they would have appreciated some contact with the MFA. There is a WhatsApp group for participants which provides a support network and networking opportunities which are facilitated by the JPOs and UNVs themselves.

Finding 16. There is limited support and career guidance provided towards the end of junior/senior postings on progressing their multilateral careers.

There is limited support and career guidance provided towards the end of postings and on progressing careers in both the UN and the EU. There was a session recently devoted to this at the annual summer event, and an understanding that the MFA would support applications for UN recruits after their postings were finished. However, in the latter case, it was perceived by participants that MFA offers of support were rather vague and limited to letters of support for job applications.



Given that often 20-30 applications need to be made to secure a follow-on posting, it was reported that it was difficult to ask for this support every time. In the former case, this was seen as insufficient, with the need for some professional human resource support to plan career pathways and in submitting applications and undertaking interviews.

The MFA had planned for Finnish JPOs in their second year to join a Sida organised (with the United Nations System Staff College (UNSSC) in Turin) mid-year training to support career advancement in the UN. Only one JPO was able to attend this in 2019, who responded very positively to the training. But this training was then put on hold, and Finland has not yet resumed participation in this. There are, however, plans under discussion for all Nordics to join, but the MFA has not yet decided on whether it will participate.

Several senior secondees mentioned that they would have liked to extend their stay abroad further. While that interest was usually supported by the host organisation, it was not always possible from the MFA side, for example, because they had reached the maximum time away for secondments or because no alternative financing and posting solution could be found. At the same time, it should be noted that the MFA was perceived as generally supportive of staff interested in regular employment options with multilateral organisations (Finding 12).

Several senior secondees mentioned that they would have liked to extend their stay abroad further.

Finding 17. Several but not all returning senior recruits were able to make good use of their experiences and networks when back at the MFA.

There were two examples from the junior programme case studies of participants who were employed by the MFA after their postings. This was a result of their own initiative in applying for the jobs, and they were successful as their postings had been directly relevant to the skill set that the MFA was looking for. Once they were employed, they were able to use the knowledge and skills they had gained during their postings in their new jobs.

Returning senior recruits reported very mixed experiences. In several instances, they could make very good use of what they had learned when abroad, for example, when what they had learned exactly fed into ongoing developments (and positions) at the MFA requiring thematic speciality know-how or (more broadly) corporate change management processes. In other instances, there simply were no available positions in line with the skills and networks they had built when abroad, resulting in the frustrating perception of some international recruitment having had little value for the MFA and for their own career advancement. Some recruits with multiple stays abroad experienced both types of returns – positive and negative – to the MFA. One straightforward issue reported by several recruits was that while away and on leave from the MFA, they could not access information on available positions in the MFA's intranet. Further reasons included few available positions and rigid HR return policies.

Returning senior recruits reported very mixed experiences.



In this context, a recent evaluation of the Dutch NCIF office found that the lack of a sound return policy posed two types of risks: that employees would refrain from working for multilateral organisations in the first place and that the knowledge, experience and networks they had acquired while abroad would not be (optimally) used. The evaluators reported that the Dutch MFA has recently updated its return policy, and the evaluators recommended that other Dutch departments should do the same.²⁰

In Sweden, the HR Department keeps close contact with international recruits in an attempt to better plan and match vacant posts with the skills and experience of returnees.

3.5. Likely effectiveness of JPO and UNV programmes²¹

Finding 18. The objectives of the UN junior programmes are outlined in the Action Plan 2020-2023, and although the main objective is clear, goals 2 and 3 lack clarity.

The first goal of supporting entry into an international career in the UN system and/or elsewhere is clear as the focus is on providing Finns with experience that enables them to progress their careers within these institutions or transfer to a position in another international organisation. It does not state that it necessarily must be Finnish nationals, although this is implicit. The second objective is to build the understanding of Finnish experts on multilateral development policy and the pool of experts for international technical and management positions in multilateral organisations, which overlaps with the first. Possibly the intention is more generally to have a pool of development experts for international development positions other than the UN, but this is unclear. The third objective is to strengthen Finland's influence and links with the organisations where Finns are currently placed and gain valuable information from those organisations. The influencing part of the objective is rather vague, as it is not clear how this will be undertaken through junior placements and how the strengthening of links with these organisations is likely to occur.

Finding 19: The UN and MFA goals are aligned for the JPO programme but not for the UNV programme.

The main objective of the JPO Programme, according to the UN, is to provide young professionals with an opportunity to gain hands-on experience in the field of multilateral international cooperation, opportunities for on-the-job training in multilateral capacity building and an international career. In contrast, the mandate of UNV is to mobilise volunteers to share their skills, build capacity and engage in knowledge transfer. This has implications for the degree to which the UNV can be used to achieve Finnish goals, which are discussed below.

²⁰ The return policy itself has not been reviewed.

²¹ SARC's were only funded from 2015 therefore the success of this scheme is too early to assess and is not included in this section.



Finding 20: The JPO and UNV schemes have been effective in providing a pathway for career progression into the UN, although the UNV scheme appears to be a less efficient mechanism.

Securing a UN position without prior experience is known to be difficult. Therefore, junior schemes are a valuable opportunity to gain experience working in the UN and an entry point to a UN career. There is no formal follow-up by MFA when participants leave the scheme, but a survey conducted in 2021 found that more than 60% of Finns currently working for the United Nations started their careers as a JPO or UNV funded by Finland or in other UN positions funded by Finland. However, it's not clear what the division is between JPOs and UNVs, as another MFA document states that more than half of Finns currently in UN positions have started their careers as JPOs.

The UNV scheme appears to be less effective than the JPO scheme due to a higher level of dropouts either before the posting commences or not completing the full term. This means the

The UNV scheme appears to be less effective.

investment is potentially wasted and less likely to lead to the main goal of entry into a UN career. As UNVs are also funded by the UN in addition to Finland, it is not clear what the added value of Finland's funding is – particularly as the rationale for funding JPOs and UNVs is not discussed in the Action Plan. Notably, the Netherlands and Italy focus on the JPO scheme and leave UNVs to 'the market', while Sweden only funds YUNVs.

Finding 21: For both the JPO and UNV schemes, there is not usually an immediate progression to a fixed-term or permanent position.

A period of unemployment followed by consultancies or short-term contracts before securing a fixed-term contract after some years is quite common. UNVs often become JPOs later, so higher levels of Finnish investment are needed to gain a UN position, as UNVs often do not have the five years of experience needed for a P3 position. There were examples of Finnish UNVs interviewed who found UN posts sometime after their placement or were recruited by the MFA, but they were relatively older and more experienced UNVs.

A common comment from case-study interviewees was that the MFA could make more efforts to provide information and assistance on career progression within the UN, as the support in the mid-summer sessions was seen as insufficient. Italy, Netherlands and Sweden all provide very intensive training on applying for UN postings with human resource professionals which they perceive as contributing to good levels of retention. The level of retention is not known for Finland, but Italy in 2015 had short-term retention rates for JPOs of 70% and long-term of 65%, and Sweden a rate of 57% short-term for JPOs who stayed in the UN system for an average of 6.5 years.²²

²² No retention data was available for the Netherlands.



Finding 22: The JPO scheme appears more efficient and effective in strengthening Finnish experts' knowledge of multilateral development policy and developing a 'pool' of development policy experts than the UNV scheme.

The practice of posting JPOs to field offices and then headquarters or regional offices and UNVs to field offices provides valuable development experience. Case-study interviews indicated increased knowledge of the UN system and enhanced skills for JPOs. Even when they reported that they were underused or there were negative aspects of postings, they overwhelmingly perceived that it had been a positive experience, and they had increased their professional knowledge and understanding of the UN system.

The experience of UNVs was more mixed as sometimes they are underused and not properly line managed, as they are considered free labour and not UN staff. This leads to UNVs sometimes leaving early and, as a result, a more limited transfer of knowledge and skills in some instances. This may well be due to the overall goal of the UNV scheme not being professional training, as noted previously.

The experience of UNVs was more mixed.

Finding 23. There is less evidence that the third goal of the scheme is achieved, as placing Finns in UN organisations is likely to strengthen links but not influence as participants are too junior, while there are no effective mechanisms for sharing institutional information with the MFA.

There are no formal or informal channels for sharing information about the institution where the JPO, UNV or SARC is placed. Formal reporting is solely focused on elements related to the placements, and there is a reluctance on the part of the Embassies or MFA to use JPOs or UNVs to gain information about their host institutions (Finding 5). It is perceived they are UN employees, and MFA is careful to ensure that there is no conflict of interest.

Where JPOs or UNVs have reached out to Embassies or the MFA, this has been on their own initiative and, in some cases, has worked well and resulted in collaboration on specific initiatives or information sharing. In others, due to time constraints, the MFA has been unable to respond to these requests, particularly to thematic desks. It was also reported that Embassies are often unaware of which JPOs or UNVs are in the country or the region, and there is no formal requirement that they make contact. This is in contrast to the other three case-study countries, which all had a formal process for making contact, with often a formal requirement to do so.

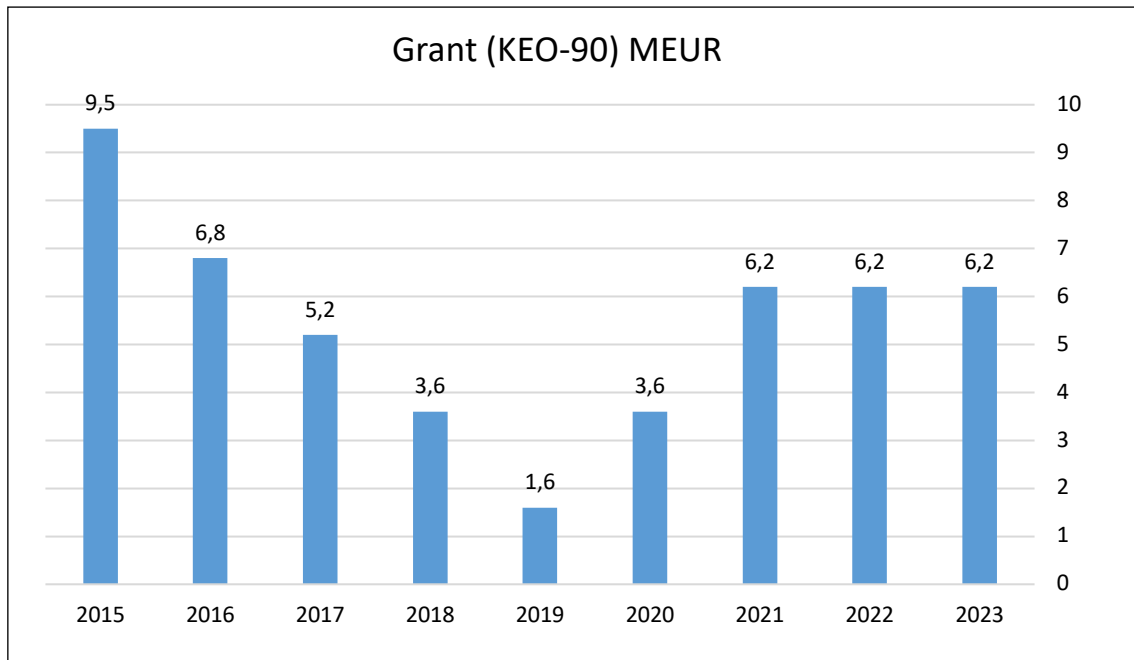
Finding 24: Cuts in junior programmes since 2015 are likely to jeopardise the future achievement of goals.

The number of JPOs and UNVs has fallen from the levels that were funded prior to 2015, as illustrated in Figure 3. Previously the budget was, on average, € 9.5 million per year, which decreased to € 1.6 million in 2019 and has now risen to approximately € 6.2 million for the 2020-2023 period.



These five years of reduced funding combined with the fact that the funding cuts have not been fully reversed means that there will be a smaller pool of development experts with UN experience available for future postings and also implies the need to be strategic in deciding where the best investment for Finland lies.

Figure 3. Budget for the JPO, UNV and SARC recruitment



Source: team analysis

Finding 25. Having been a JPO or UNV is very important for career progression in the UN and useful for an MFA career (but it is not necessary)

The JPO and UNV schemes have been important stepping stones for a career in the UN, as highlighted in findings number 3. This is the case not only for immediate career progression into the UN but is also very helpful for gaining a higher level UN position later, after having a career elsewhere and moving horizontally from another organisation back into the UN. They are also a useful pathway for entry into the MFA, with many MFA staff having participated in these schemes earlier in their careers. It is, however, not crucial as many MFA staff and successful international recruits have not participated.

The JPO and UNV schemes have been important stepping stones for a career in the UN



4. Conclusions

Conclusion 1. Finland needs more strategic clarity on international recruitment to further optimise its approach.

International recruitment serves several goals at once: to influence the multilateral system, to support it, to learn about and gain access to its organisations, to foster an internationally experienced Finnish workforce, and to demonstrate Finland's international presence. The relative priorities of these goals and their strategic consequences are, however not clear. This leads to a situation in which activities are managed case-by-case and programme-by-programme without an overarching longer-term strategy to guide resource allocation and tactical choices.

Conclusion 2. Because national careers represent (more) attractive alternatives for Finns, international recruitment faces above-average challenges in Finland.

Because of attractive national career options, an overall high living standard and a good work-life balance in the country, Finnish professionals are less interested in starting and continuing international careers than candidates from some other countries. The situation is similar in the Netherlands and Sweden, while interest in EU and UN careers is higher in Italy. Italian public sector recruitment processes and management culture resemble those in many EU and UN institutions, further facilitating career entry and progressions for Italian applicants.

In line with similar observations made in the Netherlands and Sweden, this implies that Finland must provide above-average support to its international recruits to “level the playing field”, i.e. to align their awareness, interest, and chances for career entry and progression in multilateral organisations with those from other countries.

One important long-term strategic element is what the coordinators in the Netherlands referred to as a “pipeline approach”, i.e. to invest in young professionals by systematically increasing their awareness, interest, and capability to successfully enter and progress in competitive international careers or to gain experience for a senior level position later in their career.

Conclusion 3. Effective management of international recruitment relies on relevant linkages and efficient coordination (rather than on a particular organisational structure).

Finland, Italy, the Netherlands and Sweden have somewhat different organisational setups for managing international recruitment, reflecting how these functions have evolved over time, how they are linked – financially, functionally, and thematically – to different parts of different government agencies, and to what degree they have been outsourced.



Effective management of international recruitment – especially if this is to be done vis-a-vis an integrated long-term strategy – requires efficient coordination between all involved parts.

Regarding this, Finland is in a good position relative to other countries because of the senior leadership and the high-level coordination mechanisms already in place. The limited staff capacity for supporting international recruitment is, however, a challenge.

Conclusion 4. Finland does not yet take full advantage of its footprint in multilateral organisations nor of the experience and network of former recruits.

As employees of their host institutions, the professional loyalties of international recruits are towards those institutions. This limits what information can be shared with their national governments (or with any other external party). These loyalties and limitations were clearly recognised and respected by interviewed personnel in all four countries involved in this review.

Beyond these limitations, there remains much mutual value in information exchange: for the government to stay informed and gain access to decision-makers in particular organisations; for the receiving organisations to stay informed about the government's priorities and to also gain access.

From its interactions, the review team considers Finland to draw the least value from its interactions with its recruits working in international organisations among the four countries covered. While there are positive exceptions, especially with senior recruits, interactions are often limited because of an exaggerated sense of caution on both sides, staff shortage in the MFA, and a relatively low inclination towards informal networking.

Conclusion 5. Outsourcing can provide dedicated capacity for international recruitment support.

All four countries covered in this review have had positive experiences with outsourcing some international recruitment functions: the management of civil crisis management secondees in Finland and Sweden, the management of the JPO programme in Italy and the Netherlands, and a tracking and matching service for international positions and candidates in Sweden.

Ultimate control and oversight – including decisions about policies, priorities (and positions) – usually remained in the hands of the ministries. The outsourced services dealt with operational matters such as liaising with candidates, day-to-day management, and analytics.

Reported advantages were increased staff and programme management capacity and a better understanding of programme effectiveness. Among the four countries, Italy and the Netherlands operate the largest (outsourced) JPO programmes, and Italy benefited from its detailed long-term retention analysis when redesigning its JPO programme after the financial crisis.



Conclusion 6. There are indications that the JPO programme represents better value for money than the UNV programme.

Both the Finnish JPO and UNV programmes offer valuable opportunities to gain international working experience. In terms of facilitating later UN careers, the UNV programme, however, seems less effective because of, on average, less positive experiences made by recruits, higher dropout rates and as UNVs often later become JPOs. The Netherlands and Italy only focus on the JPO scheme and leave UNVs to 'the market', while Sweden only funds YUNVs. It should, however, be noted that these are indications only as no figures exist for short- or long-term retention of former Finnish UNVs or JPOs.

Conclusion 7. International experience exchange can usefully inform Finland's approach – and that of other countries.

The review team interviewed about 30 people directly involved in managing and coordinating international recruitment in Finland, Italy, the Netherlands, and Sweden. Generally, there was a strong interest in exchanging experiences, and the first direct contact between Finnish and Italian colleagues during a workshop in Rome was considered mutually fruitful.

While operating under different conditions, the programmes and approaches in the four countries face very similar strategic and operational challenges, which makes further dialogue useful.



5. Recommendations

Recommendation 1. Commit to clearer objectives and strategic priorities.

This recommendation is addressed to the Reference Group (RG) (for discussion in their respective units, departments, the MFA Steering Group for International Recruitment, and the EU Recruitment Network).²³ The process should begin as soon as possible, and an MFA strategy should be developed within a year. Coordination with other ministries may take up to three years.

The MFA should develop and commit to a more concrete international recruitment strategy. The five goals and tactics developed during this review can inform this process. Because different goals imply different – and sometimes non-aligned tactics – the MFA needs to decide on its priority goals and tactics and clearly define what “success” exactly means beyond the generic objective of placing Finns into international organisations. Finland’s recent North Atlantic Treaty Organization (NATO) membership makes this even more important.

This includes (but is not limited to) priority-setting regarding:

- Increasing the pool of young potential Finnish recruits by increasing their awareness, interest, and capability for passing the competitive selection processes of international organisations, possibly in partnership with other civil society organisations and educational institutions;
- A long-term pipeline approach to international recruitment, i.e. supporting recruits throughout their international career (rather than only ad-hoc when positions become available), emphasising early international experience to ensure access to senior posts later, again possibly in partnership with other Finnish institutions;
- Whether or not to open some international recruitment programmes and support activities to non-Finnish candidates, for example, to increase the pool of thematic experts can be drawn from.

Because of differing mandates and coordination mechanisms, the strategy may be divided into an EU and an IO part. Since international recruitment also involves the PMO and other ministries, one option is to develop an MFA strategy and, in parallel, encourage the development of strategies for other involved ministries. (This reflects the approach taken by the Netherlands for its EU recruitment strategies.)

²³ Reference Group members are the EU Ambassador, the IO Ambassador, and MFA staff in charge of the JPO/UNV programmes, and CMC. The related units are (in the same order), POL-30, POL-50, KEO-40, and POL-10. The directors of these units and the DGs/DDGs of the POL and KEO departments should be involved. Discussions should also take place in the MFA Steering Group for International Recruitment (through both Ambassadors), and the EU Recruitment Network (through the EU Ambassador).



Overall, it will be important that the final strategy matches available resources for its implementation. Since increasing MFA staff capacity for this purpose may be unrealistic, the MFA should also consider alternative options to guarantee sufficient implementation capacity, for example, through consultants, project-based staff, or outsourcing some functions, as recommended below.

Recommendation 2. Ensure a sufficient level of support for Finns entering and progressing in international organisations.

This recommendation is addressed to the RG (for discussion in their respective units, departments, the MFA Steering Group for International Recruitment, and the EU Recruitment Network). Implementation should begin as soon as possible.

To compensate for the lower attractiveness of international careers from the perspective of young Finnish candidates and senior professionals (relative to those from some other countries), the MFA should continue and increase its support to raising awareness and interest among young potential Finnish candidates, more systematically support them in applying for and passing EU and UN entrance competitions and higher-level recruitment interviews, and provide more support to Finns already working for international organisations in terms of their career progression.

Recommendation 3. Maintain current structures but strengthen coordination further.

This recommendation is addressed to the RG (for discussion in their respective units, departments, the MFA for International Recruitment, and the EU Recruitment Network). Implementation should begin as soon as possible.

The current structures and coordination mechanisms should be maintained. The coordination between these individuals and units should be further strengthened. This includes, for example, the involvement of all RG members (with their unit and department directors) and of the MFA Steering Group for International Recruitment (and the EU Recruitment Network) in the strategy formulation process.

The MFA should consider inviting POL and KEO leadership to the meetings of the MFA Steering Group for International Recruitment. Or international recruitment could be placed on the agenda of relevant meetings already involving POL and KEO leadership. The IO Ambassador should continue to participate in the meetings of the MFA Steering Group for International Recruitment.

The review team further suggests that the EU and IO Ambassadors take the lead in overall strategy development and how this is translated into guidance for specific programmes.

Both Ambassadors should continue coordinating with the PMO and other involved ministries, and the IO Ambassador should consider establishing some cross-ministerial coordination mechanisms, not at the scale of the PMO-managed EU Recruitment Network but nevertheless allowing more effective coordination of, for example, secondments.



Recommendation 4. Take measures to encourage more contact and information exchange between international recruits and the MFA.

This recommendation is addressed to the RG (for discussion in their respective units, departments, the MFA Steering Group for International Recruitment, the EU Recruitment Network, and Finland's embassies and permanent representations abroad). Implementation should begin as soon as possible.

The MFA should encourage more interaction between the MFA and Finnish international recruits. Concrete measures could involve, for example:

- Develop and make systematic use of concrete guidance for recruits and MFA staff about what types of information exchange are mutually acceptable and wanted (and which are not). According to interviewed staff, such guidance is already under discussion in the MFA Steering Group for International Recruitment.
- Encourage inclusion of such interactions in the Terms of References (ToR) of international recruits whenever possible.
- Efficiently locate and track Finns in key positions in international organisations.
- Inform relevant desk officers in the MFA (and in other ministries) as well as embassy and permanent representation staff of (new) Finnish recruits in organisations of interest and facilitate first contact.
- (Continue to) organise networking events in Helsinki and abroad to facilitate networking among recruits and between recruits and ministry/embassy/permanent representation staff.

The review team is aware that some of these measures are already being implemented. The recommendation should serve to strengthen and systematise the current approach further.

Recommendation 5. Advocate with MFA's Department for Administrative Services for improved staff return management.

This recommendation is addressed to the RG (for discussion in their respective units, departments, the MFA Steering Group for International Recruitment, and the EU Recruitment Network). Implementation should begin as soon as possible.

The MFA should facilitate the re-entry of international recruits into MFA positions where they can make the best use of the knowledge and networks they built abroad. Concrete measures include:

- Ensure that secondees and other recruits stay informed about available MFA positions also while abroad.
- Strengthen HR support and consider establishing a "return policy" that supports the placement of returned recruits into MFA positions in which they can make the best use of their acquired knowledge and networks.



- Create career incentives for international recruits by placing more value on their stays abroad in MFA careers.

Directly recommending these measures would go beyond the review team's mandate. Therefore, the recommendation is to discuss and advocate for these measures with the leadership of the MFA's Department for Administrative Services.

Recommendation 6. Consider outsourcing some international recruitment functions.

This recommendation is addressed to the RG (for discussion in their respective units, departments, the MFA Steering Group for International Recruitment, and the EU Recruitment Network). Implementation should begin as soon as possible.

The MFA should consider outsourcing the day-to-day candidate management of its JPO (and UNV) to an experienced service provider. These services should include long-term tracking of former recruits and career path and retention analysis (similar to the analysis the UN DESA office in Rome provides to the Italian MFA). The MFA should retain strategic and operational oversight and ensure that contact between the recruits and the MFA is maintained and further strengthened.

The MFA should also consider engaging a professional service provider to establish and maintain databases of potential Finnish candidates for international positions at all levels and systematically scouting for relevant international positions of potential relevance for those individuals. The candidate database kept by the Dutch MFA and the (outsourced) international job portal operated in Sweden are useful examples of such services.

Recommendation 7. Prioritise the JPO over the UNV programme.

This recommendation is addressed to the Reference Group (for discussion in their respective units, departments, the MFA Steering Group for International Recruitment, and the EU Recruitment Network). Implementation should begin as soon as possible.

The MFA should consider reducing or ending its financial support to the UNV programme and re-allocating those resources to the JPO programme and/or to other international recruitment support activities (Recommendation 3).

Recommendation 8. Establish and kick off a multi-country international recruitment contact group.

This recommendation is addressed to the RG (for discussion with their international colleagues in Italy, the Netherlands, and Sweden) and should be implemented as soon as possible.

The MFA should establish and maintain an international contact group for international recruitment.



Building on the contacts made during the present review, an online kick-off event should be organised, which could, for example, present the main findings and insights gathered from the four countries in this review. Where appropriate, this could also build on existing formats and networks. Colleagues from other countries could also be invited to participate – online or in person – when the review report is launched in Helsinki.

It is suggested that the EU and IO Ambassadors convene and lead the first interactions. If there is continued interest, the group could develop semi-formal structures such as agreeing on regular online or offline meetings, identifying issues of most common interest, electing a chair, and establishing sub-groups, e.g. for junior programmes and EU/IO recruitment and considering adding recruitment coordinators from additional countries.



Annex 1. Terms of Reference

Review of the MFA's support to international recruitment

1. Introduction

Finland considers the international multilateral system as an integral part of its foreign and development policies. Participation in multilateral development cooperation offers Finland an important channel of influence. The mandate for supporting Finnish experts to work in international organizations comes from the Government Programme.

“We will promote the recruitment of Finnish specialists to international positions in the UN and other multilateral organisations.” (Marin’s Government Programme 2019)

The willingness to promote Finnish expertise is repeated in the Government Report on Development Policy across Parliamentary Terms as well as in the Era of New Cooperation - The Contribution of the Ministry for Foreign Affairs of Finland to Strengthen Multilateral Cooperation

“The selection of Finnish experts to the headquarters and field functions of multilateral institutions is an important way of strengthening multilateral cooperation for sustainable development. The participation and success of Finns in applying for such positions is supported.” (Report on Development Policy Across Parliamentary Terms)

However, there is no official human resources or other strategies or action plans concerning the recruitments.

The planned review investigates how the MFA supports the recruitment of Finnish nationals into international organizations – referred to as “international recruitment” in what follows. It covers two types of international recruitments: those managed centrally in the JPO, UNV and SARC programmes, and staff placements and secondments of senior professionals that are managed on an individual basis.

The purpose of this review is to gain a clear picture of international recruitments supported by the Ministry. This will allow the MFA to further develop this tool as a strategic element for advancing Finland’s development, trade, foreign and security policies.

This ToR provides context and sets out the expectations for this review.

2. Background

Earlier evaluations. Finnish influencing in multilateral organisations was evaluated in 2019. Based on the results of the evaluation the following was decided:



“The MFA ensures sufficient human resources and expertise in influencing through staff planning, collaboration and training. Finnish expert recruitments are supported and the MFA uses strategically those programmes through which Finnish experts are financed to international organisations. Opportunities for secondments are investigated.”

Also, the Evaluation of the Finnish Development Policy Influencing in the European Union (2022) made recommendations concerning the presence of Finnish nationals in the EU institutions dealing with development cooperation.

Management of international recruitments. These and several other relevant earlier evaluations and studies on the subject are listed in Annex A. These should be taken into account in the review.

In 2017 a new post of ambassador of international recruitment was founded in Unit for UN and General Global Affairs (POL-50). The responsibility of the ambassador is to maintain direct links with different organisations as well as to promote Finnish expertise in international recruitment processes. The ambassador coordinates their work with the person responsible for EU recruitments and those responsible for Junior Professional Officer (JPO) programme.

EU recruitments are mainly the responsibility of prime minister’s office. However, posts concerning EU’s European External Action Service (EEAS) are administered by the MFA and more specifically Unit for European Common Foreign and Security Policy (POL-30).

Finland has financed the Junior Professional Officer (JPO) programme since 1965. The purpose of the programme is to enhance the effectiveness of the United Nations, increase the number of Finnish development cooperation experts and to encourage Finns to apply for tasks in international organisations. Through the SARC/JPO/UNV programmes Finnish professionals are recruited as Junior Professional Officers (JPO), UN Volunteers (UNV) or Special Assistants to Resident Coordinators (SARC) to work with international organizations worldwide. The objectives of the programmes are to allow young Finnish professionals to gain experience and understanding of multilateral development cooperation, to increase the number of Finns working within development cooperation, to promote Finnish expertise and know-how around the world and to allow Finnish nationals the possibility to be recruited into international organizations.

The programmes follow the guidelines of government’s development policy based on Agenda2030 goals, as well as the Ministry’s JPO/UNV programmes’ action plan for 2019-2023. Currently Finland funds about 40 JPOs, 30 UNVs and 5-6 SARCs yearly. The programmes’ budget in 2021 was 6,11 million euros. For 2022-2024 the budget is reserved for 6,29 million euros per year. JPO programme is mainly administered and funded by Unit for Sustainable Development and Climate Policy (KEO-90). A small portion of JPOs who are recruited to civil crisis management is administered and funded by Unit for Security Policy and Crisis Management (POL-10), approximately 1-2/year.

3. Purpose, objectives, and scope of the review

The overall purpose of this review is to gain a clear picture of international recruitments supported by the Ministry. This will allow the MFA to further develop this tool as a strategic element for advancing Finland’s development, trade, foreign and security policies.



More specifically, the objectives of this review are:

1. To synthesise the goals and the rationale for international recruitments;
2. To describe how international recruitments and secondments are managed at the MFA;
3. To evaluate the degree to which the JPO, UNV and SARC programmes have contributed to their stated objectives; and
4. To formulate evidence-based conclusions and recommendations – including alternative options – for more strategic and effective management of senior-level international recruitments, secondments and the JPO, UNV and SARC programmes in the future.

In terms of scope, the MFA's support to different international career paths (EU, UN, development banks, JPOs, UNVs, SARCs) as well as secondments administered and/or supported by MFA will be included in this review.

The temporal scope of the evaluation covers international recruitment activities from 2018 to 2022 but will also make use of earlier evaluations on the subject. The evaluation of the JPO, UNV and SARC programmes covers their last four-year cycle.

Within the MFA, the review will collect information from all units and staff directly involved in planning and managing international recruitments. The review will however only issue recommendations to those departments and units directly involved in the review process.

Compared to a full-fledged evaluation, a large part of this review focuses on describing the status quo of international recruitments at the MFA (see review questions 1-4 in the next section). Also reflecting the review character, it will be implemented over a shorter timeframe (see section 6) and mostly rely on interviews and desk review (see section 5).

4. Review Questions

The review aims at answering seven review questions. The first four questions cover all types of international recruitments, i.e. senior international recruitments and secondments as well as the JPO, UNV and SARC programmes:

1. What explicit and implicit goals, expectations and rationales guide the MFA's support to international recruitments?
2. What presence do MFA-supported international recruits have in the multilateral system (e.g., in terms of their number, targeted organizations and positions held within)
3. How does the MFA support and manage international recruitments and to what extent are their position in an organisation utilised during their contract period (i.e. in terms of reporting, keeping MFA informed, and using them as a channel between MFA and the organisation)?
4. How does Finland compare to selected peer countries regarding these issues?



Only regarding the JPO, UNV and SARC programmes:

5. What is the likely effectiveness of the JPO, UNV and SARC programmes in contributing to their stated objectives?

For senior international recruits who have participated in JPO, UNV or SARC programmes earlier in their career:

6. How important was their earlier participation in JPO, UNV or SARC programmes for their subsequent international recruitment?

For senior international recruits having recently returned to the MFA:

7. To what extent have the experiences and networks they have gained abroad been utilised after their return?

These review questions are tentative and can be adjusted during the inception phase of the review.

From the evidence-based answers to the review questions, the review team will identify and analyse and explain underlying issues. These include the analysis of success factors for international recruitments, host organisations' perceptions of successful international recruitments, and ways for Finland to have its candidates selected. Based on this body of evidence, the review will then formulate relevant, realistic and forward-looking conclusions and recommendations.

5. Approach and Methodology

The review should utilise mixed methods for data collection and analysis and demonstrate how triangulation of methods and multiple information sources are used to substantiate findings.

Specifically, interviews with MFA staff involved with international recruitments (and with managing Human Resources) at the MFA and desk review of relevant MFA documentation should be used to collect evidence for review questions 1-3. Question 1 could also be informed by an ex-ante, theory-based exercise to map and explain what possible outcomes can be associated with international recruitments in general and with the MFA's support activities in specific. Information on question 2 could be assembled from documentation into a spreadsheet for further analysis. Question 3 could make use of a process analysis to map out how international recruitments are managed.

To answer question 4, a collaborative benchmarking with 2-3 peer ministries in other countries that have relevant international recruitment programmes should be conducted. The benchmarking should be informed by interviews with staff of these organizations, as well as by desk review of relevant documentation provided by them. The feasibility of this part of the review – including the option of visiting some or all of these organizations versus conducting the benchmarking remotely – will be assessed during and decided at the end of the inception phase.

To inform all review questions, the review should also collect and analyse information from the perspectives of the international recruits themselves, and from their host/recipient organizations. This could be done through individual case examples based on interviews with several international recruits and with major recruitment organisations (UN, EU, WB). Since the main interest is a deeper qualitative understanding and because it may be difficult to obtain all relevant contact



information, a selection of case examples may be more informative than attempting representative coverage of all recruits through, for example, an online survey.

Review question 5 should be mainly answered based on desk review of available plans and reports and supported by interviews with former and current programme managers at the MFA.

Review question 6 should be answered based on in-depth interviews with senior recruits who have previously also been JPOs, UNV's, or participated in the SARC programme.

Review question 7 should also be answered based on interviews with returned senior international recruits who now work at the MFA, and possibly with staff involved in their placement at the MFA.

When interpreting individual case examples, the likely positive selection bias must be considered because success stories may be more easily offered. In a similar vein, positive selection bias exists for review question 6 because only “successful” senior recruits will be interviewed.

Based on the evidence collected, the review team will analyse underlying issues that explain the observed status quo and explore improvement options. The final steps of this process, including the formulation of draft conclusions and recommendations, should be participatory and actively involve the key stakeholders of this review in the MFA. Special care should be taken to also identify any factors within or beyond the MFA that need to be considered when developing forward-looking recommendations based on insights from the past, to ensure their continued relevance.

In line with good practice, the review must respect the confidentiality, protection of source and dignity of those interviewed. Whenever relevant, gender-disaggregated data should be collected and analysed. All parts of the review must adhere to recognised evaluation principles and the OECD DAC's quality standards for development evaluation.

The exact approach and methodology will be developed by the review team during the inception phase.

6. Review Process, Timeline and Deliverables

The review will take place from September 2022 and end in May 2023. The tentative timeline is as follows:

- Draft ToR and selection of review team (end of September 2022)
- Final ToR (end of October 2022)
- Kick-off meeting with Reference Group (early November 2022)
- Preliminary interviews with key informants to inform the review design (November)
- Draft Inception Report and inception meeting (early December 2022)
- Final inception report (early January 2023)
- Findings-Conclusions-Recommendations (FCR) workshop (March 2023)
- Draft final review report (early April)



- Final review report, approved by the Ministry (early May 2023)
- Public presentation (May 2023)

The inception report will include the review plan covering the following: background and context, methods for data collection and analysis, final work plan, division of work between review team members, preliminary list of stakeholders and organizations to be contacted, and the review budget. The structure of the final review report and annexes or additional volumes will be agreed upon in the Inception meeting.

The final review report will include an abstract and summary (including table on main findings, conclusions, and recommendations) in Finnish, Swedish, and English. It will be delivered in Word format (Microsoft Word 2010) with all the tables and pictures also separately in their original formats. The final revised report has to be accompanied by a table of received comments and responses to them.

In addition to written deliverables, the Team Leader and the review team are expected to participate in workshops and give oral presentations, supported by PowerPoint slides. The public presentation of review results will be held in Helsinki, with review team members present. In addition, the Team Leader and other team members will give a short presentation of the findings in a public Webinar. This presentation can be delivered from distance. In the event of continued travel restrictions, these two presentation events may be combined.

7. Expertise Required

Besides complying with the requirements mentioned in the framework agreement for Evaluation Management Services contract (2020), the team of experts should demonstrate the following:

The team should consist of the Team Leader and 2-3 other experts.

Besides complying with the requirements mentioned in the framework agreement for Evaluation Management Services contract (2020), **the Team Leader** should demonstrate the following:

- Readiness and availability to disseminate the evaluation results and recommendations in the way that it supports managing and learning of the MFA's staff and management;
- Good communication and people skills; ability to communicate with various stakeholders and to express ideas and concepts concisely and clearly in written and oral form;
- Understanding and use of evaluation ethics, particularly information security, anonymity and 'do no harm' to participants;
- Should be flexible, available as well as able to commit and allocate sufficient amount of time to the entire evaluation process, including when faced with unexpected changes;

Besides complying with the requirements mentioned in the framework agreement for Evaluation Management Services contract (2020), **the team of experts** should demonstrate the following:

- The team must have at least one evaluation expert who has extensive evaluation experience in centralised, policy level evaluations in development policy and cooperation;



- Readiness and relevant skills to use a variety of evaluation and review methods including futures methods and tools;
- Experts familiar with international recruitment processes of UN, EU and /or similar;
- Strong familiarity with Finnish development policy and cooperation, as well as in-depth understanding of trade, security and foreign policies as well as the interconnectedness of all these policies;
- Knowledge of multilateral organisations;
- The team should include at least one member who is fluent in Finnish language.

This review deals with personal information and involves people who may not have been in touch with evaluations before and therefore it requires extra sensitivity and discretion of the team.

Former JPOs are eligible for undertaking this review. However, no expert can evaluate their own former or current employer or their own work due to potential conflict of interest.

8. Management of the Review

The review is commissioned by the EVA-11. The Evaluation Manager of EVA-11 will be responsible for the overall management of the process. The Evaluation Manager will work closely with other units/departments of the MFA and other stakeholders in Finland and abroad.

This review is managed through the EMS, and it will be conducted by an independent review team recruited by the EMS service provider (Particip GmbH – Niras Finland Oy).

There will be one Management Team responsible for the overall coordination of the review. This consists of the EVA-11 Evaluation Manager, the Team Leader, and the EMS Service Coordinator and/or Deputy Service Coordinator (EMSC&D).

A reference group for the review will be established and chaired by the Evaluation Manager. The reference group is constituted to facilitate the participation of relevant stakeholders in the design and scoping of the review, informing others about the progress of the review, raising awareness of the different information needs, quality assurance throughout the process, and using and disseminating the review results.

The mandate of the reference group is to provide quality assurance, advisory support, and inputs to the review, e.g., through participating in the planning of the review and commenting on deliverables of the Consultant. The reference group is critical in guaranteeing transparency, accountability, and credibility, as well as the use of the review and validating the results.

The Team Leader will manage the review team. This requires careful planning to ensure that a common, consistent approach is used to achieve comparability of the data gathered and the approach used in the analysis.

The review team is responsible for identifying relevant stakeholders to be interviewed and organising the interviews. The MFA and embassies will not organise these interviews or meetings on behalf of the review team, but will assist in identifying people and organizations to be included in the review.



9. Budget

The estimated maximum budget for this review is 220 000 Euros (subject to further specifications on the scope and approach), including contingency.

10. Mandate

The review team is entitled and expected to discuss matters relevant to this review with pertinent persons and organizations. However, it is not authorised to make any commitments on behalf of the Government of Finland or the Ministry. The review team does not represent the Ministry for Foreign Affairs of Finland in any capacity.

All intellectual property rights to the result of the Service referred to in the Contract will be the exclusive property of the Ministry, including the right to make modifications and hand over material to a third party. The Ministry may publish the result under Creative Commons license to promote openness and public use of review results.

11. Authorisation

Helsinki 20.10.2022

Antero Klemola
Director
Development Evaluation Unit
Ministry for Foreign Affairs of Finland



Annex 1.

Evaluation of the Finnish Development Policy Influencing in the European Union (2022)

The Evaluation of the Finnish Development Policy Influencing in the European Union is nearly finished. The draft final report will be submitted in August.

Evaluation of Finnish Development Policy Influencing Activities in Multilateral Organisations (2020)

The purpose of this evaluation was to assess the relevance and effectiveness of different types of multilateral influencing activities implemented by the MFA and to provide guidance on how to further strengthen them. The evaluation was forward-looking and intended to help the MFA to learn from experience and to apply lessons learned to improve how it manages its multilateral influencing activities and their results. The evaluation reflected the overall importance of the multilateral aid channel within the Finnish development policy and cooperation.

The evaluation pointed out that with respect to multilateral influencing, staff placements represented both a means to an end, but also an end in itself. Staff placements consisted of international recruitments, secondments, and junior- and volunteer programmes that place Finnish professionals into multilateral organisations.

One finding of this evaluation was that the MFA operates sound programmes and processes for supporting the recruitment of Finns into Multilaterals, but staff placements are constrained by budget constraints, difficulties in finding and promoting applicants, and below-average retention of Finns in multilateral organisations. Another finding was that staff placements can be utilised to facilitate access and provide relevant information for influencing.

According to this evaluation staff placements could be seen to pursue two principal goals:

- 1) A “foreign policy goal” of increasing the number of Finnish professionals at international organisations; and
- 2) A “development goal” of supporting the capacity of the multilateral system through operational and expert capacity, and to develop a cadre of experienced Finnish development professionals.

Another observation made by the multi evaluation concerned networking and information exchange between staff placed into multilateral organisations and the MFA. This was found to be at a rather low level. Thus the evaluation made the conclusion that staff placements could be used more strategically and more effectively for multilateral influencing and made the recommendation that MFA should use staff placements more strategically and make better use of the information Finns working in multilateral organisations can provide.



The full evaluation report can be found https://um.fi/development-cooperation-evaluation-reports-comprehensive-evaluations/-/asset_publisher/nBPgGHSLrA13/content/evaluointiraportti-ul-koministeri-c3-b6-vaikuttaa-monenkeskisten-j-c3-a4rjest-c3-b6jen-toimintaan-1/384998.

Evaluation of the Junior Professional Officer Programme (2011)

The Junior Professional Officer (JPO) Programme was evaluated for the first time in 2011. The purpose of the evaluation was to provide decision-makers with information to improve the programme and its administration, and to assess the Finnish JPO programme as an instrument of multilateral development cooperation. The evaluation covered only Junior Professional Officers, excluding the European Union Junior Experts in Delegation (JEDs) and the United Nations Volunteers (UNVs).

The key questions were:

- 1) To assess the Finnish JPO programme as a development instrument and evaluate its success in achieving the goals set by the MFA Finland
- 2) To assess the administrative and management arrangements of the programme and
- 3) provide recommendations for improvement

A database was developed of all past and current JPOs who could be identified, totalling 637 confirmed JPOs.

The evaluation found that in general the JPO programme is a valuable activity of the MFA which is coherent with the objectives but has not always provided sufficient support to achieve them. While the programme was improving, it suffered from a lack of visibility, strategic planning and high level management involvement in the MFA (and from organisational changes internally). The Evaluation Team recommended that the MFA should take the low retention rate of Finnish JPOs a serious concern. The low rate of retention weakened significantly the foreign policy effectiveness and efficiency of the JPO programme. The MFA should make the foreign policy goal of feeding Finns into international organisations of the JPO programme visible also to the outside, including the potential future JPOs and applicants. During the evaluation this policy objective was clearly visible only in internal policy papers.

The number of organisations supported should be decreased, and where possible, posts should be tightly linked to sectoral priorities of Finland or to direct funding of activities. With a focus on quality rather than quantity (though the Evaluation did not rule out an increase in overall funding), the recommendation was to offer three years fully-funded (two initial years with the option to extend).

In addition, the time should be used more effectively to link JPOs with MFA staff, as well as former JPOs who can mentor and advise the departing JPOs. The evaluation found that Finnish JPOs were highly valued and considered hard-working, skilled professionals by their peers and supervisors. The most consistent difficulties were dealing with the hierarchy and bureaucracy, or difficult supervisors, and receiving insufficient support from the MFA and embassy.

The Evaluation Team emphasised that the most critical recommendation was to place more focus on professional contacts (not only social) between JPOs and MFA staff/embassies, in order to use the JPOs more effectively as information sources, and to provide active support for their retention.



JPOs also have the responsibility to network internally for themselves to improve their chances of retention, which was much lower than for other nationalities. It should be recognised that not all the JPOs are interested in a long term career in the multilaterals, and could also be supported to continue their involvement in development in other ways.

The Evaluation Team found various reasons for the high proportion of female JPOs, including both the 'push' factors of greater difficulty for female graduates to find permanent posts; and the 'pull' factors of the seemingly stronger international focus of women, and the attraction of some aspects of development work. As tool for producing experienced development practitioners, the programme was found very effective. Many interviewees noted the difficulty of securing the next job in development or international cooperation after the JPO assignment, although eventually 83% of the respondents had found some work (though there was some bias inherent in the sample, as those for whom an email contact was found and were interested to respond were more likely to be working in development). There were many ex-JPOs who had subsequently worked for the MFA and were able to use their experiences to directly support Finnish foreign policy and development programmes. Others had moved on to work in bilateral development activities or research related to development questions.

During the evaluation, the evaluation team was able to make contact with many Finns still working for the multilateral organisations, some at high levels. Increasing the standard length of post to three years should assist to improve retention rates and employability. In addition, the Evaluation team proposes that more mid-level entry posts should be supported. The options include joining the Special Assistant to the Resident Coordinator (SARC) programme, or funding posts for Finns at the UN professional level P3 or above in association with project funding, etc. Consideration could also be given changing the MFA's rules to allow one person to have one JPO post and one UNV post over the course of her/his life.

The full evaluation report can be found https://um.fi/development-cooperation-evaluation-reports-comprehensive-evaluations/-/asset_publisher/nBPgGHSLrA13/content/evaluoointiraportti-2011-5-junior-professional-officer-programme/384998.



Annex 2. Literature

Auditdienst Rijk. 2022. *Eindrapport Evaluatie Bureau Nationaal Coördinator Internationale Functies* (in Dutch). Available on: <https://www.rijksoverheid.nl/binaries/rijksoverheid/documenten/rapporten/2022/12/05/evaluatie-nationaal-coordinator-internationale-functies/Evaluatie+Nationaal+Co%C3%B6rdinator+Internationale+Functies.pdf>

European Commission (EC). 2018. REPORT FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL pursuant to Article 27 of the Staff Regulations of Officials and to Article 12 of the Conditions of Employment of Other Servants of the European Union (Geographical balance). Available on: [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52018DC0377R\(01\)&from=EN](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52018DC0377R(01)&from=EN)

European Commission (EC). 2022. The HR Key Figures and the Statistical Bulletin report. Available on: https://commission.europa.eu/about-european-commission/organisational-structure/commission-staff_en

European Commission (EC). 2022a. COMMUNICATION TO THE COMMISSION A new Human Resources Strategy for the Commission. Available on: https://commission.europa.eu/system/files/2022-04/c_2022_2229_2_en_act_part1_v12.pdf

European Commission (EC). 2023. Commission staff. Available on: https://commission.europa.eu/about-european-commission/organisational-structure/commission-staff_en

European External Action Service (EEAS). 2021. Human Resources Report 2021. Available on: https://www.eeas.europa.eu/sites/default/files/documents/FINAL_EEAS%20HR%20Report%202021.pdf

European External Action Service (EEAS). 2022. Geographical Balance per Member-State. Internal document - not published.

European Union (EU). 2020. Types of institutions and bodies. Available on: https://european-union.europa.eu/institutions-law-budget/institutions-and-bodies/types-institutions-and-bodies_en

Expert Group for Aid Studies (EBA). 2022. Evaluation of strategic secondments for Swedish policy influence. Available on: <https://eba.se/en/reports/evaluation-of-strategic-secondments-as-part-of-swedish-advocacy-work/19703/>

Government of the Netherlands. 2023. Organization Chart Ministry of Foreign Affairs (june 2019). Available on: <https://www.government.nl/ministries/ministry-of-foreign-affairs/documents/leaflets/2019/08/08/organization-chart-ministry-of-foreign-affairs-june-2019>

Government of the Netherlands. 2023a. Organization chart Ministry of the Interior and Kingdom Relations. Available on: <https://www.government.nl/ministries/ministry-of-the-interior-and-kingdom-relations/documents/publications/2022/01/25/organisation-chart>



Italian Ministry of Foreign Affairs and International Cooperation (ESTERI). 2023. Available on: <https://www.esteri.it/en/>

Ministry for Foreign Affairs of Finland (MFA). 2019. Yleistausta; kv. rekrytoinnit ml. JPOt, SARCit ja UNVt. Internal document - not published.

Ministry for Foreign Affairs of Finland (MFA). 2020. Finnish Development Policy Influencing Activities in Multilateral Organisations. Available on: [Evaluation report: Finnish Development Policy Influencing Activities in Multilateral Organisations - Ministry for Foreign Affairs \(um.fi\)](#)

Ministry for Foreign Affairs of Finland (MFA). 2021. Suomalaisten rekrytointien edistäminen; Vierailun Rooman järjestöihin FAO, WFP ja IFAD 29.-30.11.2021. Internal document - not published.

Ministry for Foreign Affairs of Finland (MFA). 2021a. Osallistujalista suomalaiset 13092021. Internal document – not published.

Ministry for Foreign Affairs of Finland (MFA). 2021b. Suomalaisten rekrytointien edistäminen: järjestövierailu Wieniin 17. - 18.10.2022. Internal document – not published.

Ministry for Foreign Affairs of Finland. 2022. JPO ja UNV rekrytointi järjestöittäin 2008-2023. Internal document - not published.

Ministry for Foreign Affairs of Finland. 2022a. EU rekrytoinnit ja urapolut 6.6. kokoukseen. Internal document – published.

Ministry for Foreign Affairs of Finland. 2022b. Finland's Development Policy Results Report 2022. Available on: https://um.fi/documents/78278153/0/Finlands_Development_Policy_Results_2022.pdf

Ministry for Foreign Affairs of Finland (MFA). Communication Saloranta-Mattila. Internal document - not published.

Ministry for Foreign Affairs of Finland (MFA). 2023. SARC list 090223. Internal document – not published.

Ministry for Foreign Affairs of Finland (MFA). 2023a. JPO ja UNV rekrytointi järjestöittäin 2008-2022. Internal document – not published.

Nedworc Foundation. 2023. Junior Professional Officer Programme. Available on: <https://nedworcfoundation.nl/>

Online library of the Organisation for Economic Cooperation and Development (OECD). Cooperation Profiles: comparison of Finland, Sweden, Netherlands and Italy top 10 United Nations recipients in 2020. Available on: <https://www1.compareyourcountry.org/dev-coop-profiles-2022/en/0/4157/default/all/18+6+7+10?embed=noHeaderDAC>

Swedish International Development Cooperation Agency (Sida). 2020. Evaluation of the Swedish Resource Base. Available on: <https://cdn.sida.se/publications/files/sida62322en-evaluation-of-the-swedish-resource-base.pdf>



Swedish International Development Cooperation Agency (Sida). 2022., Report: JPO's – Where do they go? 2022-5-17. Internal document – not published.

United Nations System Chief Executives Board for Coordination (UN CEB). 2019. Personnel Statistics Data as at 31 December 2018. Available on: https://unsceb.org/sites/default/files/imported_files/CEB_HR_Statistics_31_12_2018_0_0.pdf

United Nations System Chief Executives Board for Coordination (UN CEB). 2020. Personnel Statistics Data as at 31 December 2019. Available on: https://unsceb.org/sites/default/files/2020-09/CEB_2019_Personnel_Statistics%20%281%29.pdf

United Nations System Chief Executives Board for Coordination (UN CEB). 2021. Personnel Statistics Data as at 31 December 2020. Available on: <https://unsceb.org/un-system-hr-statistics-report-2020>

United Nations System Chief Executives Board for Coordination (UN CEB). 2022. Personnel Statistics - Data as at 31 December 2021. Available on: https://unsceb.org/sites/default/files/2022-11/CEB_Personnel_Statistics_2022.pdf

United Nations System Chief Executives Board for Coordination (UN CEB). 2022a. Budgetary and financial situation of the organizations of the United Nations System. Available on: <https://digitallibrary.un.org/record/3992866>

United Nations Population Fund (UNFPA). 2023. Donor contributions in 2020. Available on: <https://www.unfpa.org/data/donor-contributions>

United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). 2020. UN Women 2020 Revenue Contributions by Donor. Available on: <https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/Partnerships/Donor%20Countries/2020-Total-Contributions-to-UN-Women-en.pdf>

United Nations Children's Fund (UNICEF). 2020 Revenue Contributions by Donor. Available on : <https://www.unicef.org/media/103981/file/Funding%20Compendium%202020.pdf>

United Nations Children's Fund (UNICEF). UNICEF Funding Compendium (2020a). Available on: <https://www.unicef.org/media/103981/file/Funding%20Compendium%202020.pdf>

United Nations Development Programme (UNDP). UNV partnering with Finland. Available on: <https://www.unv.org/Partners/unv-partnering-finland>



Annex 3. Approach and template for case reports

Candidates for case interviews were selected by the review team based on suggestions received from Reference Group members with broad coverage of different types of recruitment in mind. For each case, an in-depth interview was conducted, and for most, the team also reviewed a CV and/or professional information available online.²⁴ Based on this information, the team wrote a 3-5 page long case report, following a common template (Table 5). Because of their complexity, senior case reports were shared for fact-checking with the interviewees before being finalised.

Overall, 18 cases were finalised: 8 with junior recruits and 10 with senior recruits, as summarised below.

Interviewed staff appreciated the opportunity to share their experiences, but most preferred not to make their experiences public. In the end, the review team decided, therefore, not to publish any cases to avoid any reputational repercussions.

²⁴ For example public profiles on LinkedIn, the MFA homepage, and the homepages of multilateral organisations (all last visited in February and March 2023).



Table 5. Review template for example cases

Name	...
Current position	...
Last post held abroad	...
Interviewed on	...
Approved for publication?	...

1. Career background (prior to the last international post)
...

2. Motivation (for applying for the last post)
...

3. Recruitment process (awareness, application, selection, MFA support)
...

4. Interaction with the MFA (during the posting)
...

5. Comparison to support given by peers from other countries
...

6. Overall experience in post (positive and negative)
...

7. Ability to make use of experiences and networks acquired abroad (after the posting, when back at the MFA)
...

8. Perceived career impact
...

9. Observations on what is working well and recommendations for improvement
...



Annex 4. Footprint data

Table 6. Numbers of Finnish nationals in the UN (2018-2021)

YEAR	N:O OF INDIVIDUALS	ORGANISATIONS
2018	325	CTBTO, FAO, IAEA, ICAO, IFAD, ILO, IOM, ITC, ITCILO, ITU, UN, UN WOMEN, UNAIDS, UNDP, UNESCO, UNFCC, UNFPA, UNHCR, UNICEF, UNIDO, UNOPS, UNRWA, UNSSC, UNU, WFP, WHO, WIPO, WMO
2019	339	FAO, IAEA, ICAO, IFAD, ILO, IOM, ITC, ITCILO, ITU, UN, UN WOMEN, UNAIDS, UNDP, UNESCO, UNFCC, UNFPA, UNHCR, UNICEF, UNIDO, UNOPS, UNRWA, UNSSC, UNU, WFP, WHO, WIPO, WMO
2020	345	FAO, IAEA, IFAD, ILO, IMO, IOM, ITC, ITCILO, ITU, UN, UN WOMEN, UNAIDS, UNDP, UNESCO, UNFCC, UNFPA, UNHCR, UNICEF, UNIDO, UNJSPF, UNOPS, UNSSC, UNRWA, UNSSC, UNU, WFP, WHO, WIPO, WMO
2021	342	CTBTO, FAO, IAEA, IFAD, ILO, IOM, ITC, ITCILO, ITU, UN, UN WOMEN, UNAIDS, UNDP, UNESCO, UNFCC, UNFPA, UNHCR, UNICEF, UNIDO, UNOPS, UNRWA, UNSSC, UNU, WFP, WHO, WIPO, WMO

Source: UN CEB 2019-2022

Table 7. JPO recruitment 2018-2022

ORGANISATION/ YEAR	2022	2021	2020	2019	2018	TOTAL
UN WOMEN	1		2	2	3	8
Secretariat	1		1	2	1	5
UNICEF	1	1	1	1	1	5
UNDP	2	1		1		4
UNFPA	1			1	1	3
UNHCR		1		2		3
WFP	1		1		1	3
DPKO (POL-10)	1			1		2
FAO	1		1			2
IFAD		1			1	2



ORGANISATION/ YEAR	2022	2021	2020	2019	2018	TOTAL
IOM	1		1			2
OHCHR			1		1	2
UNEP	1			1		2
UNOPS		1		1		2
WHO		1	1			2
DPO (POL-10)		1				1
ICC		1				1
IIMM	1					1
ILO			1			1
ITC			1			1
OCHA			1			1
OSGEY (POL-10)				1		1
UNCCD			1			1
UNECE	1					1
UNESCO		1				1
UNIDO			1			1
UNDRR (UNISDR)			1			1
UNRCO	1					1
WB					1	1
WMO		1				1
Total	14	10	15	13	10	62

Source: MFA 2023a



Table 8. UNV recruitment 2018-2022

ORGANISATION/ YEAR	2022	2021	2020	2019	2018	TOTAL
UNDP			4	4	2	10
UN WOMEN	1	1	3	1	2	8
UNRCO	1	2	2	1	1	7
UNICEF	1	1	2	1		5
OHCHR	1	1		1	1	4
UNRWA		1		1	2	4
FAO	1		1	1		3
UNESCO			2	1		3
WFP	1		1	1		3
IOM			1		1	2
O/SESG-GL					2	2
OCHA	1			1		2
UNFCCC		1		1		2
UNFPA	1			1		2
UNHCR	1		1			2
UNODC	1		1			2
WHO		1	1			2
UNAIDS				1		1
UNDSS			1			1
UNSOM			1			1
Total	10	8	21	16	11	66

Source: MFA 2023a



Annex 5. Country Reports

5.1. Italy

Introduction

It took the review team several weeks to identify the key people involved in international recruitment in the Italian MFA. While the respective staff in Finland, the Netherlands, and Sweden were usually aware of the “who’s who” in each other’s countries, nobody knew whom to reach out to in Italy. Once contact was established, Italian counterparts were interested and very forthcoming. Several interviews were held, and a workshop was organised in Rome on March 9, 2023.

Italy supports the hiring of Italians and the secondment of Italian civil servants into international organisations, with a focus on more senior positions. Italy also operates a JPO and a fellowship programme and supports two EU JPD positions.²⁵

Footprint

Consolidated figures on senior recruitments across international organisations were not available. However, interviewees consistently referred to a comparatively high number of Italians in international organisations, especially for junior and middle-management positions, and in organisations headquartered in Italy. Interviewees felt that Italy was at times under-represented at very senior levels, and some interviewees mentioned that Italy could become better at tactics in terms of placing the “right” senior person into the “right” position.

During interviews, a total number of about 210 currently seconded staff from Italian public sector institutions to EU institutions was mentioned. Specifically for the EEAS, Italians represent about 11% of EEAS total staff of 5,235 (by year-end 2021, across all staff categories).²⁶

For Italy’s JPO programme, detailed statistics were available. Unless otherwise indicated, all figures were obtained from the UN DESA office in Rome.

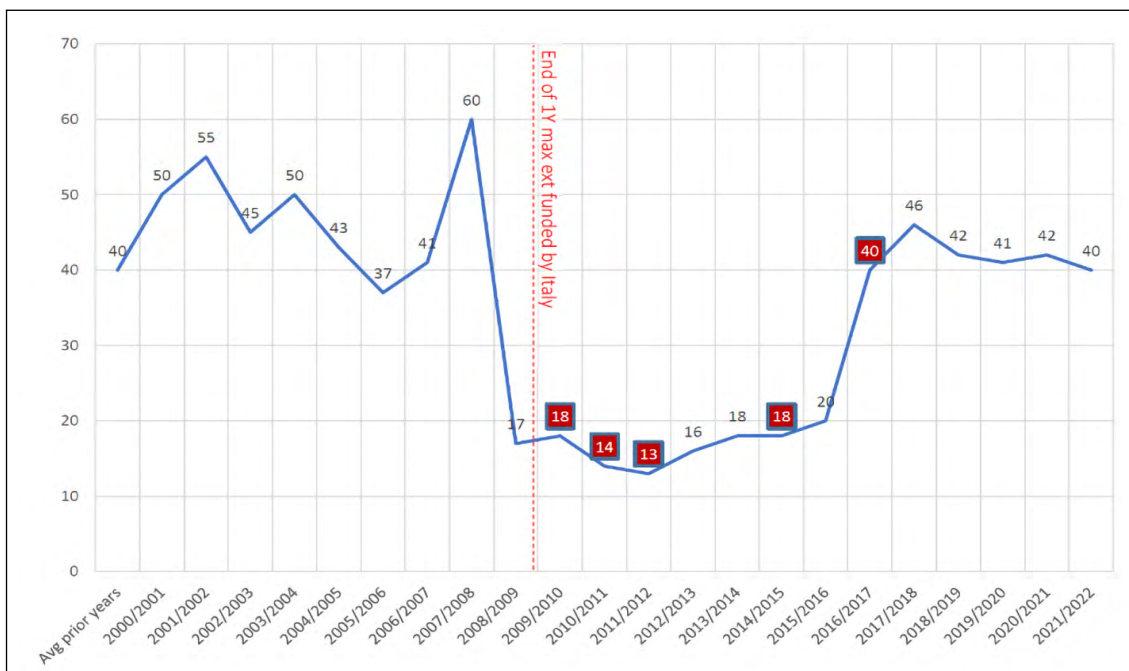
Since the JPO programme was established in 1973, a total of 1871 JPOs have been selected up to and including 2022. After a drop in JPOs because of the global financial crisis of 2007/8, annual numbers stabilised again at slightly above 40 since 2016/17.

²⁵ One interviewee described that Italy had also established an internship programme with DGHR of the EU for laureates of Italian universities, like a “public administration ERASMUS programme”. France apparently has a similar programme.

²⁶ EEAS 2021



Figure 4. The annual number of JPOs in the Italian JPO Programme since 2000



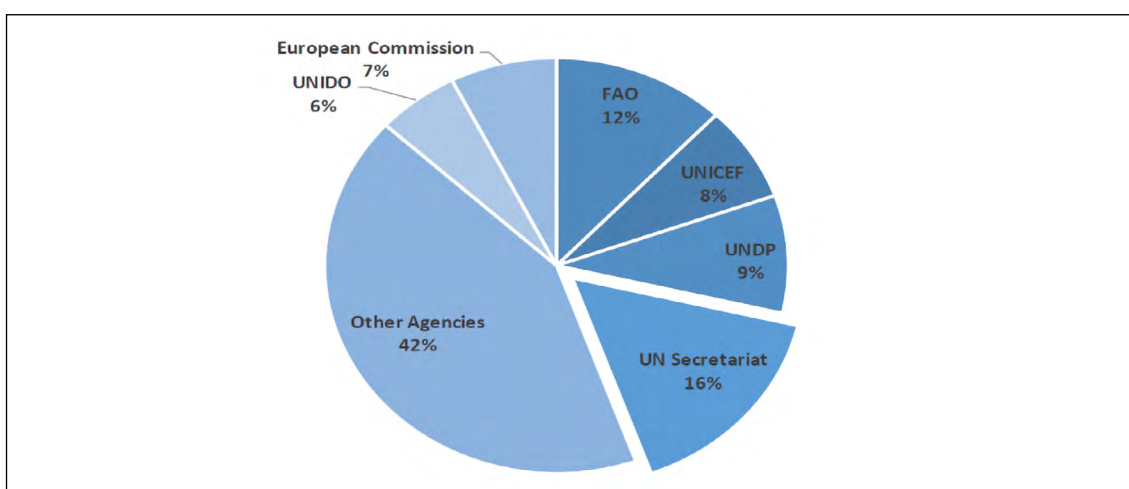
Source: UN DESA 2023

Up to and including 2022, most (96.3%) are Italian nationals, but some JPOs (69 in total) also come from developing countries. Since it was established, 51% of JPOs have been male. Recent JPOs, however, are mostly female - a trend that has been visible for more than a decade. For example, in 2022, two-thirds of applicants and 80% of selected JPOs were female.

Over time, Italian JPOs were sent to more than a hundred different international organisations.

The top receiving organisations are shown below (Figure 5).

Figure 5. Total number of JPOs by top receiving organisations up to and including 2022 (N=1871)



Source: UN DESA 2023²⁷

27 Picture extracted from a document "Number of JPOs positions sponsored by agency as of 08/11/2022"



Short-term retention rates for JPOs were analysed in two surveys in 2004 and 2015, respectively. In 2004, short- and long-term retention rates were 63% and 57%, respectively. These figures increased to 70% and 65% when assessed in 2015.²⁸ In recent years, the annual short-term retention rates further increased to about 90%.²⁹

Of those former JPOs not working in international organisations anymore, most (72%) still reported to have worked for international organisations after their JPO term had ended, for about 7.5 years on average. In this group, the majority still works on development and international issues.

Usually, between 2000 to 3000 applications are received for the programme. With about 40 positions available, this translates to roughly 50 to 75 applicants for each position.³⁰ During the period 2010-2016, when only 20 or fewer positions were available, application numbers exceeded available positions even more (up to a factor of 197 in 2013/14).

From the applicant pool, candidates are assigned to positions in two steps: first in a long list of usually 10-12, and then in a short list of usually eight or fewer. The final selection is made by the receiving organisations. Among shortlisted candidates, 61% were found “suitable” when interviewed by the receiving organisations, pointing to the overall high quality of applicants.

Most applicants (76%) since 2000 have previously applied, and more than half (52%) for the third time or more often. About a third of all (and more than half of all shortlisted) applicants hold an additional degree beyond those formally required when applying.

Since the Fellowships programme was piloted in 1999, 710 fellowships have been awarded up to and including 2022 - an average of 34 per year. With 1253 applications received on average, about one in 37 applications was successful. Most fellows (66%) were female, and destinations were about evenly split between field offices of UN agencies (51%) and of the Italian Agency for Development Cooperation (AICS). From the next cycle onwards, all fellows will be placed in UN field offices.

Organisational setup and management

As part of a wider reform, the Directorate General (DG) for Public and Cultural Diplomacy³¹ was established in January 2022. Within that DG, the Unit for the Promotion of Italy in International Organisations³² was created (with currently seven staff) with overall strategic and coordination functions for international recruitments. That unit “inherited” previously more decentralised tasks and, among other tasks, currently works towards a more strategic approach to international recruitment, including a longer-term approach, comprehensive candidate rosters, and more tactical placements. The unit’s work currently focuses on supporting senior-level recruitment, including international candidacies in the multilateral system, and on further developing the strategic approach,

28 Short-term retention was calculated by the share of JPOs with a staff position in any international organisation (including UN and EU) within one year after their JPO term ended. Long-term retention is based on all former JPOs holding staff positions at the time of the survey.

29 100% in 2015, 90% in 2016 and 2017, and 89% in 2018.

30 Only very few applicants are shortlisted for more than one position.

31 <https://www.esteri.it/it/ministero/struttura/organigramma/>, last visited in March 2023, only available in Italian.

32 https://www.esteri.it/it/ministero/struttura/dg-diplomazia-pubblica-culturale/organigramma_stamp/, last visited in March 2023, only available in Italian.



for example, by identifying specific priority areas in which Italy remains under-represented. Work on establishing a roster of international recruitment candidates continues. A roster of currently posted staff potentially interested in returning to Italy with more than 1000 entries already exist.³³ The communication with specific IOs remains in the hands of the DGs and units that deal with those organisations. The unit is also not directly involved with secondments, which are equally managed in a decentralised manner. (Other DGs and units than the ones mentioned in this section have not been interviewed).

In the DG for Europe, Office IV (for institutional and legal EU affairs)³⁴ supports international recruitment into EU institutions. These activities consist mostly of foresight in terms of future available posts, informal support, advocacy, and advice for candidates, including the EEAS, for which a working group exists in the ministry, with a focus on senior-level positions. These activities are usually closely coordinated with the Unit for the Promotion of Italy in International Organisations described earlier and with the respective permanent missions.

The management of the Italian JPO and fellowship programmes is done from within the Unit for Development Cooperation Strategies and Global Multilateral Processes³⁵ in the DG for Development Cooperation. Since 1992, a partition of labour has existed with the (currently six people strong) UN DESA office in Rome. Put simply, while the JPO coordinator in the ministry focuses on positions and policies (and retains overall responsibility for the programmes), UN DESA focuses on people. The latter includes advertising the programme, identifying candidates, managing the selection process, maintaining contact with JPOs and fellows during and after their stay abroad, and conducting statistical analyses. Both programmes are managed on an annual basis:

- JPO applications close in December, positions are decided in January/February, and candidates are pre-selected by UN DESA by May and interviewed (by the IOs) by August, receive their mandatory training in September/October, and enter on duty after that.
- Fellowship applications close in July, posts (assignments) are decided by September, candidates are pre-selected in September/October, written tests and remote interviews are conducted in November, candidates are notified in December, they participate in a mandatory orientation workshop, and depart for their field assignments in March.

Additional observations

Italy benefits from a large, interested pool of young people with a strong interest in pursuing international careers. International salaries and work conditions are considered attractive. Consequently, there is an influx of Italians into international organisations also without the ministry's active support. As one interviewee summarised, it is possible to leave much of the entry of young Italians into the multilateral system to "the market".

Entry of young Italians into international organisations is further aided by the fact that starting a career in international organisations bears some similarities with entering the Italian public service.

33 <https://web.esteri.it/elencofunzionari/Albo/ElencoFunzionariOI.aspx>, last visited in March 2023.

34 https://www.esteri.it/it/ministero/struttura/dgeuropapoliticacommint/Organigramma_DGUE/, last visited in March 2023, only available in Italian.

35 https://www.esteri.it/it/ministero/struttura/dgcoopsviluppo/Organigramma_DGCS/, last visited in March 2023, only available in Italian.



For example, to become civil servants, Italians need to apply to and pass highly competitive and preparation-intensive selection processes (“concorsi”) similar to the EU’s EPSO exams or the application and selection processes of UN agencies.

Another factor in favour of the career advancement of Italians in international organisations is the perceived similarity of managerial structures and workplace culture between public sector organisations in Italy and other international institutions. Examples are pronounced hierarchies and life-long jobs in one institution. Interviewees believed that Italians in international organisations could, therefore, comparatively easily adapt to their organisational cultures.

Commonly expressed challenges relate to the already high level of the Italian presence in many organisations - for example, in the Rome-based UN agencies in which Italy has a “home base advantage”. In some instances, international recruitment efforts may have a low probability of success (and are hence not attempted) because of Italian over-representation.

Another challenge is related to gender balance, as most senior-level Italian candidates are male. With the trend towards a higher share of female junior-level professionals (for example, in the JPO and fellowship programmes), this challenge may flip and apply to women instead of men at some point in the future.

Apart from some returning secondees, there are only very few international recruits that return to become civil servants in Italy. For example, there is only a single recent JPO who successfully enrolled in the ministry’s diplomatic career track.³⁶ One principal reason is the rigorous Italian public sector law which favours lifelong public sector careers within the system and does not allow external professionals to senior positions at a later stage.

A particularity of the Italian JPO and fellowship programmes is that applicants apply to the programmes rather than to specific positions. This means that applicants, a priori, don’t know which position they may be offered. According to people interviewed, this has the advantage of applications and CVs not being “tweaked” towards a specific position. The process may, however, favour generalists over specialists, an issue that was mentioned as a challenge.

During the global financial crisis, the number of supported years in the JPO programme was limited to the first two fully funded years between 2010 and 2012 and in 2015 and 2017. Before that, Italy offered the option of a fully funded third year if the receiving organisation agreed to fund a subsequent fourth year. After 2012 (apart from 2015 and 2017), the extension funding scheme was re-introduced but limited to one extra year (i.e., six months paid by Italy if the receiving organisation agreed to fund another six months after that). The reason for not returning to a four-year scheme was explained by two arguments:

- Analysis showed that job retention was not significantly impacted while the programme was limited to two years, and
- A three (instead of four) year programme would suffice, considering that with a (common) pre-JPO job experience of two years, JPOs would then obtain a solid five-year experience enabling them, for example, to apply for P3-level jobs.

³⁶ In the late '80s, about 30 former JPOs were hired into the ministry as experts in development cooperation.



International (junior and senior) recruits are considered an important source of information for the ministry. While their loyalty to their employing organisation is acknowledged and respected, there is a strong network of international Italians, and interviewees feel that, usually, ministry officials know key Italians working in an international organisation of interest. There are no formal reporting requirements for JPOs, but Italian missions are informed about their arrival and instructed to make contact. The UN DESA office keeps close contact with JPOs and fellows during and after their stay. Italian recruits are also invited and participate in international events. A similar mindset (“forma mentis”) and the ease of communicating in Italian are considered to facilitate information exchange. Interviewees, however, stressed that important and useful contacts in international organisations are not restricted to Italians.

5.2. the Netherlands

Introduction

The Netherlands was added as a third comparison country to this review. In line with the planned approach, the review of the Dutch approach was lighter than those of Italy and Sweden, and the country was not visited by the review team.

The review, however, did benefit from a recent (2022) evaluation of the NCIF by the Central Government Audit Service.³⁷ While focusing on that specific function and office, it represents an in-depth assessment, including the coordination with other units and bodies involved in international recruitment support by the Dutch government.

Footprint

The Netherlands are a member of more than 100 international organisations. NCIF focuses on 30-35 priority organisations within that group, including, for example, the UN, the World Bank (WB), OSCE and NATO.

Interviewed staff described that the Netherlands was overall underrepresented in international organisations. Reasons mentioned during interviews were the comparatively high living standards in the Netherlands, bureaucracy in international organisations, slow and long recruitment procedures, and a type of recruitment interview Dutch candidates are unaccustomed to.

Interviewees felt that, once inside the multilateral system, Dutch recruits were doing well. This was perceived to be related to the quality of candidates, the relevance of their skills for the recipient organisation (see also the additional comments about the “Dutch approach” below), and their usually direct and pleasant work attitudes.

The NCIF evaluation does not provide quantitative information about international recruits. The report stresses that the number of appointments to international organisations does not always reflect the efforts made.

³⁷ Auditedienst Rijk 2022



Prior to budget cuts in 2011, the Dutch JPO programme used to finance about 50 new positions per year, resulting in about 150 JPOs in the field at all times with a usual three-year stay abroad per JPO. The financial crisis and the resulting budget cuts distorted the cycle: rather than terminating JPO positions in the field prematurely, the number of new JPOs was reduced drastically. This leads to an uneven number of new JPOs per year up to current years. For example, in 2023, there will be no new positions funded, whereas in 2022, a total of more than 65 were selected for funding. About 50 new positions are expected for 2025. The following table shows the actual and expected average number of JPO positions filled per year. The duration between the selection of the positions and the moment the JPO is actually starting can be quite long (up to 9 months).

Table 9. Dutch JPOs 2018-2023

JPO NATIONALITY	2018	2019	2020	2021	2022	2023
Developing Country	25	31	43	35	26	33
Netherlands	35	40	55	46	30	33
Total	60	71	98	81	56	66

Source: Nedworc Foundation

UNVs are not specifically supported by the Netherlands. According to interviewed MFA staff, this was a strategic decision taken because of the different goal-setting and target groups.

Organisational setup and management

Two separate offices support and coordinate appointments of Dutch nationals to top international positions in EU institutions and into other international organisations: the CEU in the Permanent Representation of the Netherlands to the EU and the NCIF.

The CEU is located in Brussels and reports to and closely coordinates with the Office for the Senior Civil Service (“Algemene Bestuursdienst” - ABD) in the Mol. In Brussels, two staff coordinate and support appointments to the EU. The position was created in 2005. It took about three years to implement the current approach to EU recruitments, starting with letters from the MFA/Mol ministers’ acceptance by the cabinet and action plans/strategies being developed in a coordinated fashion in all involved ministries. There is a group of directors for EU affairs from the different ministries which meets regularly, on which EU recruitments can “piggyback”.

The NCIF is located in the MFA³⁸ in the Netherlands. It has a government-wide mandate. The office currently has a total of six FTEs:

- Most (3.5 FTEs) work on placements of Dutch nationals into international organisations (other than the EU). This part of the office is referred to as NCIF-IO.

38 The full name is “Ministry of the Interior and Kingdom Relations” or “Ministerie van Binnenlandse Zaken en Koninkrijksrelaties”. An English organogram is available at: <https://www.government.nl/ministries/ministry-of-the-interior-and-kingdom-relations/documents/publications/2022/01/25/organisation-chart>, last visited in March 2023.



- The remaining NCIF staff (2.5 FTE) supports EU (not IO) recruitments through communication campaigns to attract Dutch people to the EU. To be close to the Dutch labour market, this function is located in the Netherlands rather than in Brussels. This part of the office is referred to as NCIF-WbdEU (“Werken bij de EU”: working at the EU). The NCIF office maintains a database with (currently) about 1300 potential Dutch candidates for international positions.

According to the NCIF evaluation, the separation of international recruitment support into separate functions (CEU and NCIF-IO) stems from the need to address a large number of appointments in the EU some time ago.

The NCIF evaluation finds that coordination between the involved functions works well, i.e. between ABD, CEU, and NCIF-EU on European appointments and between NCIF and CEU for matters involving both EU and other international positions. Interviewed staff from CEU and NCIF confirmed interactions between the two offices on a daily basis.

In contrast, there is no similar central function dealing with secondments of Dutch nationals to the EU or to other international organisations (but some advice is provided by the above-mentioned functions). The authors of the NCIF evaluation write: “Many different parties are involved in secondments, but departments often do secondments themselves without (much) coordination with other departments.”³⁹ Elections of Dutch officials to international organisations are dealt with by the “Multilateral Organisations and Human Rights Department” in the MFA.

The Dutch JPO programme is administered by a focal point in the Multilateral Organisations and DMM of the MFA of the Netherlands. Since 2009, much of the day-to-day management has been outsourced to an external partner, the Nedworc Foundation.⁴⁰ The ministry focuses on overall priorities and suggests JPO positions to international organisations. Applications are year-round and go directly to the targeted organisations. The foundation closely accompanies the selection process and the selected JPOs throughout their stay abroad.

Additional observations

The “Dutch Approach” to international recruitment is marked by a thorough and substantive, and procedural knowledge of the targeted organisations, the effort to ensure that positions and candidates create value for the organisation and clear, transparent and open communication. The NCIF evaluation finds that this approach is highly appreciated by international organisations and that “The application of Bureau NCIF’s unique approach to strive for a win-win situation in cooperation with international organisations gives Bureau NCIF an advantage over similar organisations from other countries.”⁴¹

The NCIF evaluation finds that there is no ideal organisational positioning for supporting international recruitment. Among others, options to merge NCIF and CEU are discussed in terms of their advantages and challenges. Ultimately, maintaining the current setup while further strengthening mutual cooperation and information exchange between the parties involved is preferred.

39 Translated from Dutch

40 Nedworc Foundation 2023

41 Translated from Dutch



Interviewees expressed the wish to work towards a more modern and accommodating organisational culture and work-life balance in the EU and other international organisations. Without this, the bar for recruitment and careers in these systems would be defined by the “lowest common denominator”, i.e. the least demanding candidates, which would not properly reflect the diversity and values of member states.

One concrete idea voiced in an interview was a more systematic approach (a tool) for planning and keeping track of collaborative support for candidates between like-minded countries.

The Dutch JPO programme is open to (non-Dutch) applicants from developing countries. The MFA decides which positions it will be funding and which positions will be open for Dutch or non-Dutch applicants. Overall, this represents about half of all positions in the programme. Involved staff perceived a long-term influence, especially in the case of developing country JPOs: oftentimes, they would advance to important positions in their home countries and, as one interviewee said, “never forget the Netherlands.” This would then open all kinds of avenues for future networking.

Linked-In groups were created for JPOs, and one such group grew to about 400 members. Interviewees, however, said that it was a challenge to keep those groups active.

Longer-term tracking and, for example, the reporting of retention rates was reportedly difficult. Cited issues were difficulties in obtaining non-UN (private) email addresses of JPOs, and how to exactly define successful retention. As a consequence, contact with former JPOs is eventually lost several years after their JPO term has ended.

Together with the NCIF office, a mentoring program has been piloted in which senior international Dutch civil servants act as mentors to JPOs. One difficulty was finding enough mentors.

5.3. Sweden

Introduction

The review team undertook a series of virtual meetings with representatives from Sida and the MFA, and a workshop was conducted in Stockholm on 1 March 2023 with the review team, Sida and the MFA.

Sweden supports the hiring of Swedish nationals into international organisations at both junior and senior levels. The junior programmes are the YUNV, JPO, SARC and Specialist Development Programme (SDP) for the UN and the JPD programme for the EU⁴². At a senior level, Sweden provides seconded national experts to the EU, UN and other multilateral organisations and supports Swedes in applying for high-level positions.

Due to severe budget cuts in 2023 and restrictions to entering new agreements, fewer of these schemes will be funded in 2023. Government policy is to focus more on the EU rather than

42 The SDP programme provides support to the UNDP country office Agenda 2030 implementation and are at P3 level.



multilateral institutions, and currently, no new JPO posts or UNYV posts are being funded. The number of secondments is also lower.

Goals and objectives of the scheme

The main goals and objectives of promoting international recruitment for Sida and the MFA are as follows, with the overarching goal to support multilateral organisations as part of the Agenda 2030:

- Increase Swedish representation in the multilateral system.
- Strengthen the capacity of multilateral institutions by providing expertise.
- Influencing Swedish priorities and values.
- Build a pool of Swedish experts with experience of working in multilateral institutions.

Footprint

The number of Swedish JPO postings has varied over the past few years due to government budget cuts which have led to variations in funding. Sweden normally recruited around 30 JPOs each year, but in 2022 this fell to 17 JPOs. Of these, 3 JPO posts have been reserved for developing country participants each year. The number of JPDs has been 18 in post each year, with Sweden funding placements in addition to those funded by the EU. Overall, the total number of participants in junior programmes in 2022 was 125. There is a gender imbalance in the junior schemes, as 70% are now women.

In addition, there are senior postings to the UN and the EU. The 2022 study of Swedish secondments noted that there had been 35 secondments per year in the UN since 2017 and 20 in the EU. The former is to a range of UN organisations, while the latter is mainly to the Directorate-General for International Partnerships (INTPA).

A tracer study was undertaken by Sida in 2022 to follow up on the retention of JPOs who were in post between 2005-2016⁴³. This indicated that 57.3% had worked with the UN or WB after completing their JPO posting, either remaining after the posting or returning to work in the UN some-time after. The average time that they remained in the UN was 6.5 years. The majority continued to work in the same organisation as their JPO posting, while 90% of the JPOs continued to work in development cooperation.

Organisational setup and management

The management of international recruitment is divided between SIDA and the MFA and different units and departments. The Sida Unit for Capacity Development manages the UN and EU junior programming, while the Unit for Multilateral Support manages secondment programmes. The MFA coordinates this process through the Department for International Development Cooperation which funds all international recruitment and oversees the Strategy for Capacity Development,

43 Sida 2022



which is part of Agenda 2030. The Human Resources Department also supports senior EU and UN recruitments, and other departments manage non-ODA funded posts.

Secondments to international organisations (EU, UN, OSCE etc.) were contracted out to the FBA in 2008. The majority of secondees (80%) are in civilian crisis management, and there are approximately 65 secondees in the field per year.

Junior programmes

Each year there is a discussion on priorities for Sida and dialogue with regional departments on where the focus for postings should be. Embassies provide information on JPO and EU positions are available that are then discussed between Sida and the Development Cooperation Dept in the MFA. Once the posts are decided, these are advertised on the Sida website. The aim is to be strategic with specific criteria for choosing the JPO positions. The main criteria for postings are:

- i) Organisations where there is a limited Swedish senior or junior presence.
- ii) Demand-driven, not created for Sweden, so JPOs are more likely to be retained.
- iii) In areas that are not narrow technical areas which might hinder career progression.
- iv) Have an option for relocation in 3rd year from a field office to Headquarters to ensure career positioning.

The preference is for JPOs to be in the field for the first two years and for cost-sharing in the final year on a 50/50 basis. All but one UN agency oversees the recruitment process and creates a shortlist, while Sida sits in on interviews.

Sida has an extensive JPO pre-deployment programme and has also started including senior secondees in this training. The training is designed to explain how the UN works as an employer and Sida's priorities and values. They are clear that loyalty is to the UN but consider a mutual information exchange as important, so participants are put in contact with embassies and relevant Sida desks/focal points.

During the covid pandemic, Sida arranged virtual check-ins every couple of months. This was appreciated by participants. This involves being on Zoom at a specific time, and any JPOs can log in to chat or raise issues. Sida also finds this very useful for facilitating links between themselves and the scheme's participants and gaining more knowledge about receiving institutions.

There is a mid-summer training every year which focuses on career development for JPOs and SARCs. This includes sessions on what the UN values in staff and the experience and skills needed for securing employment, creating a career pathway and involves coaching from HR professionals, and help with CVs and mock interviews. There is also an alumni network which participants can join after they finish their posting.



Senior Positions

For higher level positions and secondments, Sida tries to get early knowledge of which vacancies are coming up so that they can identify candidates, as often the recruitment period is quite short in the case of the EEAS, as the roster changes at the same time so many posts need to be filled. The MFA decides the budget of how many posts they can fund for secondments, and Sida has a dialogue with potential recipient organisations. The criteria for selecting postings are:

- i) Organisational importance (biggest recipient of ODA -WB, UNDP and UNICEF; other important organisations related to priorities -UNHCR, ILO WFP and others -OECD, EBRD)
- ii) Themes
- iii) Geography

For higher-level positions, it is important to have early knowledge and close connections with the UN and EU, but Sweden does not have a very big pool of candidates. There used to be a manual database for senior positions, but as it was time-consuming to maintain, a subscription service was created in 2016 for international positions. Potential sign-up for tailored information on positions available in international organisations, depending on their preferences. This is an outsourced service that currently has 3000 subscribers. As a result, this means that potential candidates often contact Sida for support when they have seen positions advertised.

Once senior candidates have been identified, Sida and FBA support them with their applications and coach them on working for the UN, recruitment processes and undertake formal political support and lobbying. For EEAS and senior international positions, they have a steering committee at the management level that spans across all areas of foreign policy, decides priorities and has an overarching view of ongoing recruitments. Once in post, secondees write an annual report, and when they return, they are debriefed through the following processes:

- i) Requesting a report of what the participant has learned.
- ii) Organising a seminar for MFA and relevant staff where the participants can present on key aspects of their placement
- iii) A confidential talk to find out informally aspects of the placement that cannot be written in a formal report.

On their return, efforts are attempted to find positions for staff where they can use the skills and experience that they have gained in their postings. This, however, is not always possible.

Assessments of international recruitment schemes

There have been several studies undertaken by Sweden to assess the effectiveness of their international recruitment schemes. This includes a tracer study of JPOs from 2005-2016, an evaluation of secondees as part of Sweden's influencing work in 2022 and an evaluation of the Swedish resource base, which looked at the efficiency and effectiveness of all channels for international recruitment in 2020⁴⁴. These reviews found that overall, Sweden's international recruitment schemes

44 EBA 2022, Sida 2020



were effective in increasing the number of Swedes in the international system and under the right conditions, secondees can be an effective mechanism for influencing. The key findings from these studies are outlined in Box 1 below.

Box 1. Key findings of assessments of Swedish international recruitment schemes

- The JPO programme has impacted positively on increasing the number of Swedes in international organisations and in international development overall.
- Programmes are effective in opening the door for future employment in international organisations and have had a positive impact on the career development of participants.
- Promoting institutional learning, information and knowledge sharing is the weakest aspect of these schemes.
- The management of programmes is highly resource intensive but are generally efficiently managed.
- There is evidence of secondees influencing leading to change particularly in relation to gender equality, human rights and results-based management.
- Secondees are more effective at influencing when used strategically, with a clear theory of change and when there is good coordination with the recipient organisation.

Source: team analysis

Additional observations

Other observations from the interviews undertaken and the workshop are:

- The JPO, SARC and SDP programmes are perceived to work well and can lead to career progression; The YUNV and EU JPD are less effective as the YUNV scheme is not always managed, which leads to drop-outs, while the terms and conditions of service are unsatisfactory for the JPD scheme and there is no clear career path for progression.
- A career in the EU or the UN is not particularly attractive for young Swedes. The hierarchical nature of these organisations and the long work hours act as a disincentive, while the social security benefits in Sweden tend to be more generous, and UN pensions are not tax-free.
- Sida could improve their use of the knowledge gained by secondees to inform their own work. It can also be difficult to place people in relevant positions when they return.
- Potential improvements to the Swedish system highlighted by workshop participants were:
 - Better clarification of goals and priorities, as even if the goals themselves are often relatively clear, more clarity in terms of how to implement them would be useful.



- Stronger coordination between government institutions involved in international recruitment.
- More action to promote Swedes into regular positions rather than focusing on secondments.
- Increasing contact with those recruits already abroad to support them to aim for higher-level positions and know if they do so, help can be provided.

Better identification of where strategic influencing can take place and development of plans for actioning this.

REVIEW OF THE MFA'S SUPPORT TO INTERNATIONAL RECRUITMENT



Ministry for Foreign
Affairs of Finland