

INTERNAL AUDIT DIVISION

REPORT 2015/103

Audit of the recruitment process at the United Nations Headquarters in New York

Overall results relating to timely and effective recruitment of staff at the United Nations Headquarters in New York were initially assessed as partially satisfactory. Implementation of four important recommendations remains in progress.

FINAL OVERALL RATING: PARTIALLY SATISFACTORY

24 September 2014 Assignment No. AH2014/512/01

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AUDIT REPORT

Audit of the recruitment process at the United Nations Headquarters in New York

I. BACKGROUND

- 1. The Office of Internal Oversight Services (OIOS) conducted an audit of the recruitment process at the United Nations Headquarters in New York.
- 2. In accordance with its mandate, OIOS provides assurance and advice on the adequacy and effectiveness of the United Nations internal control system, the primary objectives of which are to ensure: (a) efficient and effective operations; (b) accurate financial and operational reporting; (c) safeguarding of assets; and (d) compliance with mandates, regulations and rules.
- 3. There was total of 1,397 selection decisions completed for United Nations Headquarters in New York from January 2012 to June 2014. Selection decisions for positions up to and including the D-1 level were the responsibility of heads of departments/offices/missions, under delegated authority, while decisions for positions at the D-2 level were made by the Secretary-General, following a review by the Senior Review Group. The central review bodies (CRB) (including the Central Review Boards, Central Review Committees and Central Review Panels) and the Senior Review Group were responsible for ensuring that evaluation criteria were properly applied and that applicable procedures were followed.
- 4. Several General Assembly resolutions referred to the need to improve the timeliness of recruitment in the Organization. The General Assembly endorsed a goal of 120 days from the advertisement of a post to the selection of a candidate (including an advertisement period of up to 60 days). An additional target of 23 days was established for pre-job posting activities. A monitoring framework that allocated responsibility for each stage of the recruitment process to a stakeholder was developed in 2011 and targets were set for each stage. For the period from January 2012 to December 2013, pre-job posting activities took an average of 31 days compared to the 23 days earmarked; while post-job opening activities took an average of 184 days compared to the 60 days earmarked. The stage for the recommendation of candidates took the longest: 40 days were earmarked while the average was 130 days.
- 5. Comments provided by the Department of Management are incorporated in *italics*.

II. OBJECTIVE AND SCOPE

- 6. The audit was conducted to assess the adequacy and effectiveness of the Office of Human Resource Management's (OHRM) governance, risk management and control processes in providing reasonable assurance regarding timely and effective recruitment of staff at the United Nations Headquarters in New York.
- 7. The audit was included in the 2014 OIOS risk-based audit work plan because of the risk that delays in recruitment of staff could adversely affect United Nations operations and its capacity to deliver its mandated activities.
- 8. The key controls tested for the audit were: (a) human resources targets and strategies; and (b) recruitment policies and procedures. For the purpose of this audit, OIOS defined these key controls as follows:

- (a) **Human resources targets and strategies** controls that provide reasonable assurance that human resources targets and strategies are established and monitored to ensure the recruitment of competent staff; and
- (b) **Recruitment policies and procedures** controls that provide reasonable assurance that recruitment policies and procedures are in place and are consistently followed in recruiting staff.
- 9. The key controls were assessed for the control objectives shown in Table 1. One control objective (shown in Table 1 as "Not assessed") was not relevant to the scope defined for this audit.
- 10. OIOS conducted this audit from August 2014 to April 2015. The audit covered the period from January 2012 to June 2014.
- 11. OIOS conducted an activity-level risk assessment to identify and assess specific risk exposures, and to confirm the relevance of the selected key controls in mitigating associated risks. Through interviews, analytical reviews and tests of controls, OIOS assessed the existence and adequacy of internal controls and conducted necessary tests to determine their effectiveness.

III. AUDIT RESULTS

- 12. The OHRM governance, risk management and control processes examined were initially assessed as partially satisfactory¹ in providing reasonable assurance regarding timely and effective recruitment of staff at the United Nations Headquarters in New York. OIOS made four recommendations to address issues identified in the audit. The key control of human resources targets and strategies was assessed as partially satisfactory because criteria for selecting outreach missions and measuring the effectiveness of outreach activities needed to be established. There were delays in meeting recruitment targets; however, OHRM was embarking on a pilot study of standard testing methods, which were expected to reduce the time taken to screen candidates. The project is planned to launch during the last quarter of 2015. Mechanisms were needed to monitor the period between vacancies occurring and pre-job opening activities to ensure recruitment exercises were initiated timely. The key control of recruitment policies and procedures was assessed as partially satisfactory because OHRM needed to institute procedures to ensure that only posts that need to be classified are classified. There was also a need to strengthen CRB procedures so that common issues that result in delays in clearing recruitment cases are identified and reported for corrective actions.
- 13. The initial overall rating was based on the assessment of key controls presented in Table 1. The final overall rating is **partially satisfactory** as implementation of four important recommendations remains in progress.

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¹ A rating of "partially satisfactory" means that important (but not critical or pervasive) deficiencies exist in governance, risk management or control processes, such that reasonable assurance may be at risk regarding the achievement of control and/or business objectives under review.

Table 1 Assessment of key controls

			Control o	objectives	_			
Business objective	Key controls	Efficient and effective operations	Accurate financial and operational reporting Accurate Safeguarding of assets		Compliance with mandates, regulations and rules			
Timely and	(a) Human	Partially	Partially	Not assessed	Partially			
effective	resources targets	satisfactory	satisfactory		satisfactory			
recruitment of staff	and strategies							
at the United	(b) Recruitment	Partially	Partially	Not assessed	Partially			
Nations	policies and	satisfactory	satisfactory		satisfactory			
Headquarters in	procedures							
New York								
FINAL OVERALL RATING: PARTIALLY SATISFACTORY								

A. Human resources targets and strategies

The workforce planning system was being developed

- 14. General Assembly resolutions 66/246 and 68/252 urged the Secretary-General to develop a workforce planning system as a matter of priority and to present it to the General Assembly for consideration. The workforce plan was intended to anticipate the Organization's demand for talent, evaluate the workforce supply and develop an action plan to close any talent gaps.
- 15. OHRM launched a workforce planning project in February 2014. The objectives of the project were to: (i) undertake various studies and consultations on workforce planning; (ii) design and test the future workforce planning system; and (iii) present the proposed system in the human resources overview report. The project advisory group reviewed current workforce planning practices and lessons learned and developed a vision and draft methodology for workforce planning in the United Nations Secretariat in May 2014.
- 16. The draft workforce planning methodology was piloted in the Medical Services Division in May 2014; however, the results of the pilot study were specific to the Division. OIOS noted that there was no documentation of the study's objectives, success indicators and how they would be measured before the pilot project was conducted. OHRM stated that it would plan additional workforce planning pilot projects and refine its methodologies to support a broad range of planning situations that could be encountered in an organization as complex as the United Nations, given the diversity of mandates and organizational entities. In light of OHRM comments, OIOS did not make a recommendation on this issue.

Criteria for selecting outreach missions and measuring outcome of activities needed to be established

- 17. The Secretary-General's bulletin on programme planning, budgeting, monitoring and evaluation stated that indicators of achievement should be given where possible to measure whether and/or the extent to which objectives and/or expected accomplishments were achieved. The Outreach Unit was expected to plan its activities based on the needs of departments and offices.
- 18. The objective of the Outreach Unit was to support the Secretariat in identifying and attracting high-quality candidates and in increasing applications from unrepresented and underrepresented countries. The

Unit prepared a detailed five-year medium term strategic plan for its activities, which included undertaking missions to various countries, building partnerships with Member States and institutions, publishing outreach materials, communicating through social media and conducting targeted outreach. However, the strategic plan did not include the rationale for selecting the targets of outreach missions or for measuring how the Unit's activities contributed towards the achievement of its objective.

- 19. During January 2012 to June 2014 the Outreach Unit undertook missions to 29 unrepresented/underrepresented countries and carried out 68 activities (briefings, presentations, seminars, etc.). While there was evidence of consultations between the Outreach Unit and departments and offices, there was no documented skills gap analysis provided by the United Nations departments that could have been used as a basis for determining the suitability of the outreach activities.
- 20. The Outreach Unit indicated that it expected that completion of its planned activities would result in the achievement of its mandate. It stated that there was a general increase in the number of applications from previously unrepresented and under-represented countries but did not provide evidence correlating these increases with the activities carried out by the Unit.
- 21. The Outreach Unit did not establish a process to determine the targets for its outreach missions and other activities or to measure their impact. The effectiveness of the outreach activities could therefore not be measured.
 - (1) OHRM should develop a methodology for prioritizing outreach activities and for identifying key performance indicators to evaluate their effectiveness.

OHRM accepted recommendation 1 and stated that it was exploring options to measure the effectiveness of outreach activities in an optimal way and to identify the key performance indicators to continuously track their effectiveness. Recommendation 1 remains open pending receipt of the methodology developed to prioritize outreach activities and to identify key performance indicators to evaluate their effectiveness.

Delays in screening candidates were being addressed

- 22. Hiring managers were expected to make selection decisions within 60 days of receiving the list of candidates released by OHRM from Inspira.
- 23. There were 1,397 recruitment cases completed during the period under review. Of these cases 695 or 50 per cent were selections from the roster, while the other 702 were non-roster selections. The average processing time for roster selections from the closure of the advertisement to selection date was 9 days, while the average for non-roster selections was 115 days. The 60 day target was only met 10 per cent of the time as shown in Table 2.

Table 2
Non-roster recruitment cases completed between 1 January 2012 and 30 June 2014

	No. of days between receipt of list of candidates from OHRM and selection of candidate					
	0 - 60	61 - 140	140 - 240	Above 241		
Number of recruitment cases	72	285	237	108		
Percentage of total	10%	41%	34%	15%		

Source: OHRM

24. Candidates were assessed through three main screening processes: (i) review of applicants' Personal History Profiles to establish a long list of candidates; (ii) a written assessment to develop a short list; and (iii) competency-based interviews to make the final selection and add candidates to the roster if applicable. Since 2013, OHRM has partnered with a number of departments to pilot industry standard test methods and tools that can be used in place of the bespoke tests currently being conducted by hiring managers. OHRM reported that as a result of the automated tests, the time taken to screen candidates was reduced by 90 per cent and the recruitment timeline was significantly shortened. Following the successful completion of the pilot, OHRM proposed to the Management Committee in November 2014 to expand the pilot to cover P-3 and P-4 positions in the management job network. This assessment project is currently in the deployment phase with an anticipated launch date of September 2015. In light of the actions being taken by OHRM, OIOS did not make a recommendation on this issue.

Timeliness of initiating the recruitment process needed to be monitored

- 25. Hiring managers were required to initiate the recruitment process six months in advance where upcoming vacancies were known (newly created posts or posts subject to rotation), but in any case, no later than the month after which a post became vacant. The Secretary-General, in his report on the overview of human resources management reform: towards a global, dynamic and adaptable workforce (A/67/324), indicated that the recruitment process to replace retiring staff members would start 12 months before retirement of the incumbent.
- A review of 60 recruitment cases showed that there was an average of 185.5 days between the dates vacancies occurred and the dates hiring managers completed job request for the positions to be advertised. Furthermore, none of the recruitment exercises for the seven retirement cases in the sample commenced 12 months before the retirements occurred. The recruitment actions for five of these cases started an average of four months before the retirement. The actions for two cases started after the retirement.
- 27. OHRM did not establish a benchmark for the period between vacancies occurring and the commencement of recruitment actions for resignations, promotions and lateral moves. Furthermore, there was no process in OHRM to monitor and measure how promptly recruitment actions were initiated by hiring managers after a vacancy occurred. The monitoring carried out was from the time a job request was completed to when a candidate was selected. OHRM explained that it had no visibility of vacant posts that were not yet advertised, but that this situation was expected to change with the implementation of Umoja.
- 28. Delays in commencing recruitment actions contributed to high vacancy rates and the related use of temporary staff and retirees.
 - (2) OHRM should establish benchmarks and track data for the period between when vacancies occur and when the recruitment process starts, and take the necessary action to reduce any identified excessive delays.

OHRM accepted recommendation 2 and stated that it proactively tracked upcoming retirements based on data in the Integrated Information Management System and discussed the recruitment strategy for these posts in strategic meetings with Departments. Additionally, considering the dependency on having the organizational and position management functionality in Umoja, the information necessary to enable large-scale tracking, including unforeseen vacancies due to resignation/reappointment/promotion and workforce planning was not yet available. However, effective 1 October 2015 OHRM will commence tracking vacancies resulting from retirements from the time a vacancy occurs until the recruitment process starts. Recommendation 2 remains open pending submission of evidence that benchmarks and a mechanism for tracking the period between vacancies occurring and commencement of recruitment action has been established.

B. Recruitment policies and procedures

Improved control required over custody of classification documentation

- 29. The administrative instruction on post classification described four conditions requiring posts to be classified: (i) when a post was newly established; (ii) when duties and responsibilities changed substantially; (iii) prior to the issuance of a vacancy announcement when a substantive change in function had occurred since the last classification; and (iv) when required by a review or audit. In addition, the administrative instruction on the staff selection system required reclassification of posts if there were variations between a job opening and the previously classified job description.
- 30. A review of the classification process showed that posts were routinely classified, whether or not they met the classification requirements. During the period covered by the audit, 2,221 posts were classified. The classification process took an average of 31 days. The distribution of the timeline for classification review of cases is as shown in Table 3.

Table 3

Distribution of timeline for certification review between January 2012 and June 2014

Number of days	Number of cases	Percentage of cases
0 – 10	1,244	56
10 - 20	311	14
21 – 50	333	15
51 – 100	244	11
101 and more	89	4
Total	2,221	100%

Source: OHRM

- 31. A common concern of hiring managers was that even when impending retirement dates were known and preparations for issuing the job opening announcements were made in advance, delays in classifying posts delayed the job announcements. It was incumbent on hiring managers to provide evidence that a post had been classified.
- 32. There was no central repository of posts that had been classified. OHRM explained that this was because the position management module in Umoja was still being developed and deployed. With this module, all documents relating to the establishment of a post would be retained in the system.
- 33. The classification of a post, even when it may not be necessary, increased the workload of the responsible sections and contributed to delays in the recruitment process.
 - (3) OHRM should expedite the development of the position management module in Umoja to ensure that only jobs that require classification are classified.

OHRM accepted recommendation 3 and stated that a part of the solution was being deployed with Umoja Extension 1 and additional solution was envisaged to be deployed with Umoja Extension 2, which is currently planned for deployment in 2017. Recommendation 3 remains open pending notification that the position management module has been deployed.

Regular reporting required on systemic issues identified by central review bodies

- 34. An organization was expected to internally communicate information necessary to support the functioning of internal control.
- 35. The CRB served as a value added control in reviewing evaluation criteria, compliance with applicable procedures and recommendations from recruitment exercises. Detailed rules of procedure existed and training was provided for new CRB members. There was however no reporting by the CRB of the common errors that led to cases being returned to hiring managers. Data from CRB records showed that 40 per cent, 57 per cent and 55 per cent of cases for the years 2012, 2013 and the period from 1 January to 30 June 2014 respectively, were returned to the hiring managers for various reasons. Cases were returned due to: missing documents and information such as the job description, test scores, names of interviewers, adequate write-ups on the interviews or on candidates not recommended for selection; and improper ratings (other than the allowed ratings of satisfactory or outstanding). This delayed the recruitment procedures.
- 36. There was no requirement in the relevant rules of procedure for the CRBs to produce regular reports on their activities highlighting commonly occurring issues. The Senior Review Group did not yet have its own rules of procedure in place.
- 37. Absence of periodic reports on common shortcomings in recruitment cases and recommendations from CRBs to address them denied the hiring managers the opportunity of learning from pitfalls in previous submissions and to take action to prevent reoccurrence of common errors or omissions.
 - (4) OHRM should amend the rules of procedures of the Central Review Bodies to require them to produce periodic reports on systemic issues identified during their reviews of recruitment cases so that action may be taken to address them.

OHRM accepted recommendation 4 and stated that Inspira did not provide any functionality that would help CRBs to provide periodic reports on systemic issues identified during the review of recruitment cases. This was done manually by the CRB Secretariat and was communicated to Departments during monthly training workshops for Hiring Managers. The CRB Secretariat will continue with the work that is underway to further outline requirements for reports in the Human Resources Insight system. This will make it easier to extract the information from Inspira that will help the CRBs to find ways to address recurring issues. Recommendation 4 remains open pending notification that the rules of procedures of the CRB have been amended to include periodic reporting on systemic issues identified during their reviews.

IV. ACKNOWLEDGEMENT

38. OIOS wishes to express its appreciation to the Management and staff of the Department of Management for the assistance and cooperation extended to the auditors during this assignment.

(Signed) David Kanja Assistant Secretary-General, Acting Head Office of Internal Oversight Services

STATUS OF AUDIT RECOMMENDATIONS

Recom.	Recommendation	Critical ² / Important ³	C/ O ⁴	Actions needed to close recommendation	Implementation date ⁵
1	OHRM should develop a methodology for prioritizing outreach activities and for identifying key performance indicators to evaluate their effectiveness.	Important	О	Submission of the methodology developed to prioritize outreach activities and to identify key performance indicators to evaluate their effectiveness.	30 June 2016
2	OHRM should establish benchmarks and track data for the period between when vacancies occur and when the recruitment process starts, and take the necessary action to reduce any identified excessive delays.	Important	O	Submission of evidence that benchmarks and a mechanism for tracking the period between vacancies occurring and commencement of recruitment action has been established.	31 December 2017
3	OHRM should expedite the development of the position management module in Umoja to ensure that only jobs that require classification are classified.	Important	O	Submission of evidence that the position management module has been deployed.	31 December 2017
4	OHRM should amend the rules of procedures of the Central Review Bodies to require them to produce periodic reports on systemic issues identified during their reviews of recruitment cases so that action may be taken to address them.	Important	О	Submission of evidence that the rules of procedure of the CRB have been amended to include periodic reporting on systemic issues identified during their reviews.	31 January 2016

² Critical recommendations address critical and/or pervasive deficiencies in governance, risk management or control processes, such that reasonable assurance cannot be provided with regard to the achievement of control and/or business objectives under review.

³ Important recommendations address important (but not critical or pervasive) deficiencies in governance, risk management or control processes, such that reasonable assurance may be at risk regarding the achievement of control and/or business objectives under review.

 $^{^{4}}$ C = closed, O = open

⁵ Date provided by the Department of Management in response to recommendations.

APPENDIX I

Management Response

Ms. Muriette Lawrence-Hume, Chief

DATE 21 September 2015

New York Audit Service, Internal Audit Division Office of Internal Oversight Services

THROUGH Christian Saunders, Director

Office of the Under-Secretary-General for Management

FROM:

Mario Baez, Chief, Policy and Oversight Coordination Service

Office of the Under-Secretary-General for Management

Draft report on an audit of the recruitment process at the United Nations

Headquarters in New York (Assignment No. AH2014/512/01)

With reference to your memorandum dated 19 August 2015, please find below 1. some general comments of the Department of Management on above subject draft report. The specific comments on the recommendations are provided in the attached Appendix I.

General comments:

- Paragraph 17: Please note that the material produced by the workforce planning working group was not a guidebook, but a presentation on the outcome of the Medical Services Division (MSD) pilot. A guidebook will only be produced once the methodology has been further piloted.
- Paragraph 18: It is not correct to state, "there was no prior consideration of whether it would be possible to replicate the findings across the Secretariat", as the methodology considered in the pilot was developed with the consideration that it could be used across the Secretariat. Further, it is not correct to state "the pilot study did not produce usable results on the feasibility of the methodology". The project involved an analysis of the magnitude and cost of sick leave that underscored the importance of an occupational health and safety strategy, which in turn led to the re-profiling of roles, the recruitment of occupational health nurses, and related learning and development initiatives targeted at MSD staff. A significant strategic shift is now underway as a result of this project, and OHRM is now monitoring sick leave data to evaluate the impact of the strategy over time. It should be also noted that, as the MSD pilot shows, the purpose of workforce planning goes beyond recruitment and also focuses on talent development and career mobility.

- 4. <u>Paragraph 30</u>: The last sentence reads,"....but that this situation would change with the implementation of Umoja". Kindly revise this to read: "...but the situation is expected to change with the implementation of Umoja".
- 5. Thank you for giving us the opportunity to provide comments on the draft report.

Management Response

Ree. no.	Recommendation	Gritical¹/ Important [™]	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1.	OHRM should develop a methodology for prioritizing outreach activities and for identifying key performance indicators to evaluate their effectiveness.	Important	Yes	Chief, Outreach Section, SPSD	30 June 2016	OHRM is exploring options to measure the effectiveness of outreach activities in an optimal way and identify the key performance indicators to continuously track their effectiveness.
2.	OHRM should establish benchmarks and track data for the period between when vacancies occur and when the recruitment process starts and take necessary action to reduce any delays.	Important	Yes	Chief a.i. Headquarters Staffing Section/ SPSD	31 December 2017 (Depending on deployment of Umoja Extension 2 functionalities, which are currently planned to be deployed in 2017)	OHRM proactively tracks upcoming retirements based on IMIS data and discusses the recruitment strategy for these posts in the strategic meetings with Departments. Additionally, considering the dependency on having the organizational and position management functionality in Umoja, the information necessary to enable large-scale tracking, including unforeseen vacancies due to resignation/ reappointment/ promotion and workforce planning is not yet available. It is worth noting that due to the diverse position funding, budget cycles, post incumbency, etc. a "one-size-fits-all" benchmark to track all United Nations Secretariat positions from vacancy to starting of the recruitment process may not be suitable.

¹ Critical recommendations address significant and/or pervasive deficiencies or weaknesses in governance, risk management or internal control processes, such that reasonable assurance cannot be provided regarding the achievement of control and/or business objectives under review.

² Important recommendations address important deficiencies or weaknesses in governance, risk management or internal control processes, such that reasonable assurance may be at risk regarding the achievement of control and/or business objectives under review.

Management Response

Rec.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						OHRM will commence tracking vacancies resulting from retirements from the time a vacancy occurs and until the recruitment process starts effective 1 October 2015.
3.	OHRM should expedite the development of the position management module in Umoja to ensure that only jobs that require classification are classified.	Important	Yes	Chief, Planning, Monitoring Reporting Service and Chief a.i. Human Resources Policy Service	31 December 2017	A part of the solution is being deployed with Umoja Extension 1 and additional solution is envisaged to be deployed with Umoja Extension 2, which is currently planned to be deployed in 2017 Regarding the part of the recommendation that states only jobs that require classification are classified, the draft audit report makes reference to the administrative instruction on post classification which describes four conditions requiring posts to be classified: (i) when a post was newly established; (ii) when duties and responsibilities had changed substantially; (iii) prior to the issuance of a vacancy announcement when a substantive change in function had occurred since the last classification; and (iv) when required by a review or audit. However, the requirement for reclassification in this context is not driven by the administrative instruction on post classification, but by section 4.5 of ST/AI/2010/3 on the "Staff selection system". That section provides that "Job openings, to the greatest extent possible, shall be based on generic job profiles approved by OHRM, a previously published job opening or a previously classified individual job description reflecting the actual functions of the

Management Response

Rec.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						position. The evaluation criteria of job openings created on the basis of individually classified job descriptions require approval by a central review body." If there is a variation between the job opening and the previously classified job description for the post, the post needs to be reclassified if it is to be cleared by a central review body.
4.	OHRM should amend the rules of procedures of the Central Review Bodies to require them to produce periodic reports on systemic issues identified during their reviews of recruitment cases so that action may be taken to address them.	Important	Yes	Chief a.i. Central Review Body Secretariat, SPSD	On quarterly basis starting in January 2016	Inspira does not provide any functionality that would help the Central Review Bodies (CRBs) to provide periodic reports on systemic issues identified during the review of recruitment cases. This can only be done manually by the CRB Secretariat, which it does and is communicated to Departments during monthly training workshops for Hiring Managers. Currently, the CRB Secretariat maintains the information outside the system and it is updated for monitoring purposes, and serves to provide summary information, reports or statistics about CRB cases. The CRB Secretariat will continue with the work that is underway to further outline requirements for reports in Human Resources Insight system. This will make it easier to extract the information from Inspira about cases, such as, monthly number of cases endorsed or approved, number of cases returned (including additional perspectives like percentage of cases approved or endorsed including the primary reason for returns) that will help the CRBs find ways to address recurring issues.