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**Report of the
Management Audit
of the
Pakistan Population Welfare
Programme**



**national institute of
population studies**

P.O. BOX 2197, ISLAMABAD-PAKISTAN

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Teaming up to Reach Out

**Report of the Management Audit
of the
Pakistan Population Welfare Programme**

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FOREWORD

Family Planning Programme basically is a programme of attitudinal change as such its management differs from other development projects. With this in view, National Institute of Population Studies (NIPS) undertook a Management Audit Study of the Pakistan Population Welfare Programme. The Study aimed at investigating the system of management of Population Welfare Programme as a complex organisation and to make recommendations for improving management system to enhance performance of the programme. It is hoped that this study will provide useful guidelines for managing the programme more efficiently in order to meet the objectives of the programme.

NIPS is grateful to Mr. John Cameron, UK-ODA Consultant to Management Audit project, Mr. Alauddin, Principal Investigator, Mr. Mansoor-ul-Hassan Bhatti of NIPS and Syed Abid Hussain Kazmi who contributed in completing this study.

NIPS is also grateful to British ODA for providing financial assistance for the study.

January, 1992

M.S. JILLANI
Ph.D
Executive Director

INTRODUCTORY NOTE AND ACKNOWLEDGEMENT

Introductory Note

The protocol for the Management Audit was agreed early in 1989 by a Project Advisory Committee from Ministry of Population Welfare (MPW) and National Institute of Population Studies (NIPS). This committee met twice in February, 1989 to agree to the survey design, budget size and modality for payments and the third time in September, 1989 to review progress and revise the budget. UK ODA as the funding agency to Ministry of Population Welfare (MPW) for this project on a reimbursement basis, have been kept informed of progress by their consultant adviser to the Management Audit project. Full cooperation has been received throughout from many staff in the Population Programme and NIPS. We wish to express our sincere thanks for all the invaluable assistance given to the Management Audit team.

This report is for discussion by top management of the Population Programme organisation. The report has been jointly written by the NIPS Principal Investigator, Mr. Alauddin, UK ODA consultant to the Management Audit project, Mr. John Cameron, and the Project Coordinator Mr. Mansoor Bhatti, of the NIPS regular staff. Mr. S. Abid Kazmi, Deputy Principal Investigator participated in the field operations.

The original Management Audit proposal envisaged that a draft report be discussed initially at a workshop for top management, including programme Provincial Secretaries/ Director Generals. Subsequent to that discussion, it was proposed that a manual be produced and training instituted for staff at all levels. Formal workshop training was envisaged down to the level of District Population Welfare Officer. UK ODA has expressed willingness to provide up to Rs. 200,000 (two lacs Rupees) for reproducing the manual and holding workshops in the provinces.

Acknowledgement

This study required an understanding co-operation from people placed in different segments of the Programme.

Mr. S. M. Hasan, Joint Secretary, Ministry of Population Welfare, Mr. J. R. Leverington, Second Secretary, U.K. High Commission and Dr. A. Razzaque Rukanuddin, Director, NIPS who was functioning as the Chief Executive of NIPS during most of the study period, facilitated the timely processing of managerial and financial approvals needed at different stages.

Mr. S. Abid Hussain Kazmi participated in the strenuous field operations alongwith the Management Audit Team.

Mr. Sajjad Latif Awan of NIPS supervised the processing of Interview and Diary data and ensured the timely production of tabulations.

Mr. Liaquat Ali, Mr. Tariq Khan and Mr. Mohammad Sabir Tabasum demonstrated an untiring zeal in typing and retyping of the Report and Mr. Mazhar Ali in acting as an efficient manager of processing the papers of the project leading to the final production of the Report. We are grateful to them for their keen interest.

We are grateful to a large number of friendly functionaries at different tiers, spread over the entire territorial span of the programme who shared their experiences with us and made the work enjoyable.

**JOHN CAMERON
ALAUDDIN
MANSOOR BHATTI**

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THE UK ODA 1989/90 MANAGEMENT AUDIT OF THE PAKISTAN POPULATION WELFARE PROGRAMME

EXECUTIVE SUMMARY

Background and Context

Proposals for a management audit of the whole Pakistan Population Programme organisation, including the Ministry of Population Welfare and the four provincial Population Welfare Departments date back to a World Bank proposal in 1983. The report to UK ODA of a 1987 pre-appraisal mission to assess possible assistance during the Seventh Five Year Plan period (1988-1993) included that proposal from the 1983 World Bank programme and updated the terms of reference and recommended UK ODA finance the audit and provide technical assistance.

In June 1988, a substantive project proposal was prepared to make the National Institute of Population Studies (NIPS), the executing agency. An ODA consultant arrived at NIPS in January 1989 to assist NIPS in the execution of the Management Audit. The ODA consultant prepared a full survey design and agreed modalities with top Programme management, NIPS, and the ODA official in the British High Commission for conducting the Audit. NIPS allocated staff to the audit including a Principal Investigator to lead the audit team. The original ODA consultant worked closely on a continuing basis with the NIPS team in the period from September 1989 to March 1990 on data analysis and the production of the report.

The primary concern of a management audit is to investigate the way in which the Population Programme as a complex organisation actually functions in order to make

recommendations for improving performance with respect to the Programme's own stated objectives. A complex organisation by definition involves a set of organisational goals which are intended to be achieved by the joint action of many people, most of whom will never meet face-to-face and see only a small part of the whole picture.

The bureaucratic form of organisation with its specialised division of labour, use of written communication and records, and very formal hierarchy of authority and command is the typical form of complex organisation in the late twentieth century.

Alongside general acceptance of the bureaucratic form of complex organisation as functional in achieving social objectives has developed a literature of critique. At the centre of this critique is the concept of dysfunctions of bureaucracy which inextricably parallel the very functions which are praised as inherent in the consistency and clear line of command arising from specialised, hierarchical organisation.

The critique perceives potential innovators becoming administrators with ambitions merely to rise through the hierarchy by conforming to the norms of the organisation. Less energetic people become functionaries unwilling, and often structurally forbidden, to act outside the set routine of their specialist position. In both cases, changing external circumstances or demands have little effect upon performance of individuals in the organisation which as a consequence demonstrates considerable inertia, and inability to respond. Such problems have been identified by eminent Pakistanis for the whole state apparatus in Pakistan. The Management Audit seeks to shift the Programme management towards the principle of being a change agency rather than a bureaucracy.

A change agency active management principle can be contrasted with a model of consistent, but inert and dysfunctional bureaucratic administration. The management audit seeks to analyse whether the programme shows dysfunctional bureaucratic characteristics and, insofar as it does, to make practical recommendations which are intended to shift the informal structure towards change agency active management.

A management audit cannot solve deep-seated problems of determined corruption or anti-meritocratic nepotism. What such an audit can do is to recommend changes which permit competent staff with a reasonable level of commitment to fulfil their potential for effective, informal decision-making.

To enable such changes requires investigation of the formal structures, including organograms and job descriptions. Ground rules for evaluating such structures appear as conventional wisdom in the literature on organisation design. In this literature it is considered important that there are clear lines of control in which each subordinate reports to one superior and each superior controls about five subordinates, and, all staff have job descriptions which are written in clear, unambiguous language and lay out precise areas of responsibility and accountability.

Organisations with complicated histories, such as the Pakistan Population Welfare Programme, whose history is summarised in Chapter 2 of the Report, often evolve formal structures which do not meet such criteria. Making recommendations to remove the dysfunctional distortions arising from the haphazard overlays of history is an important element of the management audit.

In terms of accountability, it is also desirable that the positive aspects of informal organisational behaviour be absorbed into the formal structure and negative aspects discouraged. If this cannot be done then there is a clear case for considering whether a deregulated market or split organisation might do the task better. The Management Audit of the Pakistan Population Programme was conducted on the premises that: (i) while commercial and social marketing of some forms of contraceptives will grow, most forms of contraception should be offered with para-medical advice and support; (ii) a nationally organised programme is appropriate at this time when the Programme is still striving for acceptance at all levels of Pakistan society.

The Management Audit did not take place in a vacuum. A number of aspects of management of the Population Programme have been or are the subject of recent or current reports, and some recommendations from those reports are being implemented. The Management Audit took these activities into account when delineating its own field of interest to minimise duplication of effort and reinforce positive changes already taking place.

Methodology and Findings

Chapter 3 of the Report describes the existing formal organisational structure. This structure was examined critically in the light of formal organisation theory and informal interview responses by senior Programme managers. Formal organisation theory gives rise to a number of rationalising recommendations which should improve the management of the Programme. The informal interviews indicate a deeper malaise. At the centre of this malaise is a belief that no real powers are delegated and experienced staff are not being allowed to use that experience for decision-making.

Chapter 4 of the Report is concerned with perceptions of performance in the two key areas of the Population Programme - Programme outreach and contraceptive distribution. There appears to be a disturbing belief among programme managers that the statistical information generated by the Programme about its own outreach and contraceptive delivery bears little relationship to actual performance. Targets tend to be met on paper which may or may not mean they are being met in practice.

Senior officers tend to accept this paper performance and thus are likely to evaluate the Programme performance more positively than is actually warranted. Seniors instruct juniors to meet targets set largely on abstract principles and juniors generally inform seniors that they have met those targets or give reasons external to their own sphere for not achieving them. A virtually closed circle of communication takes place within the staff of the Population Programme. The most important task of Programme outreach falls predominantly on the most junior staff with the lowest status in the wider society, who also take the strain of client frustration at non-availability of preferred forms of contraception.

Chapter 5 describes the methodology of the Management Audit formal survey of 389 managerial posts in the Population Programme as seen through the eyes of their present incumbents. The posts were stratified for sampling into eight management tiers through which run the dominant management streams of the Programme. A standard Interview Schedule was utilised for all tiers and a standard information/decision Diary was left with the respondents for completion.

Chapters 6 and 7 describe the Interview Schedule and Diary results respectively. The general results do confirm the view that there are problems of the bureaucratic dysfunctional type, especially in senior management tiers, with: (i) lack of sense of connection to Population Programme objectives, (ii) absence of consultation on target-

setting and no meaningful delegation of decision-making, (iii) limited use of actual performance information for adjusting activities, (iv) major obstacles seen as being about control of the organisation rather than serving clients, and (v) confusion of the concept and techniques of management with those of administration.

These problems appear most acute in the tiers immediately below the top tier in the Federal and Provincial Offices - though the Diaries indicate a less chronic situation than the Interview Schedules. The problems appear much less directly among the District and outlet management tiers, the Diary responses do suggest an incipient danger of bureaucratic dysfunctional behaviour also in the outlet management tiers, offsetting the more positive Interview Schedule responses.

It is very important to be clear that in making the above observations, the Population Programme Management Audit is not making comparisons with any other Government of Pakistan organisation. It is very likely that other Government of Pakistan organisations would fare worse under a Management Audit scrutiny than the Population Programme organisation. Indeed, one of the reasons that the Population Programme has received support as an independent organisation is that it is perceived as a relatively competent organisation. The role of the Population Programme Management Audit is not to compare or to condemn but to make positive recommendations to improve organisational performance based on observations of the Programme.

Recommendations

A basic conclusion of the Management Audit of the Population Programme is that there is insufficient consultation within the Programme and that not enough confidence is

shown in experienced, competent staff who know the problems but feel powerless to do anything about them under the present organisational arrangements.

The Management Audit recommends that changes in the Population Programme organisation are required in the following areas (annexes to the Report contain the Management Audit's specific policy ideas in each area):

a. **Contraceptive Supplies:**

It is essential that all Population Programme outlets have sufficient supplies of all forms of contraceptives to meet clients' precise requirements immediately. All managers in the Programme should be concerned that this is a primary Programme objective. The present procedures do not appear to be achieving this objective and most managers are not prioritising this matter. This change needs to be linked to improving statistics and management response to those statistics plus target-setting and delegation.

b. **High-level Outreach:**

The development of more effective outreach at all levels of Pakistan society through the co-ordinated efforts of all Population Programme management tiers should be a priority for the 1990s. Also the Management Audit survey responses from officers in the positions designated Deputy at Federal and Provincial levels and to a smaller degree at District level gave rise for concern. They suggest roles which are closer to those of Personal Assistants and Advisers rather than senior active change agency managers. Channelling the considerable experience and status of some of these officers towards high-level co-ordinated outreach development, especially towards men, would appear to be desirable. Such changes would need to be linked to improving community-level outreach.

c. Induction of Women Doctors into the Management Mainstream:

The Management Audit survey results suggested that Medical Officers are not being treated as Programme line managers, even though their posts require management skills, and are not being prepared for high level management in the programme as a career possibility. Thus, a group of high potential officers are in effect unsupported and unencouraged in the current Programme organisation. The changes in this situation require to be linked to management training and another path of advancing women in the programme organisation through Family Welfare Supervisor posts.

d. Family Welfare Supervisors as an Intermediate Managerial Cadre:

The Management Audit confirms the need to more effectively, supportively supervise Family Welfare Centres. There is also a need to provide a promotion path for Family Welfare Workers if the best of Matriculation and above educated young women are to be attracted to the Programme organisation. The idea of a Family Welfare Supervisor grade already exists in the Programme but its full managerial potential is not recognised. The establishment of such a cadre needs to be linked to the development of District offices as cost-effectiveness centres, delegation of powers (including completion of Annual Confidential Reports (ACRs)), improving performance through newsletters and awards, improving community-level outreach, and management training.

e. Job Descriptions:

All Programme organisation staff should have job descriptions in affirmative, unambiguous language which specify the nature of job objectives, areas of responsibility and decisions they are expected to make, performance indicators for the particular job, and expected forms and frequencies of contacts with other staff in

the Programme and people outside the Programme. This proposal is linked to delegation of powers, Annual Confidential Report completion, and staff recruitment, transfers and promotions.

f. Delegation of Powers to Line Managers:

The Management Audit found considerable confusion and resentment in this area. Clarification and standardisation of the existing situation would be a first step, but the whole concept of delegation and accountability ex-post rather than ex-ante needs review. Present procedures, customs and practices which serve to undermine line management ability to control performance should be removed. This is linked to job descriptions, Annual Confidential Report completion, staff recruitment, transfers and promotions, target-setting, District offices as cost-effectiveness centres, and management training.

g. Personnel Annual Confidential Reports (ACRs):

The Management Audit found deficiencies in the current completion procedures for ACRs, in terms of both the allocations of responsibility and the lack of use as active management tools. In principle, ACRs should be completed by the line manager of a member of staff, discussed with that member of staff at a formal, private meeting, and used as an opportunity for praise where due, setting individual targets for the future, and preparing or updating a career development plan including in-service and external training and skill development. This is linked to job descriptions, delegation of powers, recruitments, transfers and promotions.

h. Recruitments, Transfers, and Promotions:

Staff movements of all kinds seem to have little relation to programme needs or line managers' decisions. This clearly undermines both authority and team

development. Transfers, which lie most directly under Programme management control, should reflect Programme organisation needs. Improving the current situation will require linked action on job descriptions, delegation of powers, and Annual Confidential Reports.

Target Setting:

Service delivery targets are not set in consultation with all staff responsible for achieving them in the light of local circumstances. Aggregate targets can be more satisfactorily established through either of two alternative procedures: (i) Building-up from below with reference back from above, or, (ii) Appeal from below against targets set from above. The choice will depend on how far moves towards decentralisation occur in delegation of powers, District offices as cost-effectiveness centres, and improving community-level outreach.

j. Improving Performance Through Newsletters and Awards:

There is little communication between peer groups in the Programme organisation and only a limited sense of a collective, nation-wide programme identity. Also, there is little incentive to innovate and no mechanism for communicating the results of what innovations are attempted. It is desirable that "best practices" for possible adoption should be disseminated throughout the Population Programme, and this could be done via a regular, widely distributed newsletter. Innovation can be encouraged through a system of awards. This would need to be linked to ensuring contraceptive supplies, induction of Family Welfare Supervisors, delegation of powers, target setting, district offices as cost-effectiveness centres, and improving community-level outreach.

k. District Offices as Cost-effectiveness Centres:

The Management Audit findings confirm the pivotal role of the District office in the organisation. As outlets should be solely concerned with physical delivery targets as at present, then District offices are natural candidates to become autonomous cost centres with annual service development and contraceptive purchase budgets. District Population Welfare Officers (DPWOs) could present budget estimates agreed with their staff and be held accountable to audit for the disbursement of their budgets and to Provincial Secretaries for ensuring cost-effectiveness in service delivery. Staff wages should be paid at Provincial level from the Provincial budget through the normal procedures for Provincial employees. This would also allow different outreach/delivery mixes by Districts/outlets to be determined by local circumstances. Such changes would need to be linked to contraceptive supplies logistics, delegation of powers, target setting, and improving community-level outreach.

l. Improving Community Level Outreach:

An administrative approach may be appropriate for delivering a standardised physical basic service but to persuade and assist people to change attitudes and behaviour in the most intimate area of their lives should involve a more active approach and an active extension system which encourages innovation and experiment and monitors results. A suitably modified Training and Visit system as developed for agricultural extension outreach could systematise community contact, encourage experiments in modifying messages, and integrate monitoring and evaluation into this vital aspect of the Programme. This change needs to be integrated with development of high-level outreach.

m. Management Training:

Some immediate training in management skills is built into the Management Audit's own budget: (i) Management by objectives is clearly an appropriate approach to diminishing narrow bureaucratic dysfunctional routinisation of work and should be part of the training of all managers in the Programme. In this approach, all time and activities at work have to be justified in terms of programme achieving objectives and targets rather than instructions from superiors or following regulations; (ii) Management by exception is an important technique for senior managers in order to be able to prioritise matters for urgent attention and free time for strategic thinking and on-site visits to gain first-hand information and maintain morale. Training in this technique should also be available; (iii) Team approaches to management through "quality circles" could be a useful technique for DPWOs in relating to their staff. This technique aims to build a team spirit and stimulate initiatives from all staff engaged in delivering a service drawing on the problems they have identified from their own experience; (iv) In addition, management tools, such as Logical Framework and network analysis, preparing budgets, appraising proposals, cost-effectiveness calculations, and monitoring and evaluation should be taught to all staff, including Medical Officers, as part of standard training. Programme training institutes should be equipped with staff and other resources to carry out these training roles. Workshop training arising directly from the Management Audit will only serve to sign post the directions of longer term management training development. Long term training will have to link to all managerial changes taking place in the Programme.

n. **Performance Indicators for Management Audit Implementation:**

The Management Audit proposes performance indicators to monitor and evaluate the implementation of its recommendations and their impact. A cost-effective repeat Audit exercise within the span of a five year plan, as envisaged in the original Management Audit proposal, is recommended.

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CHAPTER 1

THE CONTEXT OF THE MANAGEMENT AUDIT OF THE PAKISTAN POPULATION WELFARE PROGRAMME

1.1 Introduction

Proposals for a management audit of the whole Pakistan Population Programme Organisation, including the Ministry of Population Welfare and the four Provincial Population Welfare Departments date back to a World Bank proposal in 1983. The report to UK ODA of a 1987 pre-appraisal mission to assess possible assistance during the Seventh Five Year Plan period (1988-93) included that proposal from the 1983 World Bank proposal and updated the terms of reference and recommended UK ODA finance the audit and provide technical assistance.

In June 1988, a substantive project proposal was prepared wherein the National Institute of Population Studies (NIPS) was made the executing agency for the management audit. An ODA consultant started working in NIPS in January 1989 to assist in the design and execution of the management audit. NIPS allocated staff time to the audit and appointed a Principal Investigator to lead the NIPS audit team. The ODA consultant maintained contact with the Principal Investigator during the survey period from May to September 1989 and worked closely on a day to day consultation basis with the NIPS team in the period from September 1989 to March 1990 on data analysis and the production of this report.

The conduct of the management audit by the National Institute of Population Studies is consistent with the stated NIPS objectives to:

Assist Ministry of Population Welfare in the identification and formulation of strategies and monitoring of defined objectives and evaluation of the Population Welfare Programme.

A management audit has a specific role to play in improving the performance of the Pakistan Population Welfare Programme. In general, previous policy studies for the Population Welfare Programme have assumed that the programme is managed as laid down in formal descriptions of the organisation and is an effective policy delivery machine. Such studies may recommend introducing new resources and refining objectives and performance indicators; but the effectiveness of such recommendations is likely to be low if

programme managers, due to organisational dysfunctions, are unable or unwilling to respond to this higher availability of resources and new or refined objectives.

The primary concern of any management audit is to investigate the way in which a complex organisation actually functions in order to make recommendations for improving performance with respect to its stated objectives. A complex organisation by definition involves a set of organisational objectives and goals which are intended to be achieved by the joint action of many people, most of whom will never meet face to face and see only a small part of the whole picture. In this sense, a complex organisation can be said to have an existence of its own, with the whole being greater than the sum of its parts.

The bureaucratic form of organisation with its specialised division of labour, use of written communication and records, and very formal hierarchy of authority and command is the typical form of complex organisation in the late twentieth century. Its roots in Pakistani society may well pre-date the period of British Imperial rule, but the British certainly found bureaucratic structures very convenient for their purpose of controlling a very large population relative to the number of British residents through such organisations which were manned primarily by indigenous people.

A bureaucratic organisation in the British 'Westminster' version is operated through a form of control with external accountability only being exercised at Ministerial level. This model is not without its critics in Pakistan as indicated in the following quote:

It is the peculiarity of politics in Pakistan that despite regular complaints against the excesses of bureaucracy, no political party has advocated that the bureaucracy should be subject to institutional legislative checks as opposed to discretionary executive ones [1].

But in most societies there is a grudging general acceptance in practice of the bureaucratic form of complex organisation as functional in achieving social objectives. However, a critical literature at the level of principle does exist. At the centre of this critique is the concept of negative dysfunctions of bureaucracy which are inextricably integrated with the positive functions which are praised as inherent in the consistency and clear line of command arising from specialised, hierarchical bureaucratic organisation.

The critique perceives active managers and potential innovators becoming passive administrators with ambitions merely to rise through the hierarchy by conforming to the

norms of the organisation. Meanwhile less energetic people become mere instruments, unwilling, and often structurally forbidden, to act outside the set routine of their specialist positions.

In both cases, changing external circumstances and clients' or politicians' demands have little effect upon performance of individuals in the organisation which as a consequence demonstrates considerable inertia, and inability to respond to change; a phenomenon which in the United Kingdom gave rise to the expression "red tape" to give the image of a file bound inertia. A leading Pakistan government official in a very valuable, wide-ranging and thought provoking article sees this danger and describes the dilemma of the current Pakistan situation in the following terms:

In the quest for evolving an ideal administrative structure, the main effort of government has been to establish a functional bureaucracy, which really implies a dimension beyond peace and tranquility preservation[2].

Here the term "functional" is intended to include the capacity not only to adjust but also to be an active agent of change. But it is this very role of change agent which fits uncomfortably with dysfunctional elements of a bureaucratic organisational structure and yet is so vital to the objectives of the Population Programme.

The same article summarises the principles in the following terms to improve public service development performance in Pakistan, which are a useful check list for any management audit:

- a) accountability to the public;
- b) equality of opportunity;
- c) professionalism;
- d) job security;
- e) decentralisation;
- f) continuous management analysis.[2]

To implement such principles demands analysis of formal structures, including organograms and job descriptions. Ground rules for evaluating such structures appear as conventional wisdom in the general literature on good management and organisation design. For instance, the existence of clear lines of control in which each subordinate

reports to one superior and each superior controls about five subordinates; and all staff having job descriptions which are written in clear, unambiguous language and lay out precise areas of responsibility and accountability.

Organisations with complicated histories, such as the Pakistan Population Welfare Programme, whose history is summarised in the next Chapter, often evolve formal structures (described in Chapter 3) which do not meet such rational organisation criteria. Making recommendations to remove dysfunctional distortions arising from the haphazard overlays of historical inheritance is an important element of a management audit.

1.2 The Importance of the Informal Organisation

Analysis and reform of the formal structure will provide necessary conditions for meeting the above principles of good administration and dynamic change agency. But these are not sufficient conditions. Thus such formal analysis will not solve all of the following problems identified after an inspection tour by an incoming Secretary to the Ministry of Population Welfare:

By and large, there is apathy among staff members;

I did not come across any case where disciplinary action was taken for poor performance;

Field workers do not know the importance of maintaining proper records;

Observance of proper timing must be ensured and absenteeism minimized;

The Advisory Management Committees (AMC), which appear to be generally dormant, should be reactivated to fulfil their obligations towards popularising the FWCs;

There is a need for a fresh look at job descriptions of field staff, to amend them according to need;

Supervision in the field has long been a weak area of the Programme. [3]

Certainly such problems are partially due to resource shortages about which the programme management can do nothing but appeal to higher authorities. If no fuel is available for supervisory visits then supervision will suffer. But even if staff do not receive supervisory visits or even if their salaries are not paid regularly, it is not inevitable that

performance must suffer. Whether performance does suffer will depend on motivation and commitment, not just on organograms and job descriptions, important as these are.

All organisations have informal structures of valuation of activities and performance which determine behaviour as much as formal structures. Negative informal structures in which public service ideals and initiative are devalued produce bureaucracies where dysfunctions dominate. But informal structures are not necessarily negative. They may actually improve effectiveness when formal structures are cumbersome, confused and/or indecisive. However, this may also involve an unacceptable element of diversion of public resources for private benefit in a "parallel" market.

1.3 The Basic Assumptions of the Management Audit

In terms of accountability, it is desirable that the positive aspects of informal structure be absorbed into the formal structure and negative aspects discouraged. If this cannot be done then there is a clear case for considering whether a deregulated market or split organisation might achieve the objectives better. However, this management audit of the Pakistan Population Programme was conducted on the premises that: (i) while commercial and social marketing of some forms of contraceptives will grow, most forms of contraception should be offered with para-medical advice and support; (ii) a nationally organised programme is appropriate at this time when the programme is still striving for acceptance at all levels of Pakistan society. Thus, the management audit was directed towards improving the performance of the public sector population programme as a national, public service organisation accountable to politicians and communities. The management audit accepted the concept of a nationally organised programme, accountable politically and professionally, rather than to the market.

Understanding of the informal structure of the programme was sought through critical reading of planning documents and open, informal interviews (Chapter 4) and the use of a representative sample survey (Chapters 5, 6 and 7) to record the experience and views of staff in 389 posts stratified into eight management tiers. The audit sees all the staff represented by the sample groups as managers who should have the opportunity to be well informed, active decision makers in an agency seeking to initiate and respond to change in the wider society.

A good manager of a change agency, such as the Population Programme, should be in a continuous process of:

- a) diagnosis of client resistance;**
- b) assessing potential for change among clients;**
- c) assessing the agency's potential;**
- d) setting phased performance indicators;**
- e) devising an appropriate approach to the client community;**
- f) increasing contact with clients;**
- g) refining monitoring techniques and methods for rapid interpretation and feedback.**

This change agency active management principle can be contrasted with a model of consistent, but inert and dysfunctional, bureaucratic administration. The management audit seeks to analyse whether the programme shows dysfunctional bureaucratic characteristics and, in so far as it does, to make practical recommendations which are intended to reform the formal structure so as to shift formal and informal structures towards change agency active management.

A management audit, as is also true for a financial audit, cannot solve deep seated problems of determined corruption or anti-meritocratic nepotism. What a management audit can do is to recommend changes which permit competent staff with a reasonable level of commitment to fulfil their potential for effective, informed decision making. Directions of policy development from the audit include:

- a) Redesigning organograms to clarify line and staff; and decision and accountability relationships; and open up routes of career development;**
- b) Re-drafting job descriptions in a standard form in order to include performance indicators, decision making responsibilities (including staff control), and relationships with people inside and outside the programme;**
- c) Identifying problematic procedures, especially flows of information for effective, timely decision making at appropriate levels;**
- d) Designing of systems for staff supervision, counselling, and appraisal;**

- e) Identifying needs for formal management training systems for various levels of staff and indicate the form of that training.

1.4 The Relationship of the Management Audit to Other Studies of the Population Welfare Programme

The management audit was conducted at a time when a number of aspects of management of the Population Welfare Programme had been or were being the subjects of recent or current reports, and some recommendations from those reports were in the process of being implemented. The management audit took these activities into account when delineating its own field of investigation to minimize duplication of efforts while being aware of the need to reinforce positive changes already taking place.

Financial procedures and the documentation intended for use for monitoring were the subjects of two previous studies executed by UNFPA/ICOMP. Draft reports for these studies had been submitted to the Ministry of Population Welfare and discussions on their implications were continuing.

Unfortunately, the original recommendations of the financial procedures report [4] on changing the whole basis for funding the programme appear to have been lost in the discussions. It is not acceptable to the management audit that a major programme, employing thousands of staff, split between federal and four provincial governments should be treated financially as if it were a one or two year project conducted solely at federal level. At present, the programme does not appear significantly in any recurrent (Revenue) budget at any level. Attempts to devise any improved procedures within this unrealistic overall context are doomed to be palliatives, with one virtually inevitable consequence that staff are regularly left unpaid for months at a time. The value of the management audit's recommendations will be diminished to the extent that financial procedures continue to reflect a period when the programme was politically marginalised and being treated as dispensable at a short notice.

The UNFPA/ICOMP study [5] of the Population Welfare Programme information system is comprehensive in its description of forms and returns. The recommendations seek to improve the forms and returns, eliminate duplication and confusion and increase the speed of communication. Unfortunately the report does not clearly specify the use of items of information flowing up through the programme and therefore does not significantly

reduce or prioritise the flow of paper in a decision making context. The management audit accepts rationalisation of existing documentation as desirable but sees it as only the first step towards a needed radical internal review on the principle of "need to know to decide". The current orientation of the programme documentation towards serving the organisation rather than clients is indicated by the absence of any effective document in the Family Welfare Centres for signalling clients, in need of follow-up or requiring further supplies of contraceptives. The management audit survey diaries do contain a wealth of detail on information/decision relationships which would be relevant as background information for a more thorough in-programme review.

The management of Family Welfare Centres has been studied with the assistance of UK ODA from a functional task analysis perspective. A consequent training programme for all Family Welfare Workers (FWW), who are the managers of the Family Welfare Centres, based on a specially designed manual "Functions, Resources and Management of Family Welfare Centres" was completed in 1987. The management audit survey of a sample of 189 FWWs can be viewed as an impact evaluation of this training and a guide to the probable impact of similar trainings for other tiers of management.

A revised contraceptive distribution system and associated changes in information flows were instituted with the assistance of USAID in 1987, though the planned training was apparently not completed. An observation from associated manual "Manual of Contraceptive Logistics" is reproduced below:

Supply logistics has thus been a clerical routine with little participation of the managerial and supervisory staff in ensuring effectiveness of the supply systems.
[6]

The management audit can be seen as providing an element of evaluation of how far this situation has been reformed from the point of view of front line delivery outlets.

A conceptual study [7] to identify possible cost effectiveness performance indicators, funded by UK ODA, was completed in 1988 but requires further development to be of practical use. The study covers all service outlets and district offices and recommends cost-effectiveness indicators for each. The management audit supports the development of appropriate, decentralised cost-effectiveness indicators for use by all managers and urges Ministry of Population Welfare and UK ODA to complete the project by developing practical field-operable pro-forma work sheets and training programmes.

A NIPS study [9] of Non-Governmental Organisations (NGOs) and practices in the area of population policy provides useful insights into the limitations of a decentralised, flexible structure for service delivery. The management audit recommendations on decentralisation take these insights into account and aim to preserve the national accountability of the programme alongside improving sensitivity to local situations.

Some initiatives in training population programme staff in more active management techniques are being taken at the population programme's Population Welfare Training Institutes (PWTIs) and to a lesser extent at Regional Training Institutes (RTIs), but resources for such initiatives have been very limited, relying upon minimal familiarisation using guest speakers and still showing a strong stress on administrative record keeping and GOP regulations, rather than active change agency management principles. Building on these initiatives and using the PWTIs and RTIs for training in management is a concern of the management audit.

Two common overall themes are found in many of these studies. Systematic training and monitoring as means of improving staff performance and the District as a key management level are frequently stressed. The management audit has noted these themes and considered them in its own recommendations.

CHAPTER 2

HISTORY OF THE PROGRAMME ORGANISATION

2.1 Introduction

Chapter 1 suggests that ideally a clear identification of objectives should logically lead to the determination of a national formal Population Welfare Programme organisation with an active management capable of initiating change. But in practice, all organisations have histories and, with the passage of time, any organisation can lose sight of the main objectives and become primarily oriented to its own reproduction.

There is a long history of family planning in the South Asian sub-continent which probably goes back to the pre-historic past. Customs existed ensuring non-fertility and fertility delaying practices such as universal breast feeding, delayed weaning, recurring month long sexual abstinence occasioned by a married woman's visit to her parent's household, stigma on re-marriage of widows and divorced women. All these custom-regulated social practices indicate the probability of considerable conception prevention compared to natural fertility's possible potential.

Direct intervention for contraception and abortion is still managed under the guidance of the 'Wise Woman' of the village or the valley in relatively isolated communities today. Varying doses of contraceptive ingredients in locally available spices and local herbs were prescribed to be taken with daily bread. Readily available varieties of abortifacients were known to be in use by desperate individuals. In a certain area, coiling vine twigs were inserted like Lippies' Loops.

Formal Population Programme organisations can only with difficulty relate to the contributions of practitioners of Ayurvedic and Unani medicines to this field, and most of all, the vital contributions of Dais as traditional birth attendants. Primarily women, local, decentralised and unorganised, and in every village, Dais act as physicians, surgeons and gynaecologists.

In the early fifties of the present century, some enlightened social welfare activists in cities, where customary practices were weaker, started to organise groups among forward looking friends and a couple of clinics started offering modern contraceptive facilities.

Credit goes to dynamic personalities like Dr. Humera Sayeed who started organising groups around selected clinics in major cities. In 1953, these individual efforts crystallized in the formation of the Family Planning Association of Pakistan which earned the support and guidance of the International Planned Parenthood Federation. Thus the origins of the formal population programme in Pakistan were small scale and lay with the people, not large scale with the state.

2.2 First Five Year Plan 1955-60

By 1955, voluntary organisations built up pressure sufficiently for the Government to recognise population growth as a serious social and economic issue. In the First Five year Plan (1955-60), a token provision of half a million rupees was made for support of family planning activities through voluntary agencies. This money was utilized in creating a network of such efforts and in persuading the Government to take some responsibility for direct operations in this field [10].

The Family Planning Association of Pakistan (FPAP) continued to establish clinics in selected cities in the country with a limited clientele and the concept of a small family was promoted through voluntary organizations. A national family planning programme was formulated for the Second Five Year Plan on the basis of a report of the Population Council, New York.

2.3 Second Five Year Plan 1960-65 [11]

Sustained efforts by pressure groups led to the formulation of this first national Family Planning Programme with an active role for the public sector. The Second Five Year Plan (1960-65), allocated over thirty million rupees, primarily for the supply of contraceptives through the hospitals and dispensaries of the Provincial Health Departments. Provision of family Planning services to 600,000 couples was envisaged. In many cases this resulted in a few condoms in the furthest dispensaries kept under lock and key along with broken equipment for inventory purposes. Thus, the logistics of using the Health Outlets were only partially effective, at least with one time supplies, as dispensers and doctors were often not willing to distribute such polluting items even to needy clients.

The Family Planning Association, in the meantime, took advantage of Government support and established a nucleus of volunteers around the Deputy Commissioner in many districts. The Deputy Commissioner, the effective chief executive of the whole public administration in the district, or his wife started presiding over formal meetings of the local Association which at that time mainly consisted of respectable people, rather shy of being publicly involved with such an un-respectable activity.

The programme was administered as a normal function of the existing health services and was entirely clinic based with no motivational or follow up service activity. The health personnel prioritised curative work and would not pay adequate attention to family planning programme. However, research was initiated in reproductive behaviour, on factors which motivate parents to have large or small families, and, on the acceptability and effectiveness of different methods of birth limitation.

Efforts were made to provide organisational cover by constituting a National Family Planning Board at the Federal level and a Provincial Family Planning Board at the Provincial level. Whatever was the validity of such Boards, the later part of this plan period saw some visible contributions in terms of institution building efforts. A National Research Institute of Family Planning was established. A few Training-cum-Research Institutes (TCRIs) started building up skills. A Pak-Swedish Communications Project, well equipped with printing and publicity equipment and experts, started research, training and audio-visual experiments. It prepared and published a variety of communications materials.

Along with these investments for the future, current field operations went on through 1589 clinics, mostly belonging to the Health Department, which claimed to have served about half-a-million clients for family planning.

The last years of the 1960-65 plan period found a very brisk preparatory activity for launching a major public sector programme. The pressure groups were successful in converting the President of Pakistan to their view. A cell started operating in the Planning Commission to prepare an elaborate plan with an independent, single-purpose organisation spread over the entire country, down from the centre to the province, to the union council level, rooted at the grass root unit of Basic Democracy, each unit covering a population of 10,000 living in 3, 4 or 5 villages.

For the first time, family planning functions were going to be undertaken by exclusively allotted state functionaries.

2.4 Third Five Year Plan 1965-70 [12]

The Third Five Year Plan 1965-70, raised a structure of Family Planning which stood like a minaret at the end of a journey through a desert. Out of nowhere, there emerged a national Family Planning Commissioner who presided over a completely new structure with a country-wide network of whole time functionaries.

The Commissioner gave a public profile to the isolated central structure with the help of a Central Family Planning Council which was presided over by the Central Minister for Health (and Family Planning). The Central Secretary for the Ministry of Health (and Family Planning) acted as its Vice-Chairman and the Family Planning Commissioner as its (Executive) Secretary. Membership of the Council included the Secretaries of a number of directly and indirectly concerned Ministries, apart from the Non-Governmental Organisations (NGOs) and some nominated members of the public, both male and female.

A Family Planning Board in the Province was structured on a similar pattern to support the (Executive) Secretary of the Board-cum-Director of Family Planning.

District Family Planning Boards were presided over by the Deputy Commissioner (DC) who was assisted by the Chief Medical Officer of the District, the well resourced Assistant Director of Basic Democracy and a young executive working with the DC. This support structure was built to help the Secretary of the District Board of Family Planning who had to play the most dynamic role in this programme- in his capacity as the District Publicity-cum-Executive Officer (DPEO), subsequently renamed as District Population Welfare Officer.

The line of command, in practice, ran direct from the national Family Planning Commissioner to the DPEO at the District level.

The DPEO operated through Family Planning Supervisors who in turn ensured facilities and operations through the salaried Secretaries of the Union Councils who were integrated with day to day administration, rather than the specialist functionaries. One

supervisor looked after three Union Councils: The Union Council Secretaries inducted Dais for operational purposes.

Some of the part time functionaries received a fixed amount on a monthly basis. Others received payment per unit of work performed. Still others received both forms of payment.

At the District level, one hundred rupees per month were paid to the Civil Surgeon/M.S. and to the Chief Medical Officer of Health for technical supervision of the operation. The Union Council Secretary was paid fifteen rupees per month plus two hundred rupees per annum to cover contingencies, TA and DA. Registered Family Planning Doctors received eighty rupees per month plus eight rupees per IUD insertion and twenty five rupees per vasectomy/tubeligation. A registered Lady Health Visitor received fifty rupees per month plus four rupees for each IUD insertion. The Dai received fifteen rupees per month plus two rupees fifty paise for each case of IUD referral. Twenty five rupees were paid to each client for terminal contraception which was sometimes shared with vigilant motivators. Dais also earned some commission on the sale of contraceptives.

The complex, paid net-work of part time operators ensured the visibility of the programme in the remotest areas at a stage when the Family Planning Programme's own full time net work was yet to be built up, a process which would take a period of at least three years. The Health Department's doctors and Lady Health Visitors became involved in this source of extra earning, though possibly at the cost of their regular job demands.

There was in the period 1965-70, a precisely worked out annual Chart of Targets for each contraceptive for each and every district was spelled out separately for each month. The Family Planning Commissioner himself used to review the progress every month and take to task District Officers for any shortfall in achievements, using both telephone and letters.

2.5 Communication and Training 1965-70

The major share of budgetary allocations for communication efforts in the 1965-70 plan was allocated to the districts for decision on use. This facilitated variations in the

approaches, arguments, language, information and motivational details. A large number of publications came out on Islam and Family Planning, MCH and Family Planning, Nutrition/Education/Family Budget and Family Size, apart from those on choice of contraceptives, location of supply and service points, removal of popular misconceptions and traditional taboos. Interpersonal communication with women was mobilised in a majority of villages through fifteen to twenty thousand Dais, based in about ten thousand villages whose contacts with families were multipurpose and long-established. The contact with local men was not as close. Male contact was left to the full-time, but socially remote, Government salaried Population Planning Officers (one per 72,000 population in 3 Union Councils) and the salaried Secretaries of the Union Councils (one per 10,000 of population at that time, covering a few villages). Both these categories consisted of urban, educated people from outside the areas of their operation. They were also frequently transferable from one place to another.

One time contacts, primarily with males in large groups were organised through film shows, folk songs/dances, rural theatre/entertainment groups and Family Planning stalls at local fairs.

Radio and newspaper messages provided an umbrella coverage to the nation wide movement.

Simultaneously, increasing market access to contraceptives like foam tablets, liquid foam and condoms was provided by registering shopkeepers and other agents in thousands who were meant to multiply sales on a commission basis. The commission however was not very significant, pressures of demand not very striking and the logistics of re-supply never very re-assuring. The target break-down of expected distribution during 1965-70 was worked out theoretically as follows:-

- 1) through village Dais: 50%
- 2) through the village shopkeepers, retailers and grocers (selected by the Union Councils): 10%
- 3) through doctors, trained midwives, lady health visitors, medical houses, pharmacies and stores outside urban locations: 10%
- 4) through pharmacists, factories, workshops, stores, and other dealers in allied goods in urban areas: 15%

- 5) through doctors, trained midwives, lady health visitors and allied personnel in urban areas: 15%

In terms of methods the plan performance target were also specific but the practice turned out rather different as shown in Table 2.1:

TABLE 2.1
CONTRACEPTIVE PERFORMANCE 1965-70

METHOD	TARGET	ACHIEVEMENT	PER CENT OF ACHIEVEMENT
1. Contraceptive Surgery (No. of cases)	45,000	86,760	192.8
2. IUD (No. of cases)	1965,000	1732,140	88.2
3. Oral Pill (No of cycles)	-	75,168	-
4. Condom/Liquid Foam (Million Units)	1230,700	390,300	31.7

Source:- Population Welfare Programme Sixth Five Year Plan
1983-88

There was a crash training programme arranged between 1965 and 1968 for the newly mobilised part time and whole time functionaries. The training of Dais was in techniques of motivation, distribution of contraceptives, documentation and follow up of cases and referral for IUD insertions. Training was carried out by the family planning supervisors at the Union Council headquarters in three batches covering one Union Council at a time. Dais were paid at the rate of Rs.47 each for this training.

About 1500 doctors and lady health visitors were to be trained for ten days in batches at the Tehsil Headquarter and each one paid a consolidated sum of Rs.100. Training of family planning supervisors was to be simultaneously arranged. Training of Secretaries of the Union Councils, and general assistants was to be arranged at their own headquarters.

This was to be followed by holding annual refresher courses and courses for the new full time and part time appointees. Training cum Research Institutes (TCRIs) in Hyderabad and Karachi were to be fully involved in this crash programme with the support of Mobile Units/Touring Training Teams attached to them.

Medical personnel and social scientists were already inducted on a full time basis in the National Research Institute of Family Planning, the Training cum Research Institutes (TCRIs) and the Mobile Units attached to them. 21 Urban Centres were to operate with full time Lady Doctors, Lady Health Visitors, Female Family Planning Counsellors and Female Medical Assistants. The Chief Medical Officer of the district was given full time support staff for technical supervision which included a doctor who worked as the District Technical Officer.

1965-68 was a period of massive build up rather than a period of actual operational achievements. But as such, there was a risk of misconceived optimism both by the evaluators and the programme managers themselves. This misconception led to increasing pressures from above to achieve arbitrary, unachievable targets. Combined with the complex structure of monetary incentives below, the programme was vulnerable to statistical and financial irregularities and cost ineffectiveness.

This phase lasted till mid-1968 when there was a political upsurge against the former President and the schemes he had patronised and the final years of the Plan period saw a period of dismantling of the operational structure starting from the grass root contact points.

The programme plan during 1965-70 period proposed only 2077 whole time staff as shown in Table 2.2 by the end of the Plan period, but depended heavily upon incentive paid workers e.g.

i)	Part time Family Planning Doctors	817
ii)	Union Council Secretaries	3,000
iii)	Dais	20,000
iv)	Registered Lady Health Visitors, Commission agents, referrers etc. paid per unit of performance plus a fixed monthly allowance.	Number flexible

In the subsequent plan periods, the number of whole time staff went up while dependence upon incentive paid workers became minimal.

TABLE 2.2

**FAMILY PLANNING PROGRAMME
FULL TIME STAFF IN THE 1965-70 PLAN**

CATEGORY	1965-66	1966-67	1967-68	1968-69	1969-70
Family Planning Division	128	128	128	128	128
National Research Institute of Family Planning (NRIFP)	59	59	59	59	59
Provincial HQ WP	61	61	61	61	61
2 Training cum Research Institutes (TCRIs)	10	10	10	10	10
6 Mobile Teams Attached With TCRIs	24	24	24	24	24
District HQs	230	250	290	320	360
19 Urban Clinics	152	152	160	160	168
FP Supervisors	650	700	800	900	1000
Field Drivers	120	131	153	171	195
Mobile Units	46	50	58	64	72
Total	1480	1565	1743	1897	2077

Source:- Third Five Year Plan 1965-70

2.6 Fourth Five Year Plan 1970-75 [13] [14]

After mid-1968, the operational national programme was subjected to scathing criticism and field evaluation by civil and military teams. However, an experimental district project was accepted as having demonstrated the desirability of substituting village Dais with married couples and educated workers capable of maintaining an ever expanding range of records.

This new pattern was recommended by the Commission formed to recommend re-organisation of the Programme. The Government accepted the recommendation along with the recommendation to completely federalise the Programme. All the Dais in the Programme were discontinued, leaving the super-structure designed to support them hanging in the air. Only later, did the new system of grass root contact start coming into operation. The decision to federalise, however, was never implemented.

A Presidential Committee, under the Chairmanship of Mr. M. Aslam, President's Representative on Administrative Inspections, made an extensive study of the organisation and operational details of the programme from its very inception and submitted its conclusions and recommendations in late 1972. According to the Committee:

Hardly any visible impact was achieved or even claimed during 1960-65 when the programme was being administered by the Health Services.

Substantial enthusiasm was created during 1965-70 when the programme was administered through autonomous bodies, but the reports on achievements suffered from an element of immeasurability.

The Continuous Motivation System (CMS) experiment which was replicated in six more districts (instead of 23, as planned) provided an element of measurability, person to person motivation and door to door supply. It, therefore, made a strong recommendation to extend this method of operation to the high density areas of population, taking Tehsils/Talukas (sub districts) as the basic units. The average density of about 300 persons per square mile was suggested as an appropriate minimum criterion for CMS provision. The lower density areas were to be served primarily through social marketing of contraceptives. The Central Cabinet accepted the recommendation with the directive to serve the non-CMS areas with some components of motivation for Family Planning, through the use of mobile units.

The Continuous Motivation System aimed at overcoming some of the imperfections experienced during the Third Five Year Plan operations e.g:

- 1) It provided for contacts with all fertile couples in the project areas as listed after a house to house survey;
- 2) Mobility of workers and proper reporting of performance were arranged through a stream-lined system of training, supervision and inspection. One Family Planning Officer supervised six men-women teams of field workers/motivators and one Inspection-cum-training officer offered audit and support to 36 teams;
- 3) Emphasis was laid on continuity and regularity of use, not merely on initial acceptance;
- 4) Service was planned to be domiciliary, thus avoiding the previous dependence upon clinics;
- 5) No single method of contraception was promoted to the near-exclusion of others. (Later on, under donor pressure, Oral Pills inundation was vigorously attempted);
- 6) A complete record of couples contacted, showing their response to contacts, methods in use, subsequent advice, assistance given to them and births averted, if any, was arranged for each village and Mohallah.

An Evaluatory Study for the first half of the Fourth Five Year Plan pointed to an obvious gap in the communication efforts and clear inadequacies in the distribution system e.g:

- 1) Though the initial coverage of the fertile couples was satisfactory, the frequency of motivational and service contacts was much below the envisaged frequency of four times a year;
- 2) Quality of training, inspection and supervision suffered from non clarity in the demarcation of functional jurisdictions between the two cadres of PPOs and Inspection cum Training Officers;
- 3) The incentive system for the programme workers required an elaborate accounting procedure. Moreover, it was based upon sales by those workers and not upon the total distribution of contraceptives in the area. This led in many cases to an exclusive approach, to the neglect of other potential sources of supply;
- 4) Field workers were being recruited disregarding the condition of local residence;

5) Younger couples were not receiving sufficient attention.

Apart from these inadequacies, the total programme in the country, consisting of a few CMS projects and a majority of Third Plan projects, suffered a substantial dislocation during 1971-73 alongwith the rest of the structure of the truncated new Pakistan. This was due to heavy budgetary cuts from the Central and Provincial sources and almost a total stoppage and unilateral cancellation of projected aid from outside.

The opportunity to correct the imbalances and expand the new pattern came with an Implementation scheme for the last two years (1973-75) of the Fourth Five Year Plan which had to be drawn up as the original plan was a non starter in the changed political environment. The first three years (1970-73) of the Plan had suffered from financial inadequacies but the Third Plan superstructure of staffing pattern had continued to operate everywhere (excepting the seven districts where CMS was introduced), with drastic pruning of the grass root work force (Dais) and expenditure on staff mobility.

The 1973-75 plan made an effort:

- 1) to correct the defects detected in the operation of the Continuous Motivation System;
- 2) to extend the reach of the Programme to 93% of the whole population (74% through CMS and 19% through a thinner organisation);
- 3) to compensate for the operational deficiencies of the past; and;
- 4) to extend the scope of the programme operations beyond the limited range of fertility control and beyond the single channel of the Family Planning Organisation.

The Government re-named the Family Planning Programme as Population Planning Programme in 1974 which encouraged the programme planners to look forward to getting closer to the development plans of other organisations like Agriculture, Rural Development, Education, Housing, Labour Welfare, Employment and Manpower, Urban and Rural Planning in order to project population planning elements into them. The programme planners also looked forward to projecting their ideas into legislation and regulations in order to secure a desired additional impact of a supportive framework of administrative and financial laws and rules upon growth, migration pattern and welfare of

TABLE 2.3**POPULATION PROGRAMME STAFF AS
PROPOSED IN THE PLAN FOR 1970-75**

CATEGORY	NUMBER OF STAFF
FP Council HQ	222
Directorate of Evaluation Unit Lahore	32
Population Study Sub-Centre Karachi	114
Evaluation cum Training cum Research Centre Lahore	102
Four TCRI's	144
Provincial HQ WP	105
38 District HQs	418
Sub-Divisional HQs	531
District Training cum Evaluation Complex	380
District Surgical Officers Offices	152
District Technical Officers Offices	342
21 Urban Clinics	147
Family Planning Offices	2055
Family Planning Assistants	1356
Family Planning Clinics	2170
Mechanical Transport	238
TOTAL	8508

Source:- Population Planning Programme, Fourth Five Year Plan 1970-75

rural and urban populations. The planners aimed no longer to confine themselves to fertility control through supply of clinical and conventional methods of contraception but to use the whole state apparatus.

By 1975, after two more years of implementation, CMS operations were visible to more than two thirds of the country's population with the following structure in more densely populated areas:

- 1) At the grass root level, Dais had been replaced by male-female teams, each covering about 10-15 thousand population.
- 2) Above them was the Population Planning Officer (PPO) for every six teams of workers, responsible for direct supervision and contraceptive logistics.
- 3) Slightly above the PPO was the Inspection-cum-Training Officer covering six PPOs with 36 teams of workers.
- 4) District Population Planning Officers became independent of the hold of the Deputy Commissioners who, as Chairmen of the District Family Planning Boards, had exercised a growing hold upon the facilities, particularly transport facilities, offered by the Programme.
- 5) The clinics increasingly offered MCH Services, including medicines for certain ailments for mothers and children.
- 6) Lady Motivators were provided in most of the established hospitals to offer Family Planning advice and services for women in-door and out-door patients.

In sparsely populated areas, scattered population and long distances were the limiting factors for operating the CMS. The specific operational structure of the programme in those areas included:

- 1) One Population Planning Officer per hundred thousand population supervising two mobile teams of one male worker, one Lady Health Visitor and one Aya each. Each team ideally would move in a programme jeep to provide motivation and service, including IUD insertion;
- 2) Family Welfare paramedics put in the hospitals and Rural Health Centres (with a substantial MCH assignment) operating under the direct supervision of the local health establishment;
- 3) Local support staff of Dais, for comparatively bigger concentrations of population (at the rate of approximately one out of every ten villages) for maintaining contacts, service and supplies for those bigger villages.

Part time clinics were established in better equipped hospitals with a Lady Medical Officer, paramedical support and a social organiser in each unit, which operated under the supervision of the gynaecologist of the hospital.

The number of Regional Training Institutes was increased to train paramedics for clinics in every Province.

A Demographic Policy and Action Research Centre was initiated to help extend the programme beyond the limited field of fertility control. It started working with specific sections on Laws and Regulations, Rural Development and Agriculture, Potable Water and Environmental Sanitation, Population Education, Labour Welfare and Employment. Its objective was to identify ways and means of introducing population control motivation into development programmes, taxation and regulatory activities of the Government. A couple of drafts to amend existing laws were submitted to the highest levels in the Government e.g. one for amendment of the law on abortion in the Penal Code.

Special short term training courses were arranged for the front line workers of Agriculture, Social Welfare, People's Works Programme and other nation building departments. There were continuing efforts towards their population programme orientation and involvement.

Negotiations were started with the established NGOs to explore the possibility of division of operational activities in terms of defined territorial or functional jurisdictions. Formal contacts were made with major distributors of consumer goods in order to ensure a regular supply of conventional contraceptives through a network of shops and large scale employing establishments. But absence of rural coverage, demands for high commissions from distributors, partially justified fears in commercial agencies of discrediting their other activities by being associated with contraceptive supply, hindered any concrete progress in this area.

Visibility of the programme was thus ensured once again. During 1973-75 multi-media initiatives were undertaken e.g:

- 1) baby shows were held at the clinics and vegetable seed packets were distributed to celebrate the World Population Year;

- 2) seminars were held in the tribal and remote rural areas in the local consultation style of the village elders;
- 3) slides and general interest films were produced in the Provinces in Sindhi, Brahvi, Balochi, Pushto, Seraiki, Hind-ko, Punjabi and Urdu and exhibited through cinema houses and AV Vans;
- 4) insertion of Family Planning themes was successfully encouraged in commercial stage plays and feature films;
- 5) leading articles were published in dailies and weeklies in several languages. Questions were invited and answers published;
- 6) full use was made of radio and TV for advertisements, cartoons, songs, slogans, discourses and discussions;
- 7) indigenous drama groups were patronised in rural areas;
- 8) local fairs would always find a family planning stall with an AV Van showing films.

The 1973/75 Plan was kept rolling through to 1975/76 and beyond, along with limited campaigns of Pills Inundation, Minilap operations, involvement of senior journalists, private medical practitioners, managers of Rural Development Programmes, Trade Union leaders and employers' representatives.

Some draft plans for generalisable and affordable incentives were prepared e.g. an old age insurance for clients with low parity, adopting terminal methods which was discussed with the actuaries of the State Life Insurance.

The planned full-time staffing for the period 1973-75 as shown in Table 2.4 shows a tremendous surge, and represents the high point of the formal programme to date. But the achievement over the whole Plan period (1970-75) still revealed a chronic mismatch between top-down targets and bottom-up performance.

TABLE 2.4
POPULATION PLANNING PROGRAMME STAFF
AS PROPOSED IN THE PLAN FOR 1973-75

CATEGORY	NUMBER OF STAFF					
POPULATION PLANNING COUNCIL						
HQ ISLAMABAD						189
LAHORE						37
SUPPLY						21
NRIFC						56
P & P						3
REPRODUCTIVE PHYSIOLOGY						16
TRAINING RESEARCH & EVALUATION						115
CENTRE LAHORE						68
COMMUNICATION AND PRODUCTION						30
POST PARTUM PROGRAMME						49
DPIRC						119
6 RTIs						
PROVINCE	TOTAL	PUNJAB	SINDH	NWFP BALOCHISTAN		
PROVINCIAL HQs	279	100	68	68	33	
REGIONAL						
INSPECTION						
TEAMS	24	8	8	8	0	
TRAINING CUM						
INSPECTION	270	176	60	32	2	
OFFICERS						
DISTRICT HQs	836	418	242	154	22	
POST PARTUM	270	125	100	40	5	
CLINICS						
POPULATION PLANNING						
OFFICERS	831	532	179	97	23	
FIELD WORKERS	8464	5778	1616	964	106	
LADY MOTIVATORS	441	236	91	87	27	
LADY FP VISITORS	1109	644	252	147	66	
AYAS	1109	644	252	147	66	
AV VANS	76	38	22	14	2	
MECHANICAL						
TRANSPORT	398	189	129	62	18	
WORKSHOPS	57	19	19	19	0	
TOTAL	14867					

Source: Population Planning Programme Fourth Five Year Plan 1973-75

2.7 Programme Destabilisation 1977-81

In 1977 the programme was declared to be centralised at the Federal level without any reasons specific to the Programme. Following close on its heels, a change of political regime took place whose orthodox religious orientation could not support Population Programme on such a massive public scale. The use of mass media was banned for the programme. The person to person motivation through married couple teams of motivators was forbidden. Mobility expenditure was virtually ended. Commissions and Committees were formed to weed out "undesirable elements" of the Programme.

2.8 Fifth Five Year Plan 1978-83 [15]

In 1980, some signs of possible legitimisation appeared with the appointment of an Advisor on Population Welfare. A fresh plan was drafted for 1980-83. About 50% of the operational functionaries (about 7500 out of a total of 15000 approximately) were laid off in the process of absorption of the employees of formerly autonomous bodies into the regular Government Service. The total staff requirement (see table 2.5 for pattern of staffing by grades) was reduced to this level by splitting the plan requirement into individual projects (with relatively limited activities and smaller population coverage).

Not used to a project approach, the Population programme planners and managers did not easily adjust to the compartmentalisation of the Programme into Annual Plans for 36 projects with their varying schedules for budgetary sanction, submission of accounts on different formats and other demands to satisfy Federal Government, Provincial Government and different external donors.

In 1986, there reappeared an opening for an active communication strategy to use the mass media and interpersonal communication. But it has not proved easy to deal with mass media managements after this long period of ban, in an atmosphere of censorship. Nor was it very clear how interpersonal communication could be re-vitalised given that no past experiments had been continued for more than short periods and had involved complex incentive schemes which the programme cannot afford on a national scale. Between 1986 and 1988 experimental innovations in the communication and supply spheres were made with dais, hakeems, barbers, NGOs, social marketing of condoms, but the Programme still seems to be in search of clear messages and the appropriate media. The

long-term distancing of the Programme from the people as a result of bureaucratisation and politicisation has produced a major challenge for the 1990s.

TABLE 2.5

POPULATION WELFARE PROGRAMME STAFF BY GRADE 1980-83

GRADE	NUMBER
BPS-21	1
BPS-20	8
BPS-19	37
BPS-18	210
BPS-17	248
BPS-16	295
BPS-14	20
BPS-12	6
BPS-11	776
BPS-08	1423
BPS-07	287
BPS-06	9
BPS-05	2755
BPS-04	506
BPS-03	12
BPS-02	13
BPS-01	1851
TOTAL	8457

Source: Population Welfare Programme Fifth Five Year Plan 1980-83

Re-provincialisation of field operations has also produced its own organizational problems. A Presidential Order to this effect was issued in 1983. Since then a whole Five Year Plan period has passed and the combination of Federal- Provincial and budget issues have yet to be fully sorted out. For example, duplications of functions, damaging delays in disbursing funds, and continuing chagrin among the staff of Provinces over promotions, transfers and other personal claims of frequently moved personnel continue to plague the Programme. But in the meantime, the Programme has grown in staff numbers and many of the former staff have been re-absorbed.

2.9 Sixth Five Year Plan 1983-88 [16]

During the Sixth Plan period the total allocation for Population Welfare activities was Rs. 2.3 billion of which the Annual Development Programme (ADP) for the projectised programme allocation was Rs. 2.2 billion. By the end of the Sixth Plan, it was estimated that the programme had utilised Rs. 1.7 billion or 77.2 per cent of the ADP allocation.

2.10 Seventh Five Year Plan 1988-93 [17]

The current Seventh Five Year Plan includes the following primary and demographic objectives suggesting that the Programme has lost none of its appetite for target setting despite missing so many in the past:

- raising the level of current practice of family planning from an estimated 12.9 percent in 1987-88 to 23.5 percent by 1992-93;
- providing reproductive care services to mothers and child health care services for children under 5 years;
- reducing the Crude Birth Rate (CBR) from 42.3 to 38.0 per 1,000 population; and
- preventing 3.17 million births.

But the staffing envisaged to achieve these targets(see Table 2.6) is still less than the staffing planned for 1975.

TABLE 2.6**POPULATION WELFARE PROGRAMME
STAFF PLANNED FOR 1988-1993**

POPULATION WELFARE DIVISION ISLAMABAD	461
PUNJAB	5857
SINDH	2221
N.W.F.P.	1822
BALUCHISTAN	736
TOTAL	11097

Source: [18] [19] [20] [21] [22]

A summary chart has been constructed on the basis of proposed full-time staffing figures available in the Plan documents (see Table 2.7) of different periods and appears as Figure 2.1. From a modest beginning of 1480 full-time employees planned for 1965-66, the strength rose to 8508 in the 1970-75 proposed plan. A revised plan for 1973-75 however, raised it up to 14,867. With a change of fortune, the organisation proposed to operate with only 8457 full-time staff for the period 1981-84. The current Seventh Plan has proposed to raise the strength to 11,097 full time staff.

Each Plan document presents the staff requirements in a different pattern. It is therefore not easy to compare the sub-groups and categories, but a clear conclusion from this summary over-view of changes in the Pakistan Population Programme is that the organisation of the programme has been subjected to quantitative and qualitative shifts and disruptions. Each of these has left some mark on the programme organisation, though none as great as the virtual abandonment of the whole Programme between 1977 and 1981 and its partial reconstitution, in a piecemeal fashion in the Annual Development Programme rather than the recurrent government budget, with an uncomfortable split between Federal and Provincial accountability. The current organisation carries a heavy inheritance from the past. With no clear logic under-pinning its structure. Any management audit must seek to recommend a logic which is sufficiently robust to give confidence in continuity but flexible enough to adjust to changing demands and establish positive, cooperative and continuous relationships with all elements in the wider society.

TABLE 2.7**SUMMARY OF POPULATION WELFARE PROGRAMME
STAFF AS PROPOSED IN PLANS FOR 1965-93**

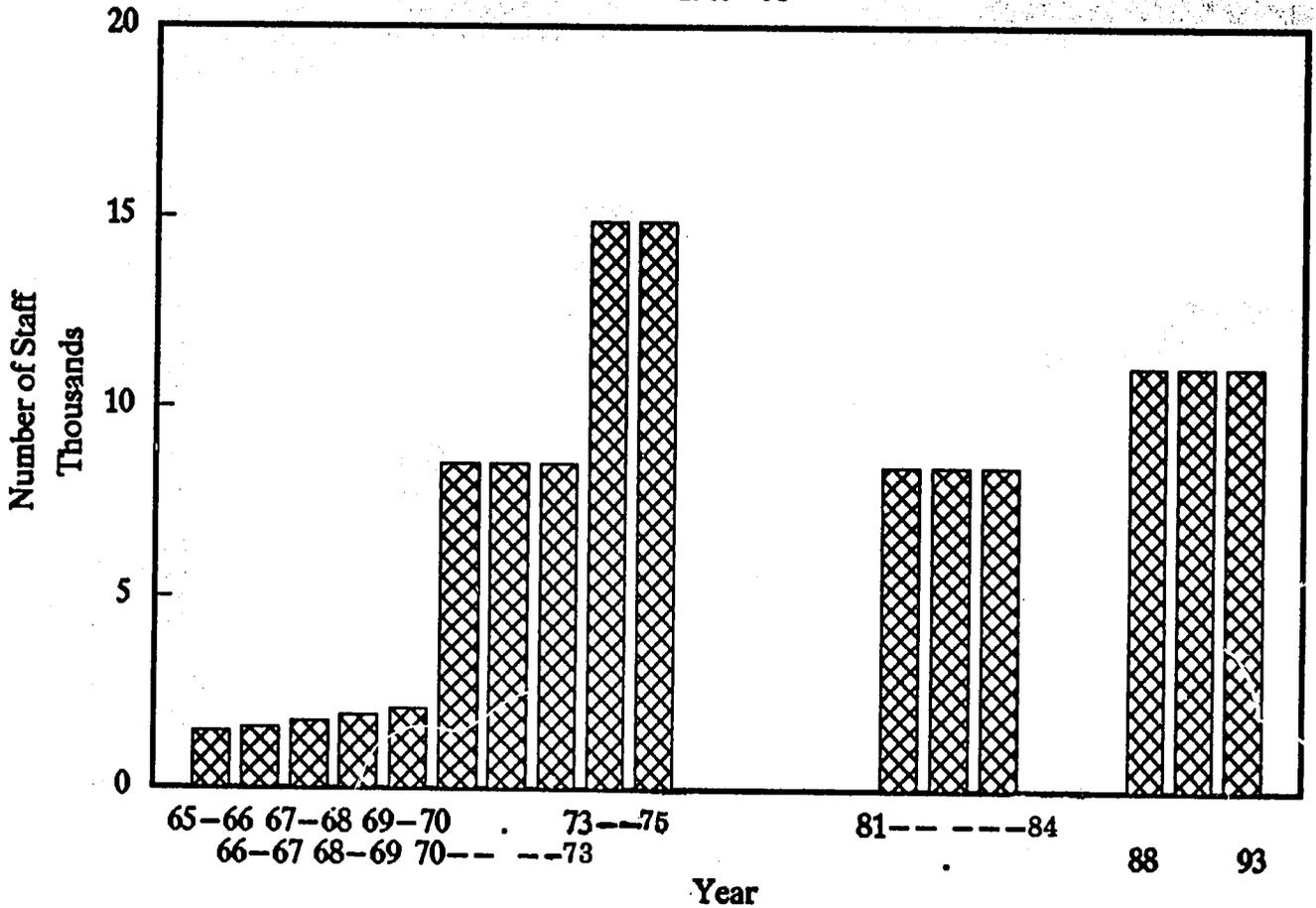
Period	Number of staff
1965-66	1480
1966-67	1565
1967-68	1743
1968-69	1897
1969-70	2077
1970-73	8508
1973-75	14867
1981-84	8457
1988-93	11097

Source: Plan documents.

FIGURE 2.1

Population Programme Establishment

1965-93



CHAPTER 3

THE CURRENT ORGANISATION OF THE MINISTRY OF POPULATION WELFARE AND THE FOUR POPULATION WELFARE DEPARTMENTS

3.1 Introduction

The formal objectives and organisation structures of the Ministry of Population Welfare and the four Provincial Population Welfare Departments are contained in five comprehensive planning documents (called PC-1s) prepared for the Seventh Five Year Plan. The organograms in these PC-1s show authorised posts which may not correspond to sanctioned or occupied positions. Thus they tend to overstate the actual strength of the organisations.

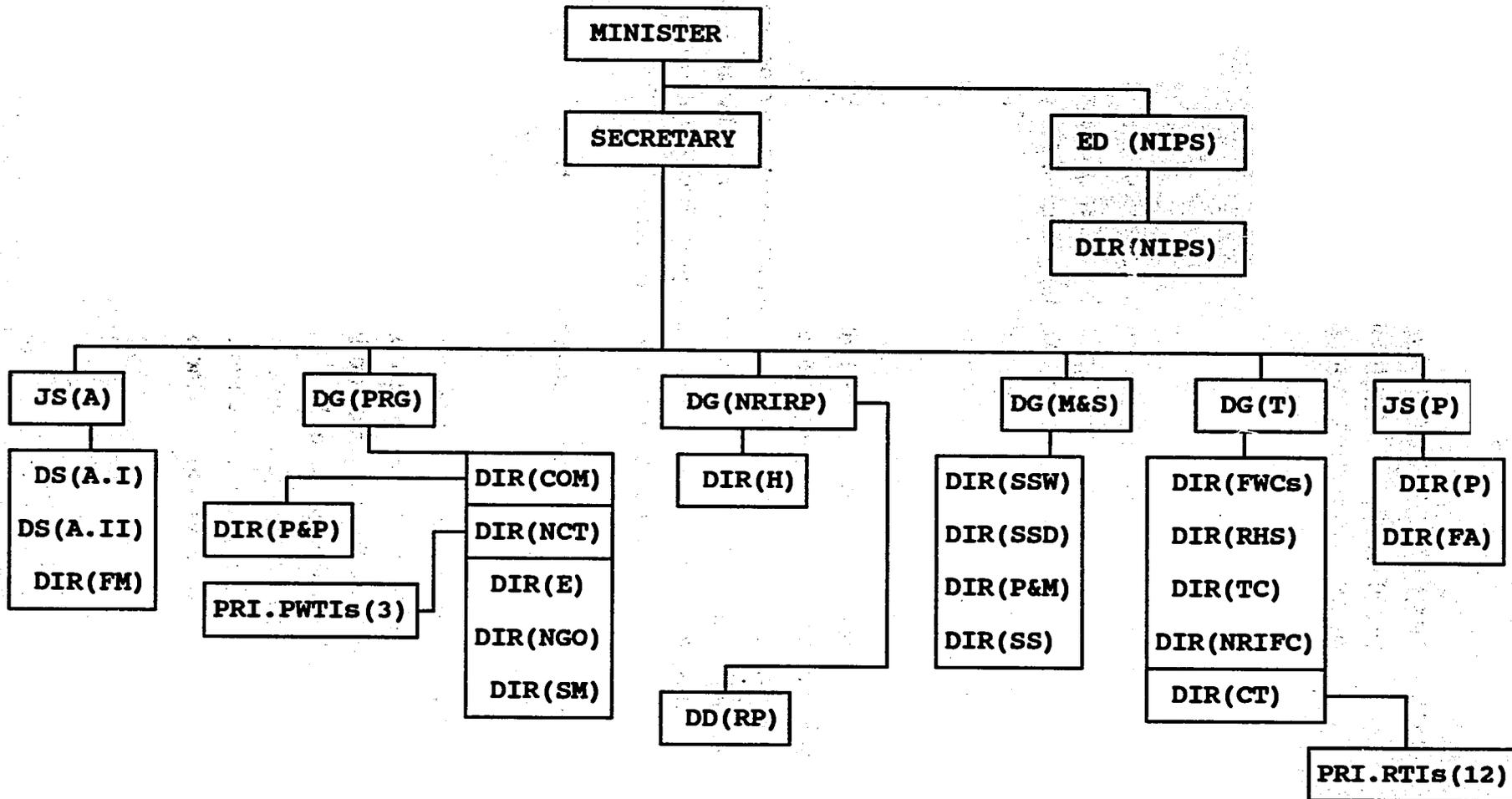
The Provinces' Senior Management organograms (Charts 3.2, 3.3, 3.4 and 3.5) reveal a modular pattern of management streams with only minor differences in marginal innovative activities. Only at the top, the Departments show some variation in their relationship to the rest of the Provincial administration. In Balochistan, Punjab and Sindh, the Departments have their own Secretaries who report directly to a Provincial Minister. In NWFP the Director General reports to the Secretary Health.

3.2 Ministry of Population Welfare Management Structure (See Chart 3.1)

The federal organisation is headed by the Secretary of the Ministry of Population Welfare who works under the policy guidance provided by the Federal Minister for Population Welfare. The Secretary has two joint Secretaries and four Directors-General who report directly to that position. The Chief Executive of the National Institute of Population Studies is formally accountable to an independent Board of Governors, but in practice, this position also reports to the Secretary of the Division. Four Directors-General (DG) positions in practice, also report to the Secretary.

CHART 3.1

MINISTRY OF POPULATION WELFARE



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KEY TO CHART 3.1

1.	JS	JOINT SECRETARY
2.	DG	DIRECTOR GENERAL
3.	PRG.	PROGRAMME
4.	A	ADMINISTRATION
5.	P	PLANNING
6.	NRIRP	NATIONAL RESEARCH INSTITUTE OF REPRODUCTIVE PHYSIOLOGY
7.	M & S	MONITORING AND STATISTICS
8.	NCT	NON CLINICAL TRAINING
9.	DS	DEPUTY SECRETARY
10.	DIR	DIRECTOR
11.	DD	DEPUTY DIRECTOR
12.	FM	FINANCIAL MANAGEMENT
13.	COM	COMMUNICATION
14.	E	POPULATION EDUCATION
15.	NGO	NON GOVERNMENTAL ORGANISATIONS
16.	SM	SOCIAL MARKETING
17.	RP	REPRODUCTIVE PHYSIOLOGY
18.	PM	PROGRAMME MONITORING
19.	SS	SUPPLIES AND SERVICES
20.	FWC	FAMILY WELFARE CENTRES
21.	RHS	REPRODUCTIVE HEALTH SERVICES
22.	NRIFC	NATIONAL RESEARCH INSTITUTE OF FERTILITY CONTROL
23.	CT	CLINICAL TRAINING
24.	PRJ	PRINCIPAL
25.	RTI	REGIONAL TRAINING INSTITUTE
26.	FA	FOREIGN ASSISTANCE
27.	PWTI	POPULATION WELFARE TRAINING INSTITUTE
28.	H	HAKEEMS AND HOMOEOPATHS
29.	SSW	SUPPLIES, STORES AND WAREHOUSE
30.	SSD	SURVEY, STATISTICS AND DATA PROCESSING
31.	NIPS	NATIONAL INSTITUTE OF POPULATION STUDIES
32.	ED	EXECUTIVE DIRECTOR
33.	F	FINANCE
34.	T	TECHNICAL
35.	P & P	PRINTING AND PUBLICATION
36.	TC	TECHNICAL CO-ORDINATION

The DG (Programme) position was vacant at the time of audit and questions over promotion had indefinitely delayed recruitment to this grade. Consequently, the five Directors who formally reported to the DG (Programme), were reporting directly to the two Joint Secretaries, to one for purposes of Finance and Administration and to the other on Programme issues.

Joint Secretary (Administration and Finance) is reported to by two Deputy Secretaries of Administration and one Director of Financial Management. Joint Secretary (Planning) is reported to by the Director (Planning) and Director (Foreign Assistance).

The DG (Technical) position is reported to by five Directors. Director (FWWs), Director (Reproductive Health Services) and Director (Technical Co-ordination) are based in Islamabad, while Director (National Research Institute of Fertility Control) and Director (Clinical Training) are located in Karachi. Director (Clinical Training) deals with the Principals (Directors) of 12 Regional Training Institutes.

The five Directors who should formally report to the DG (Programme) cover Communication, Non-clinical Training, Population Education, NGOs and Social Marketing of Contraceptives. The Director (Communication) deals with the Director of Printing and Publications, located in Lahore. The Director of Non-clinical Training is reported to by the three Principals (Directors) of Population Welfare Training Institutes which are located in Lahore, Multan and Karachi.

DG (Monitoring, Evaluation & Statistics) is reported to by four Directors one of whom is located in Karachi to look after the Supplies, Stores and the Warehouse. The other Directors of 1) Survey, Statistics and Data Processing, 2) Programme Monitoring, and, 3) Supplies and Services are based in Islamabad.

DG (National Research Institute of Reproductive Physiology) who is located in the National Institute of Health, Islamabad supervises two Directorates. One Director deals with ~~Hakeems~~ and Homoeopaths and one Deputy Director, at present, deals with Reproductive Physiology.

Every Director, in turn, heads a team of Deputy Directors, whose number varies from two to five.

Every Deputy Director has one or more Assistant Directors or officers with equivalent designations who report directly to that position.

The National Institute of Population Studies (NIPS) located in Islamabad is loosely linked to two Population Studies Centres in Karachi University and Faisalabad Agriculture University. All three institutions are meant to be autonomous research organisations. In practice, NIPS has been treated as one of the directorates of MPW while the Population Studies Centres work as parts of their Universities' organisations.

3.3 Provincial Offices Management Structures (See Charts 3.2 to 3.5)

In Punjab four Directors - Directors of Administration and Finance, Medical/Technical, IEC and Training, and Planning, Monitoring and Evaluation, report to Secretary/DG.

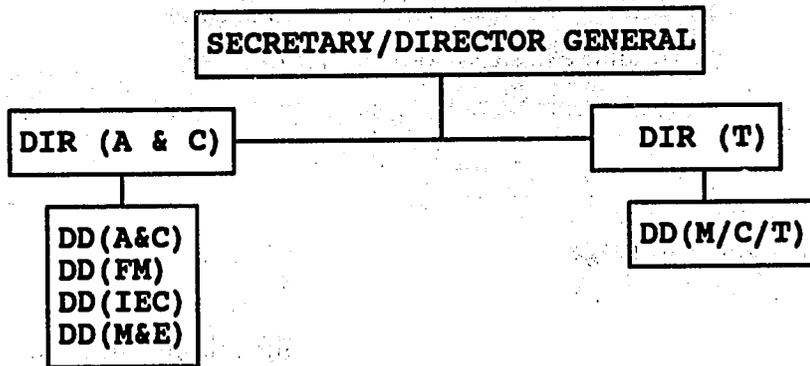
Director (Administration and Finance) supervises the work of seven Deputy Directors (DDs): 1) Finance, 2) Admin-1, 3) Admin-II, 4) Admin (Females), 5) Logistics (Transport), 6) Warehouse and 7) General. Director (Medical/Technical) is reported to by four Deputy Directors: 1) Medical, 2) Reproductive Health Service Centres, 3) Contraceptive Surgery I, and 4) Contraceptive Surgery II. Director (Planning, Monitoring and Evaluation) is reported to by three DDs: 1) Planning, 2) ME-I, and 3) ME-II. Director IEC and Training is reported to by one DD.

These DDs are supported by one Assistant Director each who, in turn, heads a team of support workers.

In Sindh, three Directors are supposed to report to Secretary/DG. These Directors are Director 1) Administration and Finance, 2) Medical/Technical and 3) Monitoring, Communication and Planning. Out of these three, the present Director (Medical) is working as M.O. at Hyderabad where she has been allowed to work as a personal concession. The DDs carry out the work independent of the Director.

CHART 3.2

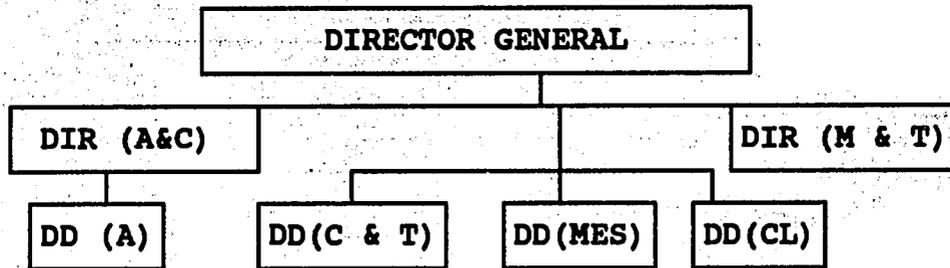
ALOKHISTAN POPULATION WELFARE DEPARTMENT



KEY:

DIR	DIRECTOR
DD	DEPUTY DIRECTOR
T	TECHNICAL
A&C	ADMINISTRATION & COORDINATION
FM	FINANCIAL MANAGEMENT
IEC	INFORMATION, EDUCATION AND COMMUNICATION
M&E	MONITORING AND EVALUATION
M/CT	MEDICAL/CLINICAL/TECHNICAL

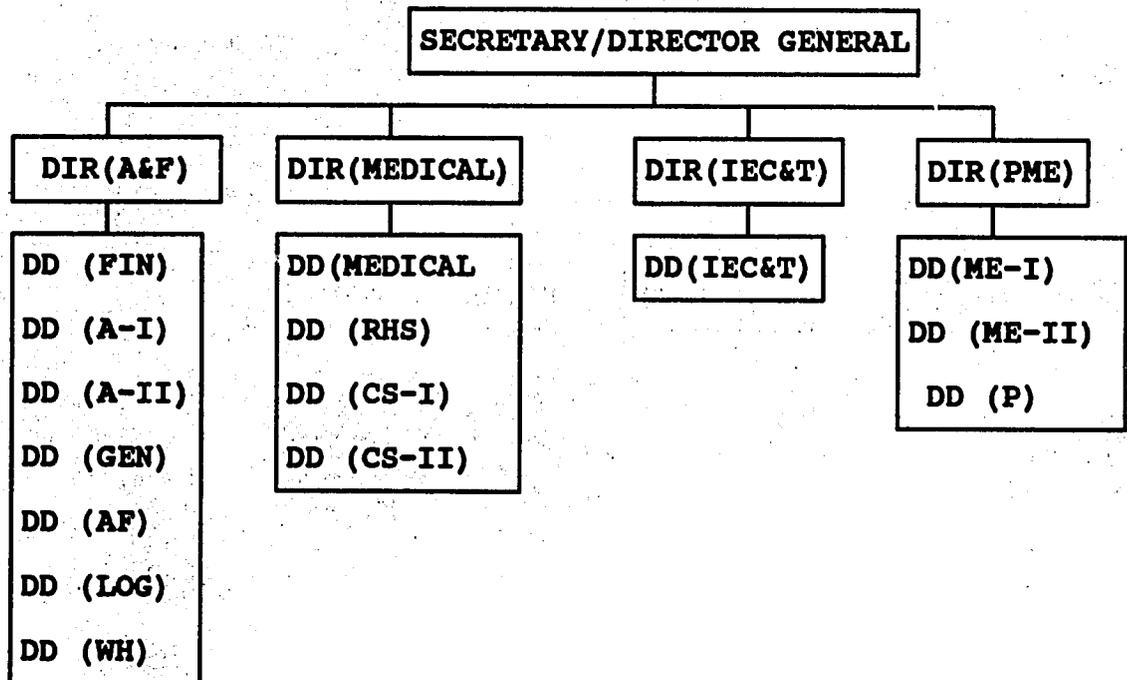
CHART 3.3
NWFP POPULATION WELFARE DEPARTMENT



KEY:

DIR	DIRECTOR
DD	DEPUTY DIRECTOR
AD	ASSISTANT DIRECTOR
A&C	ADMINISTRATION & COORDINATION
A	ADMINISTRATION
C&T	COMMUNICATION & TRAINING
MES	MONITORING, EVALUATION & STATISTICS
T	TECHNICAL
CL	CONTRACEPTIVE & LOGISTICS
M&T	MEDICAL AND TECHNICAL

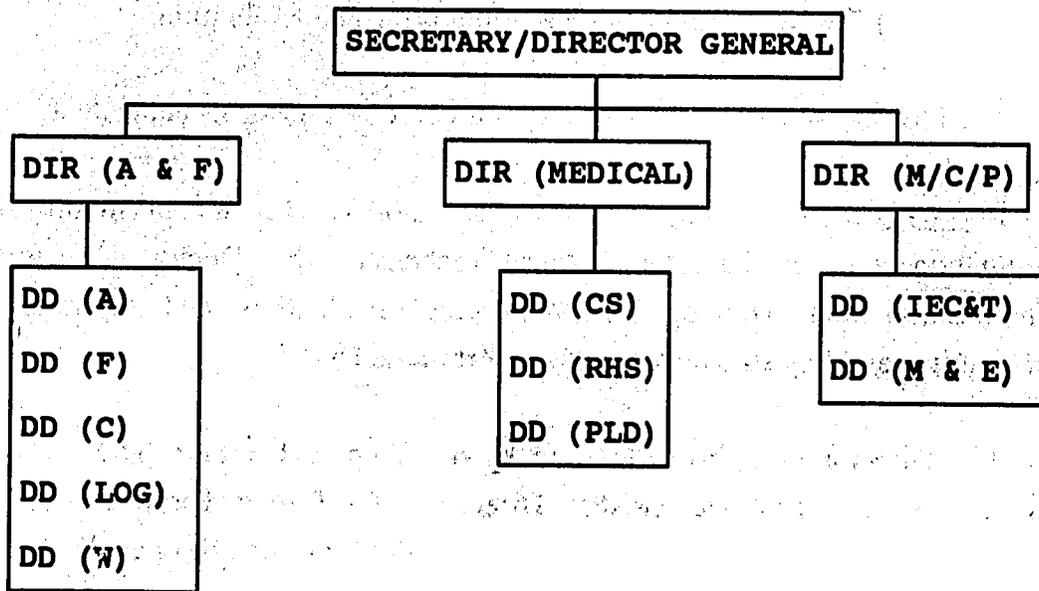
CHART 3.4
PUNJAB POPULATION WELFARE DEPARTMENT



KEY:

DIR	DIRECTOR
DD	DEPUTY DIRECTOR
A&F	ADMINISTRATION AND FINANCE
IEC&T	INFORMATION, EDUCATION, COMMUNICATION AND TRAINING
PME	PLANNING, MONITORING AND EVALUATION
A	ADMINISTRATION
GEN	GENERAL
LOG	LOGISTICS
WH	WAREHOUSE
RHS	REPRODUCTIVE HEALTH SERVICES
CS	CLINICAL SERVICES
ME	MONITORING AND EVALUATION
P	PLANNING
FIN	FINANCE
AF	ADMINISTRATION FEMALES

CHART 3.5
SINDH POPULATION WELFARE DEPARTMENT



KEY:

DIR	DIRECTOR
DD	DEPUTY DIRECTOR
A&F	ADMINISTRATION AND FINANCE
MCP	MONITORING/COMMUNICATION/PLANNING
A	ADMINISTRATION
F	FINANCE
CS	CLINICAL SERVICES
LOG	LOGISTICS
C	CO-ORDINATION
RHS	REPRODUCTIVE HEALTH SERVICES
PLD	PROVINCIAL LINE DEPARTMENTS
IEC&T	INFORMATION, EDUCATION, COMMUNICATION AND TRAINING
M&E	MONITORING AND EVALUATION

Director (Administration and Finance) is reported to by five Deputy Directors and one Deputy Secretary looking after: 1) Administration, 2) Finance, 3) Co-ordination, 4) Logistics (Transport), and 5) Warehouse. Director (Medical) is assisted by two Deputy Directors and one Deputy Secretary/D.D. who look after: 1) Clinics, 2) RHS, and 3) PLD. Director Monitoring, Communication and Planning is assisted by two Deputy Directors who deal with: 1) IEC and Training and 2) Monitoring and Evaluation.

The DDs are supported by one Assistant Director each or its equivalent.

In NWFP, the DG is supported by two Directors viz Director :1) Administration and Co-ordination and, 2) Director Medical/Technical. The Deputy Directors of: 1) Communication and Training, 2) Monitoring, Evaluation and Statistics, and 3) Contraceptives and Logistics also directly report to the DG.

The Director (Admin) is assisted by one Deputy Director (DD). The Director (Technical) is assisted by one Assistant Director (AD). Deputy Director (Contraceptives and Logistics) is assisted by two A.Ds. The DD (C&T) is assisted by one AD. DD (M & E) has no associated AD's post.

In Balochistan, the Secretary of the Population Welfare Department/DG is assisted by two Directors: 1) Director (Technical) and 2) Director (Administration and Co-ordination). Director (Technical) is reported to by one Deputy Director (Medical/Clinics/Technical). Director (Administration and Co-ordination) is reported to by four Deputies 1) A & C, 2) Financial Management, 3) IEC, and 4) M & E.

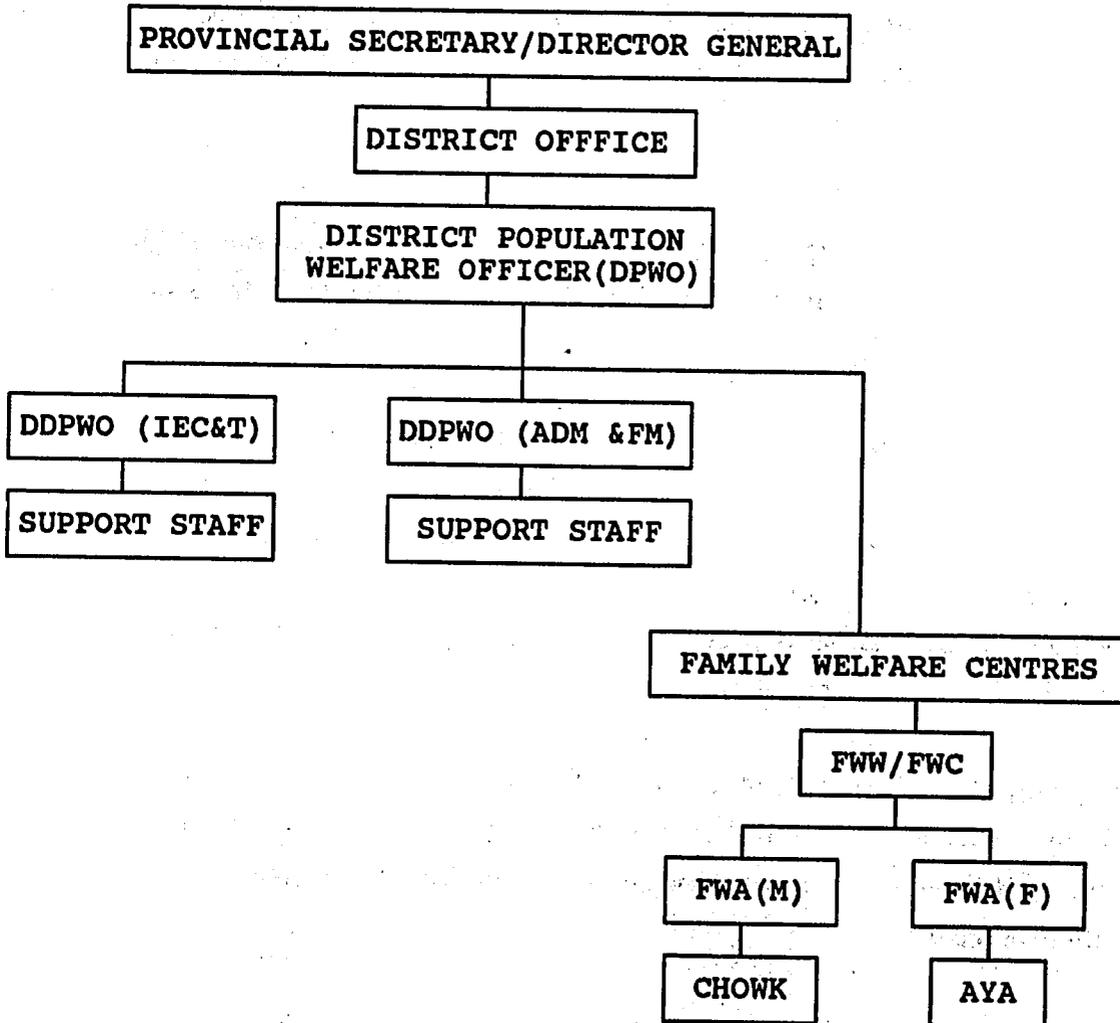
There is an Assistant Director or close equivalent attached to each Deputy Director.

3.4 The District Organisation (See Chart 3.6)

In principle, there is a District Population Welfare Officer (DPWO) for each District in each Province. In Balochistan, however, at present, thirteen District Officers cover 21 Districts.

CHART 3.6

STANDARD ORGANISATIONAL CHART DISTRICT POPULATION WELFARE OFFICES AND FAMILY WELFARE CENTRES



- KEY:**
- | | |
|--------|--|
| DPWO | DISTRICT POPULATION WELFARE OFFICER |
| DDPWO | DEPUTY DISTRICT POPULATION WELFARE OFFICER |
| IEC&T | INFORMATION, EDUCATION, COMMUNICATION AND TRAINING |
| ADM&FM | ADMINISTRATION AND FINANCIAL MANAGEMENT |
| FWW | FAMILY WELFARE WORKER |
| FWC | FAMILY WELFARE COUNSELLOR |
| FWA | FAMILY WELFARE ASSISTANT |
| F | FEMALE |
| M | MALE |
| CHOWK | CHOWKIDAR |

Each DPWO formally works directly under and reports to the Province's Secretary/Director General. In practice, however, DPWOs are potentially under the command of and could report to every Director, Deputy Director and Assistant Director at the Provincial headquarters.

The DPWO is assisted normally by two or three Deputies with responsibility for covering 1) Admn and Finance, 2) IEC and Training and 3) Clinics/Mobile Units.

In Balochistan, there are only two Deputy DPWOs in position, one at Quetta and the other at Pishin. The remaining eleven DPWOs looking after 18 districts do not have any Deputies or Assistants.

In NWFP, out of thirteen programme districts, Chitral and two other districts do not have posts of DDPWO or ADPWO. Most others have only one post. Only a few have two posts, one for Administration and the other for IEC and Training. According to the Seventh Five Year Plan, it is proposed to post one DDPWO and one ADPWO with each DPWO, without discriminating between districts with high/medium density of population and those with low density of population.

In Sindh, there are fifteen District Officers working with varying number of DDPWOs and ADPWOs varying between non-Corporation and Corporation districts. Most of the ADPWOs are planned to be shifted to the Mobile Service Units proposed in the Seventh Five Year Plan.

In Punjab, twenty nine programme Districts are operating. The DPWOs are normally assisted by two Deputy DPWOs and one Assistant DPWO each. At the Divisional headquarters, there is one more Deputy and number of supernumerary ADPWOs. Recently, there have been attempts at transferring the surplus staff from the District headquarters to Tehsil offices, waiting for the formation of Mobile Service Units. Many of them, in obedience to orders, have left the district offices though they have not been given any office accommodation at Tehsil level.

3.5 Family Welfare Centres and Reproductive Health Service Centres (See Chart 3.6)

Family Welfare Centres (FWCs) are outlets for supplies and services in rural and urban areas. Each one of them is intended to be staffed by:

- i) One Family Welfare Counsellor (BPS-11)/Family Welfare Worker (BPS-8);
- ii) One Family Welfare Assistant (Female);
- iii) One Family Welfare Assistant (Male);
- iv) One Aya;
- v) One Chowkidar.

Family Welfare Counsellor/Worker 1) distributes supplies to Community Distributors & Community Volunteers, 2) inserts IUDs, 3) refers C.S. Cases to RHS., 4) holds IUD camps outside the FWCs and 5) trains volunteers, TBAs etc.

In Punjab, "there are 755 Family Welfare Centres in the province which will be increased to 755 during the second year (1989-90) of the Plan period, and continue as such thereafter" (PC-1 1989 for Punjab Population Welfare Programme)

In Balochistan, according to that Province's PC-1 "The Family Welfare Centre constitutes the main service delivery component of the programme. There are 49 Family Welfare Centres in the province which will increase to 73 during the Seventh Five Year Plan period." The year wise phasing is as follows:-

<u>1987-88</u> Benchmark	<u>1988-89</u>	<u>1989-90</u>	<u>1990-91</u>	<u>1991-92</u>	<u>1992-93</u>
49	49	53	53	73	73

In NWFP, the Province's PC-1 states, "The Family Welfare Centre is the main Service delivery component of the programme. There are 188 Family Welfare Centres in the Province. During the Seventh Five Year Plan period, 52 new Family Welfare Centres will be added to increase the total number to 240". This is planned with the following phasing:-

<u>1987-88</u> Benchmark	<u>1988-89</u>	<u>1989-90</u>	<u>1990-91</u>	<u>1991-92</u>	<u>1992-93</u>
188	188	188	203	220	240

In Sindh, according to the Province's PC-1 "The Family Welfare Centre is the main service delivery component of the programme. There are 245 Family Welfare Centres in the Province which will continue to function during the Seventh Five Year Plan period. Each Family Welfare Centre will provide supplies and services to 5000 to 7000 population".

The FWCs are the primary community linkage points and each centre has the following responsibilities:

- i) Each FW Centre is supposed to be advised and supported by members of an Advisory Management Committee;
- ii) Each FW Centre is supposed to enlist 10 community distributors as retailers for condoms, oral pills and foam bottles at the subsidised rates;
- iii) Each FW Centre is supposed to enlist and arrange training for "15 community volunteers, both male and female, to act as outreach workers to promote small family norm and generate demand for services". (PC-1 for Punjab);
- iv) Traditional Birth Attendants are to be attached to work with FW Centres. "They will be provided on the job training related to the development of skill for safe delivery, identification of high risk pregnancy, Health and Family Planning education, to act as a referrer, motivator, distributor of contraceptives and as a contact point for the programme in the community." (PC-1 for Punjab)

Reproductive Health Service Centres (RHS) formally in the Programme are managed by medical officers and established in the main hospitals including teaching hospitals, for both contraceptive surgery and normal FWC services. Selected RHSs offer teaching and training courses to doctors and paramedicals both in the Population Programme and outside the Programme.

3.6 A Preliminary Audit of the Formal Organisation Based on Current Documentation

Conventional analysis of organograms stresses: (i) clear lines of authority; (ii) limited spans of control, usually involving no more than five immediate subordinates to one manager; (iii) equal steps in terms of changes in grading moving through the hierarchy. On all three counts, the formal organograms give some cause for concern.

The clearest case of ambiguous lines of authority and excessive spans of control centre on the position of Provincial Secretary/Director General. Responsibility to both Federal and Provincial authorities involves potential conflict. In different Provinces, organisations are being modified in various ways to fit the changing relationships between Federal and Provincial governments. For instance in NWFP, the post of Secretary of Population Welfare is currently held by the Secretary of Health. Generally the potential for conflict may increase if Provincial politicians' interest in the programme grows. Also, all levels of the programme have nominal responsibilities to Advisory "Management" Committees. This poses a similar potential for tension if the organisation tries to remain rigidly hierarchical, while local communities take a greater interest in the programme and demand local sensitivity and accountability. Getting the balance right is bound to be a problem for any change agency, but it is important not to mistake absence of delegation for effective management control.

Different lines of authority for functional/technical and administrative supervision are a feature of the Population Programme Organisation. These may be a source of confusion for front line staff. Such confusion appears in the organograms as a multiplication of senior positions without clear managerial responsibilities. Paradoxically, this tends to lead to excessive spans of control where authority clearly exists. Thus Director General/Provincial Secretaries can have effective spans of control including three Directors and all the 13 to 30 District Population Welfare Officers. Similarly District Population Welfare Officers may possess an effective span of control including three Deputies plus ten to twenty Family Welfare Counsellors/Workers.

The current clustering of staff with managerial responsibilities in grades 18 to 20 with a gap down to grades 8 to 11 in the line management stream is a matter for concern in terms of career development for Family Welfare Counsellors/Workers. This probably tends to lower morale at the vital point of client contact. Even the provision of possible promotion from the lower range up to grade 11 is comparatively recent and involves relatively few officers. The question of improving access for women to higher levels of the Programme is also relevant here.

Formal job descriptions are available for most senior management positions though not for all, and the level of detail varies greatly. The available job descriptions follow no systematic format and are relatively weak on decision making responsibilities, tending to use words like "assist", "coordinate", and "inform". Also relationships with people within

(superior, subordinate, and peers) and outside the Population Welfare Organisation are minimally covered or expressed purely in terms of formal meetings or documents.

Systematising job descriptions and extending them to explicitly include delegated decision making, reporting responsibilities, and structure of contacts with people inside and outside the Population Programme is a task which needs to be undertaken throughout the organisation.

Outside the job descriptions, formal rules for delegation do exist, alongside a formal Annual Confidential Report (ACR) system for superiors to report on subordinates. The rules for delegation, particularly in the provincial set up appear very limited and are often informally implemented. ACRs are not discussed with reportees and do not appear to be used as an active tool for personnel management.

3.7 Formal Delegation of Powers and Career Development Opportunities in the Programme Organisation

District Population Welfare Officers have clearly lost powers in the last decade. DPWOs had the power to recruit all the non gazetted staff (Grades 1-15) till the 1970s. Later on, their powers were reduced to the recruitment of Grades 1-5 only. Now they are not allowed to exercise even these powers. There has been a strong tendency towards centralisation to the provincial level. In 1989, an order was passed in one province to permit the DPWOs to exercise the limited powers already formally delegated to them. The order was with-drawn within a month. Currently District Population Welfare Officers cannot even initiate any disciplinary action against any one of their subordinates. Similarly, the Family Welfare Worker (FWW), who is the manager at the outlet level, cannot even call for a formal explanation of behaviour from her subordinates. Under special circumstances, a FWW is authorised to spend up to Rs. 25 at a time. However, in practice, she cannot exercise this nominal power, even if by chance any funds are there at her disposal, without the prior sanction of the District Officer. Even at provincial office level, there appears to be an absence of significant delegated powers in reality, apart from Secretary/DGs, except some minimal delegation to Director (Administration) for grant of leave and repair of vehicles.

The informal reality of non-delegation as compared to formal delegation (which itself is very circumscribed), was therefore made a special subject for the Management Audit Survey.

Many of the employees in the middle cadres have been working since the very beginning of the Programme. At the initial stage, younger people, often fresh from University were inducted in the middle management tier of the organisation, almost all at the same time. They found little scope for promotion as they grew older. One District Officer pointed out the names of District Officers displayed on a board in his office. He had been chief of that District in 1966 and was again there in 1989.

Added to this general experience of career stagnation in middle management tier is an effective downgrading and loss of powers at more senior provincial management levels. One officer worked as the Chief of the programme in a province for more than a decade, first as Secretary of the Board and Administrator, directly responsible to the Minister in the Province; then as Secretary to the Provincial Government and DG for about five years. He has now been placed under the Secretary of Health to work as Director General.

In another province, right from the beginning of the programme up to the end of 1983, long term programme employees headed the organisation and reported directly to the Minister in the province while during the brief interregnum of 'Federalisation' they reported to the Federal Government. Now officers on deputation to the Population Programme Organisation are posted to work as Secretary/DG. In the other two provincial offices, as well, programme employees have worked for a few years as top management of the programme but are now displaced by non programme appointees. At the Provincial and Federal levels, there has been induction of other non-programme cadres to work as Secretaries, Joint Secretaries, Deputy Secretaries, and Section Officers. In some cases, the programme employees have been put directly under the control of officers with little programme experience at the same grade.

In 1990, a large cadre of Programme employees completes 25 years of service with specialised experience of this very challenging social sector programme. They feel their experience is not recognised. The very scarce promotion openings the organisation provides, should in general be filled by people with such experience.

The medical trained personnel in the programme do not appear to be treated as managerial staff. No proper management training is arranged for them and they are denied the possibility of ever occupying positions with effective management roles. As they also happen to be women, the chances of women ever directing the programme at different levels (a programme that is currently mainly addressed to women through women workers) are fore-closed. Only in rare cases, has a woman been posted as a DPWO.

There is no prospect of career development for the functional management tier of FWW/C paramedics which consists of women and who out number all the other specialised cadres in the organisation. A limited opening was created for FWWs to work as higher graded Family Welfare Counsellors (FWCs). Later, some FWCs were trained to work as Family Welfare Supervisors (FWSs) in grade 16. The prospect of promotion to FWS posts is now proposed to be opened only by the institution of Mobile Service Units in the current plan. However, no budgetary support has been made available for these Units, at least in the first two years of the Five Year plan. No clear management roles are visualised for Family Welfare Supervisors and no line of promotion according to the present scheme of things would be able to take them to the post of DPWO.

The workforce can be characterised as having a tendency to be divided sharply into a high grade cadre of career administrators, a middle tier of frustrated long term programme officials and side lined women doctors and lastly a tier of outlet workers. The Management Audit is primarily concerned with the structure of the organisation and not the people occupying positions in the structure. However, no organisation structure will function effectively if the people in the organisation do not feel personally valued. Such valuation is a function both of a value attached to current position and a sense of development of abilities and skills across time recognised by the organisation informally and formally. Recommendations made by the Management Audit will attempt to create a framework for improvement of morale by opening up avenues for individual recognition and general career development.

CHAPTER 4

THE POPULATION PROGRAMME AS AN OUTREACH CHANGE AGENCY AND A CONTRACEPTIVE DISTRIBUTION ORGANISATION

4.1 The Formal Planning Documents and Restricted Outreach

The Population Programme Seventh Five Year Plan (1988-93), consists of five volumes of Planning Commission-approved descriptions of activities and organisation (known as PC-1s), one for the Federal Programme and four for the Provinces. These are basically a continuation of the schemes in the 1980-83 Plan and 1983-88 Plan, though a little less impressive in presentation and more matter of fact in style. The PC-1s group all the components of the previous two plans together (previously presented in 36 approved PC-1s, in terms of Core Programmes, the complementary projects and Support Activities). The previous elaborate classification has been removed while leaving the basic ingredients intact. Some of the activities of the earlier plan are down played and some of the basic service cadres are planned to be virtually frozen in numbers.

The Federal PC-1 documents the objectives of this multi-purpose, multi-dimensional and multi-sectoral programme:

The objective of all socio-economic development programmes is to improve the living standards of the people, enhance individual choice and create conditions that would enable the people to realise their potential fully....

It aimed at:

Addressing the population issue in the framework of social and economic welfare and to elicit wide-spread support and involvement of all the sectors of the development programme...

The thrust of the programme" was "to encourage local community participation.

There is no detailed action-plan spelling out the institutional arrangements necessary to deal with this multi-purpose, multi-dimensional programme. No institutional provision is described to deal with gaining and sustaining any wide-spread support and

involvement of other sectors in the national development programme. Even the main thrust of the programme to encourage local community participation is translated in terms of peripheral association with the programme of persons brought to the programme like members of AMCs and Community Volunteers. Possibility of active outreach through utilising or mobilising local organised groups of women and men is not planned in a systematic way but still seems to devolve on the FWW/FWCs and M.Os as outlet managers at the most local level.

The skill development aspect of the Programme for women with direct income-generating implications, though not evaluated has nearly disappeared. This one possibility of the programme organising local women into more sustained community development and demand creation groups is being abandoned at a time when there is increasing interest in community development.

Development of an informal distribution network through barbers, rickshaw/taxi drivers and pan/cigarette vendors (prescribed in 1980-83 plan) was relegated to "Innovative Research" in the 1983-88 plan and has now been overtaken by a social marketing approach to condom distribution. Only two of the provinces have identified some of the same agencies again for involvement during the current plan. As if moving in circles, one is reminded of the involvement of barbers and cigarette vendors during 1965-68 and again during 1973-76. A similar approach temporarily involved Registered Medical Practitioners and Hakeems much earlier. The role of 'dais' has also been a matter of fashion with excursions into training, material incentives and use in outreach not being sustained.

A similar pattern appears to be there with the multi-sectoral approach and the involvement of the various nation-building departments. In the active periods of the programme, plan activities were never confined to Programme employees alone. However, specific plans for sustained and fruitful involvement of non-Population Welfare Public Sector and Private Sector development institutions do not appear in the Seventh Plan PC-1s.

Male opinion leaders such as leaders of political parties, elected representatives, formal and informal influential men, including land-lords, businessmen, contractors, wholesalers, shopkeepers, senior and not so senior government officials and business executives are yet to be contacted and pursued in an institutionalised way by Population programme staff of appropriate status. Except for an official for routine contact with some

public sector large-scale employers, there is no section of the programme earmarked for planning and implementation of development strategies to reach male opinion leaders. Mass media decision-makers in Government and outside are yet to offer even half as much co-operation as they did in mid-sixties and mid-seventies. Health Departments, Labour Departments, Local Government and Rural Development Departments, hakeems, homoeopaths and the larger employing Public Sector target group Institutions though supposed to be actively involved in the delivery system of contraceptives through their day-to-day activities, are not treated seriously in the PC-1s. Formal development of outreach appears to have been marginalised and is well below the level of best practice achieved in the past in Pakistan, especially for senior programme management.

4.2 The Failure to Extend Effective Coverage in the Provincial Formal Plans

The PC-1 documents of the four provinces feel no need to mention the broad framework of objectives presented in the Federal PC-1. They come straight to the administrative structure for delivering services and supplies.

Even with this narrow focus, there is still an alarming gap between very positive assertions and actual priorities. The provinces, in their PC-1s clearly assert that "The Family Welfare Centre constitutes the main service delivery component of the programme". It is recognised that the population coverage of FWC is much less than 25,000-30,000 as visualised in the earlier plans, and a coverage of "5,000 to 7,000" population is accepted. But the plans presented, involve slowing down or totally stopping any further growth in the number and spread of Family Welfare Centres. Sindh claims to have achieved a desirable number. Punjab, the most populous province which had already 755 FW Centres running, adds only a token number of 20 more during the whole plan period, which is visualised to be achieved in the second year of the plan. Balochistan, the province with the most dispersed population and lowest rate of contraceptive use, is content to stop at a total of 73. Only NWFP plan shows some understanding of the implications of low coverage. It plans to add another 52 to its existing 188 centres.

One logical consequence of this slowdown in growth is that while there are 12 Regional Training Institutes already in existence to provide training to new Family Welfare Workers, these are being slowly starved of new recruits. Sindh does not need any more. Punjab needs only 20 in one year of the Plan. Balochistan needs a few more only in two

years of the Plan. Even NWFP needs more for only three years. Already, trained FW Workers are being sent home as there are no posts open for them. The FWC programme is not being treated as a developing programme. The present frontline part of the programme has stopped moving forward. This constrictive interpretation of the federal plan and budget proposals in most of the provinces, is not likely to improve the "main service delivery component of the programme".

As stated above, PC-1 documents of the provinces indicate that the actual coverage of FWC is some where between 5,000 to 7,000 of the population. This would mean that about twenty thousand FWCs are required to cover the existing population.

Indeed, an 'Evaluation of the Out reach component in the Family Welfare Centres' carried out by NIPS in 1986, indicated that the coverage of FWC is mainly confined to the host villages whose "average population" is "less than a tenth of the 30,000 national target population". This finding would project a requirement of about forty thousand FWCs to cover the present population in the country. But, for 1993, the Programme envisages a total of 1335 centres, sufficient to cover about 5% of the present population according to the NIPS survey findings.

The PC-1s propose 188 Mobile Service Units which are supposed to offer the solution to the coverage problem. These are untried and yet to be operational. Even if they are fully operative, it is not shown how it is physically possible for 9 teams in Balochistan, for example, to cover the distances in the vastness of the provincial territory. And more importantly, the implications for sustained, community outreach development are not discussed.

The expansion and staffing pattern of the Mobile Service Units show variations in pattern from one province to the other. It could be commendable if these variations were based upon varying regional requirements, but there is no sign of this in the PC-1s.

In Punjab, according to the Punjab programme PC-1, "90 Mobile Service Units will be established in all the Tehsils of the province in a phased manner[20]:

1988-89	NIL
1989-90	46
1990-91	68
1991-92	90
1992-93	90"

In Balochistan, "9 Mobile Service Units will be established in 9 programme districts[22]:

1988-89	NIL
1989-90	2
1990-91	4
1991-92	7
1992-93	9"

In NWFP, according to the Provincial Programme PC-1:

Mobile Service Units will be established in a phased manner in 19 tehsils (other than district headquarter tehsils) of the Province. The districts will establish 12 Mobile Units during the year 1989-90 and other units added in the year 1990-91.....[19].

In Sindh, "40 Mobile Service Units will be established in the province, according to the following phasing[21]:

1988-89	NIL
1989-90	26
1990-91	34
1991-92	40
1992-93	40"

The staffing pattern of the Mobile Service Units is planned as follows:

In Punjab, "Each Mobile Service Unit will have the following staff in addition to the staff of the FW Centres in which the mobile unit will be located[20]:

- Lady Doctor/DDPWO	BPS-17	1
- Assistant DPWO/FW Supervisor (female)/Technical Officer	" 16	1
- FWW	" 8	1
- FWA (Female)	" 5	1
- LDC	" 5	1
- Driver	" 4	1
- <u>Aya</u> , Naib Qasid	" 1	2
		<hr/>
		8 "

In Balochistan, "Each Mobile Service Unit will have the following staff, in addition to the staff of Family Welfare Centres in which the unit will be located[22]:

- Lady Doctor/FW Supervisor/ Technical Officer	BPS-17/16	1
- FW Worker	" 8	1
- Driver	" 4	1
- <u>Aya</u>	" 1	1
		<hr/>
		4 "

In NWFP, "Each Mobile Service Unit will have the following staff[19]:

1.	DDPWO	BPS-17	1
2.	FW Supervisor/ Technical Officer (female)	" 16	1
3.	Stenotypist	" 12	1
4.	Senior Clerk	" 7	1
5.	Junior Clerk	" 5	1
6.	Driver	" 4	2
7.	Naib Qasid	" 1	1
8.	Chowkidar	" 1	1

			9"

In Sindh, "Each Mobile Unit will have the following staff, in addition to the staff of the FWC in which the unit will be located[21]:

-	Lady Doctor/Family Welfare Supervisor/Technical Officer	BPS-17/16	1
-	Asst. Pop. Welfare Officer	" 16	1
-	FWW	8	1
-	Clerk/Typist	" 5	1
-	FW Assistant	" 5	1
-	Driver	" 4	1
-	<u>Aya</u>	" 1	1
-	<u>Naib Qasid</u>	" 1	1

			8"

No indication is given how many people are planned to be added to the current 5% coverage of the population through existing service and supply points in the public sector. If another 5% is planned to be added through Mobile Service Units, even after a couple of years that could be taken in organising them, the constant risk of vehicle breakdown (given the existence of "fully equipped vehicle") will always be there, apart from adhoc annual budget cuts in which the first victims are often mobility costs. (POL and TA/DA constraints on the use of Audio-Visual Vans are already a feature of Programme experience).

4.3 Undirected Outreach and Mass Communication

The current mass communication strategy is based upon the "The Communication Sector of the Population Welfare Plan" 1984-88 which was initiated in April 1985.

According to the PC-1:

The communication plan is an essential component of the overall plan and would help to achieve demographic targets for Population Welfare Plan [18].

The Draft Report of NIPS "Evaluation of Population Welfare Communication Programme", December 1988, analyses some components of the Programme and the activities:

The immediate objectives of the virtually three years plan could have been more modest. The planned projection of 'Messages' could have been more selective. The rest could have been left for succeeding phases of a perspective plan.

In spite of an impressive multi-media effort, it is not easy to discover:-

- a. which traditional misconceptions and prejudices of which part of the society one has tried to remove;
- b. how the Population Welfare concept has been linked to Education, Nutrition, Health, MCH or Development, except for the fleeting jingles;
- c. how any awareness about the quality of life has been attempted to be created - except through jingles and brief advertisements;
- d. how responsible parenthood has been tried to be induced;
- e. how the age at marriage in females has been tried to be raised;
- f. how the concept of spacing has been promoted;
- g. how female literacy has been promoted.

Many of these objectives required pre-planning surveys at micro level followed by experimental application of IEC approaches. There would be no great harm in selective exclusion of some segments of society from these operations. With the

untargeted, non-directed approach being followed at present, it is difficult to ascertain whether;

- a. the Programme is not trying to increase the knowledge of the knowledgeable ones and ignore those who are still ignorant;
- b. the Programme is not motivating the motivated [23].

In the major part of the Communication Programme, one finds the persistence of a Macro approach. Almost every projection must focus itself on the entire population, covering all the regions and sub-regions and all segments of society - all the segments of culture and the entire range of economic situations - with all their variations and contrasts. People in crowded one room and two room houses, which constitute more than half of the residents of total households in the country must be addressed in the same style as the privacy conscious dwellers of relatively spacious houses are addressed. There is a real risk that the opportunities and constraints prescribed by the latter group's culture which senior programme managers share, will be the message given to the entire population. The major segment of Pakistan's population which contains the vast majority of potential clients needs to be identified in appropriate sub-groups so that their concerns and receptivities should determine the programme's main styles and approaches.

Communication projections have not been seen as developing and cumulative. The concept of change is absent. There has been an implicit static concept of communication projected at socially insulated couples with less than two children. No changes occur in their relationships, in their aspirations or levels of information or awareness. No conflicts arise in their economic and social environment over contraception and no engagement with religious questions.

The Pakistan Population Welfare Programme has suffered historically from disruption of the mass communication development but there is much cause for concern that the approach in the mid-eighties revealed no striking changes from the approach of the mid-sixties.

In contrast to both periods, the "Communication Strategies 1974-78" document had conceptualised the need for a departure from a generalised, universal, static approach:

The Population of Pakistan is not a homogeneous mass of people. There are wide differences in terms of education, income, occupation, place of residence, social background and language. Hence there are differences in the needs, problem as well as frame of reference of different groups. Generalised messages directed at all the groups fail to have the desired impact on any group.

Since that time, major forces of change have been operative inside Pakistan which merit recognition:

- i) Massive migrations- to cities, metropolitan areas and to the Gulf States. With impact upon those who migrate, those who are left behind, and those who return;
- ii) Mechanisation of agriculture - changing the pattern of agricultural employment, both of male and female;
- iii) Wider availability of motorised transport - breaking the isolation of rural and tribal families, providing increased urban contacts -- with consequential transformation in styles of living and aspirations;
- iv) Growth of a parallel economy and consumption of imported goods, changing the distribution of wealth and prestige;
- v) Persisting price inflation and substantial under-employment - leading to increasing demands on women to find paid employment, with implications for themselves and child care practices;
- vi) Growing group militancy and ethnic or denominational rooted confrontation - where population size of a group becomes a factor in making political claims.

These major forces have undoubtedly changed several if not all segments of Pakistan society. These changes need documenting through micro studies, and fed into changing communication strategies and the nature, target and form of messages. These developments require the prioritised attention of senior management tiers, if the Population Programme is to be an active change agency.

4.4 Contraceptive Logistics and Performance Targets

Effective pro-active outreach appears to be a low priority in the PC-1s for 1988 to 1993. Therefore, the current Population Programme organisation must accept being evaluated primarily as a contraceptive distribution organisation able to operate more cost effectively and ethically than actual or potential private sector arrangements.

Constant pressure for achievement of monthly contraceptive distribution targets on FWCs and RHS centers comes from Islamabad, from the provincial headquarters and, most of all, from District Officers. This apparently leads to some padding in the performance reports according to informal Management Audit interviews. This includes even those contraceptives where there has to be re-imbusement of the cost of contraceptives sold. Previously selling prices were very nominal and it was no problem for FW Workers to reimburse the expected amount, partly out of their own salaries. Now that the prices have been raised, the re-imburements may be delayed till an administrator agrees to sanction an extra tour to cover the amount.

RHS centres have to compete with each other (in big cities) for shares of the limited number of referred contraceptive surgery clients. The M.Os and DPWOs can actually feel hostility to NGO centres if they are able to tempt clients away from Government establishments. Targets are set with no consultation and not even a rapid appraisal (let alone statistically valid) survey being made of the local environment - in terms of communications, transport, income-groups, education, availability of medical practitioners (of any school of medicine), exposure to urban influences and other relevant factors.

Targets setting in the Population programme is fundamentally in the hands of the Federal authorities. It is defederalised only on paper. It would appear from informal interviews that the morale of all Programme managers would be increased if the power and responsibility for setting targets were more devolved and a process of effective consultation introduced.

An indication of present morale and confidence is provided by the following quote from a key official in a provincial programme:

The information/figures reported from the grass-root level are mostly fictitious and the same are transmitted to officers at national level who also know this reality but are helpless to take remedial measures.

However, the process of consolidating the performance on paper, disguises such problems and there is actually a feeling of satisfaction at federal level with the thoroughness with which the higher authorities collect, compile and consolidate the data for final analysis and feedback. Thus according to an informal interview with a senior officer at federal level:

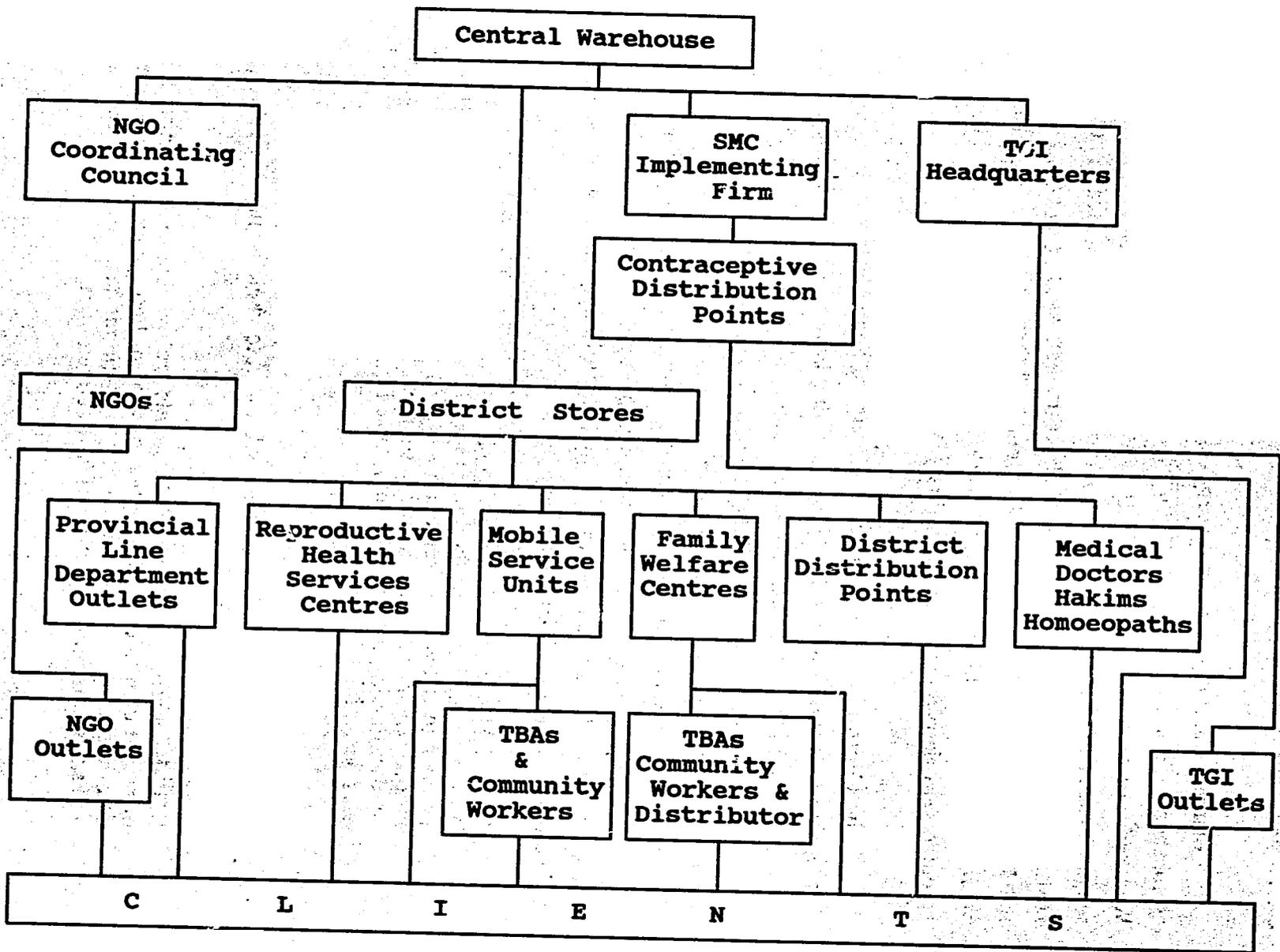
Data for any month for preparation of (these) reports originate at the grass root level Population Welfare Programme outlets. The original reports are sent by the personnel in-charge of these outlets to the District Offices where the district level report is compiled and forwarded to the Provincial Population Welfare Office. The Provinces, in turn, compile the reports of various districts to send an integrated report to the Directorate of SS&DP of M&S Wing of Population Welfare Division. On receipt, these reports are checked and edited. Queries for any ambiguities/discrepancies are made telephonically, or, in writing as necessary before using the reports as a base for the preparation of the overall Performance Monitoring Report for any specific month.

But even the records on paper at Federal level show reported stock positions of contraceptives [25], at district levels with a range from zero months to more than twenty years' requirements at rates of current use. At the client contact outlet levels, the situation may well be worse and yet no action from federal level with respect to remedying this situation, fictitious or real, appears to have been initiated.

4.5 Actual Contraceptive Supply Logistics as Revealed in Informal Interviews

Distribution of contraceptives is the main current purpose of the Pakistan Programme (see Chart 4.1 for the formal procedure). With no immediate likelihood of significant contributions to reducing fertility from female employment in the organised sector, a substantial rise in age of marriage, higher female literacy, a decline in infant mortality and lesser maternal mortality, a reversal of the process of a declining

CHART 4.1 CONTRACEPTIVE LOGISTICS FLOW CHART



legal status of women and a liberal amendment in the law on pregnancy termination, the wide-spread easy availability of all kinds of contraceptives (especially unobtrusive methods even if medically more risky) is destined to play a vital role in averting births in Pakistan.

Planned warehouses for contraceptives at the provincial headquarters have not been established. Therefore, supplies go direct from the Central Warehouse to the District Warehouse on a monthly basis. The district is supposed, to supply, on requisition, to public sector Provincial Line Department outlets, Reproductive Health Centres, District Distribution Points, Registered Medical Practitioners, Area Hakeems, Homoeopaths and the Family Welfare Centres. In the absence of NGOs' own warehouses, the District Warehouse also supplies to them. FWCs, in turn, supply to TBAs, community volunteers/workers and retail distributors.

The Central Warehouse supplies directly to headquarters of the Social Marketing, Target Group Institutions and NGO Coordinating Council (NGOCC) on a quarterly basis. The very thorough formal Contraceptive Manual adopted in 1987 directs that the FWCs, RHS-A and RHS-B centres and PLD outlets will be supplied with all types of clinical and non-clinical contraceptives. District Distribution Points and Hakeems are supposed to be given only condoms, oral pills and possibly contraceptive foam, on grounds of the need for medically qualified staff to administer and follow-up other methods. The Manual is very explicit on procedures and is worth quoting from at length to show the sense of precision and certainty it gives to senior management:

FWCs, RHS-A centres and Hakeems will arrange to collect their supplies from the District store. However, the DPWO will assign the storekeeper or some other staff member to deliver and replenish supplies to the DDPs, RHS-B centres and PLD outlets. Normally one month's supply of contraceptives will be issued to the forementioned outlets taking into consideration the stock on hand and the outlets' sales potential.

The FWCs and RHS-A centres will indicate their contraceptive requirements in their monthly reports.

RHS-B centres, DDPs and PLD outlets are not required to submit any requisition or report quantities to be supplied or replenished. Supplies to these outlets will be determined by the person delivering the supplies based on the outlet's stock on hand and sales potential at the time of visiting the outlet.

Contraceptive supplies to be issued to the Area Hakeems will be based on the quantities reflected on Area Hakeems contraceptives stock and Requisition Form CLR-16 as approved.

FWCs will sell, supply and use following contraceptives:

- a. Rubber Condoms;
- b. Oral Pills - low dose and minipill;
- c. Injectables;
- d. Liquid Foam;
- e. Copper IUDs - Copper-T;
- f. Plastic IUDs - "Lippies' Loops" in sizes A, B & C.

While all these contraceptives are sold to and used by the clients at the center, only condoms and oral pills are supplied to the community distributors, sales agents and volunteers for sale to the clients.

RHS-A centers will provide both clinical and non-clinical contraceptives to the clients either directly or through its Extension Teams. For this purpose the RHS-A centers will maintain 3 months' suppliesat all times.

While condoms, pills and foam bottles will be sold to clients at the highly subsidised prices prescribed... clients will not be charged for injectables or IUDs.....

Contraceptive supplies will be delivered to the DDPs, CDs and other shopkeeper agents at their premises by the DPWO staff or Male Family Welfare Assistant. These outlets are not required to maintain any records. However, entries in a special Calendar will be made by the programme officials who may visit the outlet for (a) replenishment of supplies, (b) Collection of sale data and proceeds, and (c) for routine inspection.

PLD organisations will be supplied with condoms, oral pills, foam, IUDs and Injectables..... will not be required to maintain any record...but DPWOs' staff may make entries in their calendars when they go for delivery of supply or collection of sale proceeds.

The Contraceptive Requisition Form (CLR-6) (for Provincial office, DPWO, NGOs and TGIs) contains a column for the "Amount of Sale proceeds deposited in Bank/Treasury related to each category of contraceptive sale".

Despite this impressive Manual, Family Welfare Workers still claimed in informal Management Audit interviews to be in disarray due to shortage of and irregularity in

supplies. They mentioned the shortage of Injectables and copper-T IUDs particularly. Some district officers confirmed this view. Other district Officers and their superiors at the provinces' headquarters reacted with annoyance at these statements of shortages by FWCs. The provinces' senior staff claimed that such shortages, if they existed, were an affair entirely between the Central Warehouse and the District Officer.

These shortages could be possibly due to one of the following reasons:

- i) non-import or non-receipt of supplies in the Central Warehouse from abroad;
- ii) non-deposit of sale proceeds in time;
- iii) planned supplies not matching the local pattern of demand, but a routinised top down approach to supplies;
- iv) delivery lags.

The perception of non-availability of contraceptives at outlets needs high level investigation. The recurring breakdowns in the distribution system require the Population Programme senior management, firstly to recognise that there is a management problem and then to identify the short term and long-term inputs that are needed if the programme is to fulfill its bottom-line purpose of contraceptive distribution in the form that professionally advised clients desire at the time when they desire it.

CHAPTER 5

THE MANAGEMENT AUDIT SURVEY METHODOLOGY

5.1 Introduction

A primary data collection survey was designed for the management audit and to give an unbiased, comparative picture of staff experience, attitudes and behaviour for eight management levels or tiers in the programme on the following issues as laid out in the Management Audit terms of reference:

- Personal familiarity with programme and job related objectives;
- Understanding of functional role and chains of responsibility and evidence of interaction between operational units;
- Familiarity with and use of appropriate management techniques;
- Evidence of managerial skills and organisation;
- The suitability or absence of training for the assigned functions and levels of responsibility;
- Understanding of conditions of service;
- Levels of morale

5.2 The Principles of the Sampling Frame

The population programme organisation's main management streams are structured down from the centre in a completely uniform, modular pattern. Thus

identical lines of management from provincial secretary down to outlet heads of Reproductive Health Service Centers (RHSs) and Family Welfare Centers (FWCs) can be found in every province. This made sampling simplified. However the sub-samples still needed to be statistically meaningful and sufficiently large for groups where significant variation was suspected due to varying local conditions. The eight sub-samples were selected large enough to ensure that the whole range of experience was represented.

A total sample of about 400 staff was planned from the 1,612 people working in population welfare programme designated as managers for management audit purposes in mid-1989 (see Table 5.1). The sample was designed to cover the range of staff from the Federal Secretary Ministry of Population Welfare, Joint Secretaries, Director Generals, Directors, through provincial and District office levels to the managers at operational and outlet services level that is, Medical Officers (MOs) in-charge of (RHSs) and Family Welfare Workers (FWWs) and Family Welfare counsellors (FWCs) in-charge of Family Welfare Centers (FWCs).

The sample was a stratified random sample. The stratification was made by title and/or grade and then divided by province in an effort to ensure representation of the whole range of programme experiences and practices.

The following sampling rules were laid down:

- (i) All senior federal management, defined as Secretary, Joint Secretaries, Director Generals, Directors, Deputy Directors (or Assistant Directors where posts of Deputy Directors were unfilled) were planned to be included in the sample. There were about 73 such officers in post in the federal organisation in the headquarter's office in Islamabad and Training Institutes. These officers were subdivided by grade into those in grade 20 or higher and those in grade 19 or below.
- (ii) Each province had between ten and fifteen Director Generals, Director and Deputy Directors in post at the provincial office including the provincial Secretary. All these 48 officers were planned to be included in the sample. These provincial officers were

TABLE 5.1

**ESTIMATED TOTAL MANAGERIAL STAFF OF
POPULATION PROGRAMME IN MID 1989**

SUB GROUP	SEC.	JOINT SEC.	DEPUTY SEC.	DIRECTOR DG	DEPUTY DIRECTOR (+1 MANGAER PRODUCTION)	AD	PRINCIPAL AND VICE PRINCIPAL PWTI	PRINCIPAL RTI	DPWO	DDPWO	MO RHS	FWC/ FWW	TOTAL	
MP.W	1	2	2	3	19	28							55	
PWTIs							5						5	
RTIs								12					12	
NIPS				1									1	
PROVINCIAL HDQS				4	11	33	1						49	
DISTRICTS:														
PUNJAB														
SINDH									29	70	24	755	878	
NWFP									15	33	9	245	302	
BALOCHISTAN									13	23	6	188	230	
									11	13	3	53	80	
TOTAL	1	2	2	8	30	61	1	5	12	68	139	42	1241	1612

subdivided by grading into two groups. The provincial Secretaries were put with the federal officers on grade 20 or more. The officers on grade 19 or below were kept as a separate group.

- (iii) Random samples of five large strata of line staff with managerial responsibilities in the main stream at district and service outlet levels were chosen in as random a fashion as practicable in order to avoid bias. These sub-samples were further stratified to ensure that all provinces were approximately proportionately represented with respect to size of population and hence size of programme. A minimum sub-sample size for each management tier of about 25 was thought desirable to permit the smallest province to have some representation, facilitate hypothesis testing and preserve anonymity. However, the planned sub-sample size was much larger at about 180 for family welfare workers/Counsellors where variation in experience and practice could be expected to be greater due to day to day contact with heterogeneous communities and a rural/urban comparison was felt desirable, while it was smaller for other strata at more senior levels where the modular Population Programme organisation was likely to produce greater uniformity and/or relatively few staff were in post such as MOs. Managerial staff at the District offices were subdivided into three groups in recognition of the importance of the district office in many discussions of programme organisation.

5.3 Description of Actual Sample Coverage

A total number of 30 officers were interviewed in the Ministry of Population Welfare. These included the Federal Secretary, two Joint Secretaries, one Deputy Secretary, three Director Generals (DGs), fourteen Directors, eight Deputy Directors and one Manager Production. Five Principals/Vice-Principals were interviewed from the Population Welfare Training Institutes (PWTIs) who also come under the Federal Organisation. Similarly, nine Principals of Regional Training Institutes were also interviewed and included in the Federal grade 19 and under group for analysis. One interview of a Director General was conducted at the National Institutes of Population Studies (NIPS) for purposes of analysis. These 45

officers were subsequently divided into two groups, seven officers of grade 20 and above and 38 Federal officers of grade 19 or below.

At Provincial Office level 43 officers were interviewed. These included four provincial Secretaries, eleven Directors, twenty seven Deputy Directors and one Assistant Director. These were also divided into two groups. The four Provincial Secretaries were put into the group Grade 20 and above. The remaining 39 officers were analysed together in a group of provincial officers Grade 19 and below.

At district level, 37 districts from all over Pakistan were randomly selected after stratification by province. A total number of 33 District Population Welfare Officers (DPWOs), 27 Deputy District Population Welfare Officers (Administration), 24 Deputy District Population Welfare officers labelled 'Other' often with responsibility for Information, Education, Communication, 28 Medical Officers (MOs) in-charge of service delivery Reproductive Health Services Centers (RHSS) were interviewed. Each of these four groups was treated as a sub-sample for analysis.

There were 1241 Family Welfare Centres run by Family Welfare Workers (FWWs) and Counsellors (FWCs) in existence in urban and rural areas at the time of the audit. A large sample was chosen as randomly as feasible in an effort to cover the whole range of experiences in all four provinces and allow separate rural/urban analysis. The final sample consisted of 189 FWWs/Cs (85 FWWs/Cs from urban areas, 10 form semi-urban and 94 form rural areas)

In total, 389 interviews were conducted with the officers in the selected posts (regardless of their personal grading at the time of interview) over a period of four months (May to September, 1989) the details of the final sample are given in Tables 5.2 and 5.3.

TABLE 5.2

**MANAGEMENT AUDIT INTERVIEW SCHEDULE
FINAL SAMPLE BY TITLE AND LOCATION**

SUB GROUP	SEC.	JOINT SEC.	DG	DEPUTY DIRECTOR SEC.	DIRECTOR	DEPUTY DIRECTOR (+1 MANAGER PRODUCTION)	AD	PRINCIPAL AND VICE PWTI	PRINCIPAL RTI	DPWO DDPWO		MO	FWC / FWW			TOTAL	
										ADMN	IEC		SEMI URBAN	URBAN	RURAL		
FED HQ.	1	2	3	1	14	9											30
PWTIs								5									5
RTIs									9								
NIPS			1														1
PROVINCIAL HQ			4		11	27	1										43
DISTRICTS:																	
PUNJAB										16	16	14	16	60	8	72	202
SINDH										8	4	6	6	10	1	9	44
NWFP										6	6	3	5	8	1	11	40
BALUCHISTAN										3	1	1	1	7	0	2	15
TOTAL	1	2	8	1	25	36	1	5	9	33	27	24	28	85	10	94	339

Source: Population Programme Management Audit, 1989

TABLE 5.3**MANAGEMENT AUDIT INTERVIEW SCHEDULE
RESPONDENTS' SAMPLE BY MANAGEMENT TIERS/LEVELS**

Tier/Level	No. of Respondents
Officers Grade 20 +	11
Federal Officers of Grade 19 and below including PWTI and RTI Principals	38
Provincial Officers of Grade 19 and below	39
Medical Officers	28
District Population Welfare Officers (DPWOs)	33
Deputy District Population Welfare Officers (Administration)	27
Deputy District Population Welfare Officers (Other)	24
Family Welfare Workers/counsellors	189
Total	389

Source: Management Audit Survey, 1989.

5.4 Interview Schedule and Diary Design

A Management Audit interview is inevitably a sensitive event. For instance, an isolated one visit pre-coded questionnaire approach involves the risk that respondents would reply to direct factual questions with the formally correct, safe answer as laid down in job descriptions or regulations. On the other hand, a very open ended attitudinal interview schedule may produce lengthy, heavily qualified responses which can prove impossible to code and process. Finally, remote mailed questionnaires of any form are likely not to be completed.

Two different survey documents were designed to collect data in an effort to control for the above effects:

- i. A relatively open but structured interview schedule to be administrated in about 45 minutes;
- ii. An information/decision diary to be kept by the respondent for ten weeks which would be left by the interviewer after completing two entries at the interview.

The Interview Schedule was designed to collect information from respondents on the following topics:

- a. Year of taking up position;
- b. Two primary/major objectives of respondent's job;
- c. Two most important decisions which respondent takes in job;
- d. Number of powers delegated to respondent;
- e. The two persons and their positions which respondent considers most important to success in his/her job;
- f. Officer who writes Annual Confidential Report (ACR) of respondent;

- g. Number of officers /officials whose ACRs are written by the respondent;
- h. The two documents which respondent considers most useful in his /her job;
- i. Two major obstacles for improving performance and actions taken to overcome them;
- j. Contribution to Five Year Plan and annual budget formulation process;
- k. Training of respondent in management;
- l. Management techniques which respondent uses.

Provision was made on the Schedule for the interviewer to write in the respondents own words and additional notes and final coding was done after the interview by the interviewers themselves with a fifty per cent sample checked by the ODA consultant.

The Diary was designed to reveal the nature, source, type of communications and action taken with an evaluation of the outcome relating to managerial functions. Each respondent was requested to keep a diary for ten weeks with up to ten entries per week. The Diaries were designed to be completed in coded form by the respondent to facilitate completion and processing.

Eight trial interviews at all levels were conducted in the field by the ODA consultant for pretesting the Interview Schedule and Diary and on the basis of this pretesting, the interview schedule and diary were revised. Copies of final versions of the interview schedule and diary (English version) are annexed to this report (Annex 5.1 and 5.3). Urdu and Sindhi versions were also prepared and used in the field operations.

Two manuals of instructions and coding frames were designed, one for the interviewer to accompany the Interview Schedule and another for completing Diaries to be left with the respondents. Copies of manuals are also annexed to this report. (Annex 5.2 and 5.3)

5.5 Survey and Data Processing Organisation

Only three interviewers were deployed for the field survey in order to minimise interviewers' personality effects on sensitive interview situations. These interviewers had prior extensive working experience of the programme and a maturity consistent with being able to interview all levels of staff, of both genders and a variety of ages to allow pauses for thought and to avoid giving leads to respondents on correct responses.

NIPS resources were utilized for data entry and data processing, including the services of one NIPS trained programmer who undertook data entry and data cleaning. All tabulations from interview schedules and diaries were produced using the SPSS data processing software package on an IBM-compatible PC.

5.6 The Field Work Experience

The field survey interviews plus collection of diaries took seven months from May to December, 1989.

Respondents were all basically very cooperative and forthcoming with respect to the interview schedule in the interviews themselves. At federal level, however, a considerable effort had to be made to persuade respondents to put time aside for the interview. At provincial office level, the provincial office respondents showed a similar tendency. In comparison, District Officials, MOs and FWCs/FWWs were eager to make themselves available for interview. This suggests two related problems, that senior officers in the programme are bogged down in day-to-day administration with no time for active management development and that more junior officers feel neglected and unheard in the programme.

It was extremely difficult and unsafe to move in rural Sindh because of the problem of law and order. However, with the cooperation of district officers, the

planned number of interviews were completed but elements of randomness were lost.

Owing to administrative delays in beginning field work, it was July-August, 1989 when most interviewing was conducted in Punjab. It was very hot and temperature ranged from 40-44°C. So it was very demanding to conduct interviews in remoter rural locations. Normally field work in Pakistan is best conducted in February-April as was originally planned or in October-November. However, this did not disturb the sampling frame.

In most of the places accommodation was satisfactory. However, in some places, the survey team faced accommodation problems. In Sheikhpura and Kasur in Punjab no accommodation was available and therefore the survey team had to return to Lahore at night. In Okara again, no accommodation was available and team moved to Sahiwal for night stay. In Muzaffargarh accommodation was extremely unsatisfactory due to mosquitoes. These problems, encountered in the survey field work, are no different than would be met in field supervision and operation of mobile units. Consideration of such issues should feature in the logistics of effective programme field operations. There is no evidence that they do at present.

Transport played a crucial role in the success of the survey. NIPS provided one good jeep for the survey in Punjab. It was vital to have transport at the disposal of survey team in the Punjab. In NWFP, Sindh, and Balochistan transport was kindly provided by provincial Population Welfare offices/district offices.

At federal and provincial offices levels, one interviewer could conduct only one or two interviews per day. Much time was spent during the interviews waiting for the respondent officer to attend to telephone calls, mildly surprising in a bureaucratic organisation where all significant decisions would be normally a matter of written record. This might suggest that time of these officers is spent in confirming actions of subordinates within the framework of previous decisions rather than making new decisions.

At district office level one interviewer could interview three persons per day i.e. DPWO and 2 DDPWOs of the district as these 3 officers were based in one office.

As interviews were all conducted at work locations, four or five interviews of FWCs/FWWs in urban areas could be conducted per day by an interviewer while in the rural area only one or two interviews could be managed per day. Most of the time in rural area was spent in travelling and finding the selected Family Welfare Centers.

In summary, the following difficulties in maintaining random sampling and minimum sub-sample sizes were experienced:

- i. Some of the officers of MPW and Provincial Headquarters would not spare time for interview;
- ii. Law and order problems in some of the randomly selected districts in Sindh;
- iii. Difficulty of visiting some randomly selected remote rural FWCs because of limited time and absence of transport;
- iv. Absence of some officers and FWCs/FWWs from their posts at the time of visits;
- v. MOs posts were frequently unfilled.

The bias introduced by these problems is not considered serious and probably lies in the direction of presenting a more positive view of the programme organisation.

5.7 Principles For Using a Single Interview Schedule and Diary for All Levels of Staff and Making Unannounced Visits

In this survey the respondents were working over the whole range of management responsibilities with very different functions and different responsibilities. Therefore, the design of the interview schedule of Management audit was not intended to cover tightly specified aspects of particular tasks for all the respondents but was purposely left relatively open in form to ensure relevance to everyone. The scope of the interview schedule was kept wide by asking broad questions and providing space on the schedule for recording additional information, adding personal observations of the interviewer regarding the respondent and writing remarks which could not be covered elsewhere, with some of the detailed coding being decided subsequently. Similarly the Diaries were designed to be appropriate to any management level.

While it may have been desirable to make visits unannounced and without senior officers in attendance, this proved impractical in many cases, especially where the programme itself was providing transport or arranging accommodation. This again might be expected to bias the responses towards a positive, affirmative view of programme organisation.

5.8 Collection of Diaries

The request to maintain diaries by the respondents was not greeted with enthusiasm, the degree of un-palatability increased with the level of authority in the hierarchy. It found clear expression at the higher levels in attitudes like - "Leave it with my Personal Assistant. He will do it". The process of collection of sufficient diaries for the purpose of analysis was prolonged and time-consuming despite the fact that ten entries for each week's diary should have involved less than fifteen minutes work per week. Clearly programme managers are not analysing the flows of information and effectiveness of their decision making as a matter of their own concern and the diary was seen as both irrelevant and an imposition.

Initially, two reminders were issued to individuals concerned, with meagre results.

Subsequently, requests were made to the heads of offices and the key administrators, through letters, cables and on phone to help in the collection of diaries. After persistent reminders, senior officers started issuing strong directives to their subordinates. This did work to some extent but it is a matter of some irony that hardly any of these senior officials submitted their own diaries.

The respondents and their supervisors did give a number of reasons for non-completion with varying degrees of plausibility. Staff transfers were clearly a legitimate problem. After allowing sufficient time for all complete diaries to arrive, a request was made to remaining respondents to submit at least two weeks of completed Diary. A number of respondents then recorded two entries per week for two weeks. Respondents clearly would have preferred to get everything disposed of at the interview with the help of the interviewer. A shorter time period for keeping the Diary might have improved submission rates but at the cost of a loss in variety of information/decision observation.

However, inspite of this general trend, we are pleased to extend thanks to the conscientious individuals at every level of the hierarchy who made a positive contribution to the survey. Eventually, a total of 125 Diaries were received from the 389 interviewed respondents . The details are shown in Table 5.4.

While it would have been preferable to have all diaries submitted in full, it was recognised at the outset that there would be a significant non-response rate (probably similarly to a mailed questionnaire where response rate of less than fifty per cent are usual). Thus the analysis was designed to be conducted on the basis of information/decision entries by management tier and not by individual respondents. Eventually, sufficient such entries for each management level were submitted to enable analysis to be undertaken. (see Table 5.5)

Table 5.4
DIARIES SUBMITTED

Ministry of Population Welfare	BPS-20 or higher	3
	BPS-19 and less	19
Province	BPS-20 or higher	1
	BPS-19 and less	10
M.Os		4
DPWOs		22
DDPWO, (Admn)		7
DDPWO, (Other)		12
FWC/FWW		47
Total		125

Source: Management Audit Survey, 1989.

Table 5.5
ANALYSED DIARY ENTRIES BY MANAGEMENT LEVEL

Management Level	No. of Diary Entries
Grade 20 + (Federal and Provincial)	249
PWD Grade 19 or below	858
Provincial Office Grade 19 or below	497
MO	139
DPWO	1233
DDPWO (Admn)	348
DDPWO (Other)	302
FWW/C	1390
Total	5016

Source: Management Audit Survey, 1989.

CHAPTER 6

OVERALL EVALUATION OF THE POPULATION PROGRAMME ORGANISATION USING THE INTERVIEW SCHEDULE RESULTS

6.1 Introduction

In the previous chapter, the Management Audit survey sampling frame was described. For the purpose of the survey, the Programme has been treated as having eight tiers in its main management stream reaching from the top of the Ministry of Population Welfare to field, Reproductive Health Service and Family Welfare Centre outlets. The responses to the standard Interview Schedule for the eight tiers are compared in this chapter to reveal the tiers in greatest need of policy attention and the forms that attention might take. In the following chapter, the Diary results are added to those of the Interview Schedules to analyse the tiers separately.

The interpretation of those questions where respondents were asked to name two items out of many possibilities may need explanation. In questions on objectives, decisions made, important people, most important documents, and major obstacles, respondents were forced to choose two items out of many possibilities but without ranking those two items. The numbers and percentages in tables constructed from such questions are in terms of numbers and percentages of responses, not of individuals. Therefore, there are precisely twice as many items in the tables than there were interviews.

When aggregated together for a particular tier, these responses are interpreted as indicating a ranking across all possible responses. That is the pattern, for the whole group is treated as if it were one individual officer representative of the whole group ranking across all available categories. This approach was adopted to economise on interview time and be cost effective in processing. Thus an item frequently mentioned as one of two choices is treated as having more importance to the group than an item seldom mentioned.

Thus, responses and percentages in the tables under the heading "None" or "No-one" primarily originated from respondents who named no second item. For the purposes of interpretation, such responses have been treated as an indicator of alienation/low morale

with respect to the programme. This interpretation is consistent with the survey interview experience of low morale officers not responding with a second (and occasionally not even a first) choice to an open question with multiple possible responses. On a similar logic, two responses from an officer which fall in the same coding category are counted twice in that category for aggregation purposes.

Thus, the final percentages reported in the tables are interpreted as indicating the pattern and strength of responses for the whole group across all codes even though each individual was asked to select only two. This collective pattern of responses can be interpreted as indicating the ranking of all available codes for a particular tier/cadre of officers. No individual officer's views can be assumed to be described by that pattern. But the pattern can form the basis for making general policy decisions on re-organisation or retraining for a particular whole tier/cadre of officers and comparison with other levels. Those are the objectives of this Management Audit Survey.

It is also important to stress that the interview schedule was open and no classifications were offered to respondents. Coding was done after the interview by one of the four interviewers (including the UK ODA consultant) on the basis of the unprompted statements by the respondents.

Finally, no column additions have been reported as the sub-samples were not self-weighting and it would be statistically invalid to perform such additions.

6.2 Year of Taking up Present Appointment (see Table 6.1)

This question referred to the jobs and locations currently occupied by the respondent, not the year of joining the Programme or achieving the current grading. What the Audit is seeking here is to assess the way in which the programme is combining the possibility of new initiatives by bringing new people into posts through recruitment, promotion or transfers, with allowing experience to be applied and initiatives to be fully implemented and evaluated.

Overall, an average tenure in a particular position of around six years, corresponding to a turnover of about 15 per cent per annum might be considered appropriate in a programme which is meant to be innovative and yet develop and maintain

strong links with the wider society. Of course, if the programme had been growing significantly, then this growth rate would have been discounted from the analysis of "dates of taking up appointment" as an indicator of turnover.

Looking at Table 6.1 with this indicator in view, there would appear to be a tendency to excessive turnover at the levels of Grade 20 + and DPWOs, and insufficient turnover among Federal Grade 19 and below and FWW/Cs. There is no clear pattern for M.Os and DDPWOs (Admin), as individual years account for 40 per cent or more of the cases.

The reasons for excessive turnover at Grade 20 + and DPWO levels are different. The Grade 20 + turnover is significant due to the movement in and out of non-programme high-level administrators.

This has implications for promotion prospects and morale in the tier immediately below this level (as is indicated in responses to subsequent questions). It also has implications for the strategic planning of the Programme, especially if the programme has low status among career administrators of Secretary status. Bringing in top administrators from outside the programme is not against good management practice in itself; imposed or requested transfers or retirements within two or three years of taking up the appointment is bad management practice.

The high turnover of DPWOs relates partially to general administrative practices on transfers in the Provinces and partially to dissatisfaction among this tier of officers. Many DPWOs have long service at this level with a sense of diminishing responsibilities over time. But high rates of transfers are an inappropriate response to this real problem.

Low turnover of Federal MPW officers at Grade 19 and below is also due to promotion/professional development blockade in a programme which expanded rapidly twenty years ago and then stagnated. But in these cases, geographical transfer has not been an option.

Overall, the pattern of transfers is not satisfactory. Guidelines should be set to ensure that officers move frequently enough to be stimulated to innovate but have sufficient time to see innovations into practice. About six years is recommended. But low rates of transfers are not prime causes of organisation problems in the programme. Such

low rates of transfer are partially a reflection of deeper organisational problems, which need to be tackled directly.

However, a policy to decrease high rates of transfer is warranted and it would be desirable to move towards a minimum period of four years in a specific post for managerial staff provided they have the powers and resources for innovating in that post.

6.3 Objectives (see Table 6.2)

The impact objective stressed in the programme strategic documents is "averting births". Any response mentioning reducing the population growth rate was counted in this category. "Delivering contraception" and "meeting clients' needs" can be seen as the intermediate outputs of the programme to achieve that impact, "Contraceptive delivery" more directly, and "meeting clients' needs" less directly, through encouraging positive contact with the programme. 'Finance' is an input into the programme and constitutes more a constraint than an objective. "Meeting a superior's requirements" can hardly be seen as an objective of an active change agency manager.

Thus, for each management tier, it would be hoped to find a clustering of responses in the births averting category followed by contraceptive delivery and meeting clients' needs. Relatively few responses would be expected in the financial, superior's requirements, and other categories.

Thus, the strength of superior-serving objective responses at higher management levels in the programme is a matter of great concern to the audit. This problem reaches chronic levels in Federal and Provincial offices, with around half the responses in this category.

District offices staff occupy an intermediate position with the DDPWOs (Admin) showing least awareness of the wider programme objectives and DDPWOs (Other) showing the highest concern with contraceptive delivery.

M.Os and FWW/Cs responses do stress the programme's basic impact and intermediate output objectives. The recent Functional Task Analysis Management training programmes for FWW/Cs appear to have been highly effective and may be a useful guide

to approaching the training of other management tiers. The only concern with the FWW/Cs responses could be that the ranking of the indirect objective of meeting clients' needs is so high relative to the direct programme objective of averting births. But the averting birth and contraceptive delivery responses sum up to a satisfactory 55 per cent of responses.

6.4 Decisions Made (see Table 6.3)

Active change agency management requires decision-making at all levels of management streams. A crucial difference between managers and administrators is that managers take decisions. The precise content of decisions in a particular post will depend upon the division of labour and degree of specialisation. But across a broadly defined tier of management, the audit would expect to find mentions of all types of programme inputs. Also for a change agency, there would be an expectation of evidence of active outreach decisions at all levels of the organisation.

Large numbers of nil responses were found at the most senior levels and DDPWO levels. This indicates a significant sense of powerlessness existing at the Federal Grade 19 and less, the Provincial Office Grade 19 and less, and DDPWO levels; those are the groups who generally showed high levels of "superior's requirement" responses to the objectives question.

In terms of the pattern of decisions about inputs, 'personnel' dominates, followed by 'finance', though as shall be seen below under "delegated powers", the substantive content of these decisions is small. The apparent absence of important decision-making on stocks of consumables and equipment and accommodation for an organisation delivering physical services to a dispersed population must be a matter of concern.

It is also considered that prioritisation of pro-active decisions on contacts with the wider society do not appear with sufficient frequency at levels other than FWW/Cs. A change agency should be giving higher priority to contacts outside the organisation at all levels of management, not concentrating such contacts at the lowest levels.

6.5 Number of Delegated Powers (see Table 6.4)

Apart from the most senior Grade 20+ and DPWO levels, the other six levels have significant number of officers claiming to have no delegated powers whatsoever. This sense of powerlessness reaches a peak in the DDPWO group, with over 80 per cent responding that they possessed no delegated powers.

The concept of delegated powers in the programme is a matter of some confusion as shown by the diversity of responses within management tiers. Clarifying what, at present, managers at the various levels are able to decide in language which makes sense in terms of actual situations with realistic examples would be highly desirable.

But, in fact, even the non-zero responses (especially two delegated powers) overstate the existence of meaningful discretion, as many officers gave formal regulation-correct responses in terms of casual leave for low graded staff and disbursement of petty sums of cash. Such decisions are delegated powers in de jure terms but hardly constitute de facto decision-making in any meaningful sense of the term.

In this context, it must be noted that, while many managers in response to the previous question claimed that their most important decisions were about personnel, the actual delegated power with respect to personnel are very circumscribed by regulation and politics. Recruitment and dismissals, even of the most junior staff, are not delegated to line managers.

The Population Programme organisation, probably is not different from much of the Pakistan civil service and functions on the basis of only allowing officers to do what is permitted, and that is very little. The alternative approach of allowing officers to do whatever is not forbidden, subject to monitoring/audit, is more appropriate to a change agency.

6.6 Important People (see Table 6.5)

Across a management tier, a desirable pattern of responses for a well-managed, change agency organisation might be expected in about 25 per cent responses stressing the

immediate superior, 25 per cent stressing immediate subordinates, 25 per cent links with other parts of the programme organisation, and 25 per cent contacts with the wider society.

The Grade 20 or more tier shows almost precisely this pattern, as does the DPWO tier. The DDPWO (other) tier has a strong concern with outreach and the high response rate towards "opinion leaders" is appropriate, though the very low responses with respect to contacts with other parts of the programme does suggest they operate in too much isolation from similar activities elsewhere in the programme.

All other tiers give deeper cause for concern. Federal officers Grade 19 and below show confusion over their lines of reporting with "other superior" receiving a high response rate. The combined response rate valuing superiors of over 50 per cent suggests a management tier which is not operating effectively in its own right and has very little outreach.

Provincial Officers Grade 19 and below show a similar overconcern with the link to superiors but with less confusion about reporting lines. Valued contacts outside the programme are minimal. The DDPWO (Admin) tier also shows very little contact outside the programme, but if their responses were combined with the DDPWO (other) responses across all categories, then the overall pattern for DDPWOs would be satisfactory.

Medical Officers have structural confusion over their line of control. Professionally, programme Medical Officers come under varying degrees of informal control of hospital authorities, especially gynaecologists, and use hospital resources. However, it must be a concern to the programme that the contacts with programme superiors are so little valued. A somewhat similar concern exists with respect to FWW/Cs responses. The lack of valuation of contact with superiors compared with contact with subordinates is striking. It is hard to avoid the conclusion that positive, supportive supervision is not being sufficiently exercised over the front-line programme outlets.

6.7 Number of ACRs Completed (see Table 6.6)

The Annual Confidential Report (ACR), which is completed for each member of the staff in the programme, has enormous potential as a personnel management device. However, it is hard to describe the pattern revealed by the Management Audit survey as

anything other than chaotic. A significant number of managers are by-passed/side-lined completely while others complete ten or more ACRs.

If the guideline that each line manager should have a span of control over about five subordinates is accepted and the ACR is taken as a key indicator of control, then only the Grade 20 or more tier shows a satisfactory modal value of five ACRs.

All other tiers show high proportions of managers lacking this instrument of personnel management totally or exercising this instrument for so many staff relatively remote from their real control that it throws doubt on the meaning of the document as a record, let alone as an active management tool.

ACR completion is currently a routine, occasionally punitive, activity. It has a potential to be a moment of review of progress and planning career development between manager and subordinate. While right of appeal against inaccuracy needs to be built into the ACR process, it should be the rule that ACRs are completed by line managers for their immediate subordinates in the first instance.

6.8 Most Important Documents (see Table 6.7)

The initial aim was to distinguish "blueprint" strategic documents, regulations, management tools (financial and physical progress), and informal unstandardised written communications. A desirable pattern of a particular tier would show a mixture of documents with a balance between more passive and more active documents. Within the active documents, it would be hoped that outlets would be more concerned with physical than financial performance.

By these standards, there is a definite division between the concern with the blueprint/regulatory documents in the top three tiers and the concern with active management documents at DPWO and outlet MO and FWW/C levels. More concern with the active management documents at the higher levels may be required, but this relates to the wider question of performance targeting and adjustment which will be covered in section 6.10 of this chapter. Financial responsibility appears to weigh most heavily at DPWO level and the outlets are appropriately more concerned with physical performance.

The discussion of Diary responses in the next chapter will also throw considerable light on this issue.

The overall pattern of responses by DDPWOs is complicated by the reporting of publicity material by DDPWO (other). Again, after allowing for this aspect, overall the balance of responses by the two types of DDPWOs appears satisfactory. Currently, reconciliation on paper of strategic objectives and immediate local experience, and physical and financial objectives appears to occur at District Office level.

6.9 Major Obstacles (see Table 6.8)

This question sought responses in terms of the work of the respondents. The coding related to topics not to precise content. For instance, both shortage of staff and indiscipline of staff would be coded under "personnel". The Management Audit Survey aims to see how far common types of obstacles are perceived at all levels and the balance between types of obstacles between tiers.

One shared concern is finance. However, the concern at the top levels is more with the total finance being made available for the programme, while at lower levels the concern is more with the disbursement of the available finance. The second concern is directly related to the whole financial basis of the programme not being regularised into the recurrent (Revenue) budget. It is possible that the first concern might also be relieved by the programme being treated more seriously in terms of budgetary status.

A common concern with personnel also appears to exist. At all levels the concern is more with quality and performance than the numbers of staff. Delegated powers and ACR responsibilities within the programme can be reformed to improve this situation. But the inability to meritocratically recruit or effectively discipline staff is a much more important and fundamental issue. It is vital to recognise that an effective programme cannot be based on recruitment by political nomination and protection from disciplinary action by political patronage.

Other concerns are not shared. The most critical gap is that frequent expressions of concern among FWW/Cs and MOs about the physical resources required for the programme to function receive so little reflection at higher management levels. MOs are

less concerned with consumables than FWW/Cs as MOs are more concerned with contraceptive surgery than provision of contraceptives, but even they show a significant concern about consumables in addition to an acute concern about equipment. Clearly, there is a strong indication that insufficient senior staff are sufficiently directly concerned about the basic functions of the programme.

The concern about outreach at the most senior level Grade 20 or above finds muted reflection at DPWO and DDPWO (Other) levels but does not seem a strong concern at outlet level suggesting a lack of community opposition to the outreach actually being attempted. A high proportion of other managerial jobs appear to be inward, organisation-centred rather than outreach-oriented.

Finally, widespread lack of confidence in the whole organisation of the programme exists in four management tiers. The District Offices show substantial alienation with more than 20 per cent of responses by all three tiers in these offices being in this category. Staff in District Offices clearly feel they are not being allowed to fulfill their potential under the existing organisation.

6.10 Planning and Budget Roles (see Table 6.9)

It is commonplace in the management and development literature to read that people are motivated to perform better if they have been involved in the setting of objectives and targets. Also the objectives and targets are more likely to be achievable if they have involved people with knowledge of the situation on the ground.

The Population Programme Organization does not involve most of its managers in the physical or budgetary planning process. Even the involvement of senior managers is patchy and is primarily concerned with providing information rather than target-setting (for instance, the DDPWO (Admin) level positive responses). The alienation of the District Offices recorded in the responses to the "Obstacles" question undoubtedly is related to the mechanical "top-down" approach to target-setting. Questions on the whole management style are raised by these responses and how to achieve a more functional balance between national objectives and local sensitivity.

6.11 Management Training and Skills (see Table 6.10)

Respondents (especially MOs) found these questions very difficult to answer as they found it impossible to distinguish management training and skills from professional/technical and administrative training and skills. Even the relatively large numbers of higher level officers who claimed to have had specialist management training found it difficult to describe their general management approach in terms of conventional management techniques language.

Considerable resources appear to have been put into management training in the tiers of Federal office Grade 19 and below and Provincial office Grade 19 and below. However, the responses to earlier questions in the interview schedule indicate that these tiers have little room to exercise genuine managerial skills in delegated decision-making to achieve significant objectives.

The confusion over what constitutes management as a distinctive area of knowledge was revealed when respondents were asked to name their management methods and/or techniques. Of those who responded, the majority did so in terms of following Government regulations and record/book-keeping. There is a smattering of management knowledge in the programme organisation but, judging by responses to this question, nothing should be assumed in the designing of management training material.

6.12 Comparison of Responses Between Urban FWW/Cs and Rural FWW/Cs

The stratification and size of the FWW/C tier sub-sample was designed to allow comparisons to be made between urban/semi-urban and rural groups. The final sub-sample had 95 urban/semi-urban FWW/Cs and 94 rural FWW/Cs. Tables 6.11 to 6.20 show these comparisons for all interview schedule questions in percentage form. The conclusions can be summarised briefly as few significant differences were observed:

- (i) Table 6.11: there appears to be no significant difference in the distribution of years of taking up appointment;
- (ii) Table 6.12: rural FWW/Cs show a greater concern with meeting clients' needs as an objective, a rational response to having to work in a more hostile cultural environment;

- (iii) **Table 6.13: rural FWW/Cs stress community/client contacts more and generally appear to feel to have a slightly greater autonomy;**
- (iv) **Table 6.14: perhaps again a general slightly greater level of autonomy for rural FWW/Cs in reporting more delegated powers;**
- (v) **Table 6.15: rural FWW/Cs appear to place a high evaluation on their subordinates and less on community contacts, again possibly a response to more hostile surrounding environment. No significant difference in low valuation of superiors despite the greater ease of supportive supervision in urban areas;**
- (vi) **Table 6.16: another indication of slightly greater rural FWW/Cs autonomy in completing ACRs for Family Welfare Centre staff;**
- (vii) **Table 6.17: no significant difference in valuation of documents;**
- (viii) **Table 6.18: no significant differences in obstacles with no apparent advantages for urban FWW/Cs in access to physical programme inputs or special problems for rural FWW/Cs in mobility;**
- (ix) **Table 6.19: identical experiences of total exclusion from target-setting and budget discussions;**
- (x) **Table 6.20: these responses reflect the general confusion over defining management as a distinctive area of knowledge, urban FWW/Cs claim a slightly higher level of management training while rural FWW/Cs show a slightly greater awareness of very broadly defined management skills.**

Nowhere does a strong difference emerge in the responses of urban and rural FWW/Cs. Such differences as do exist suggest slightly greater autonomy for rural FWW/Cs working in a slightly more difficult cultural environment. The recent training in management informed by functional task analysis appears to have been successful in creating a uniformly, relatively high standard of positive managerial awareness among the FWW/C tier, reinforcing the careful technical/professional induction training given to these staff in RTIs.

TABLE 6.1

YEAR OF TAKING UP POSITION

Tier/Level	1965-69	70-74	75-79	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	TOTAL
GRADE 20+	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	2 18.2%	0 0.0%	0 0.0%	2 18.2%	2 18.2%	3 27.3%	2 18.2%	11 100.0%
FED < OR = 19	0 0.0%	4 10.5%	4 10.5%	1 2.6%	0 0.0%	0 0.0%	2 5.3%	5 13.2%	5 13.2%	5 13.2%	2 5.3%	6 15.8%	4 10.5%	38 100.0%
PROV < OR = 19	0 0.0%	1 2.6%	3 7.7%	0 0.0%	0 0.0%	2 5.1%	1 2.6%	0 0.0%	6 15.4%	4 10.3%	8 20.5%	9 23.1%	5 12.8%	39 100.0%
MEDICAL OFFICER	1 3.6%	3 10.7%	2 7.1%	0 0.0%	1 3.6%	3 10.7%	0 0.0%	1 3.6%	0 0.0%	3 10.7%	2 7.1%	12 42.9%	0 0.0%	28 100.0%
DPWO	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 3.0%	0 0.0%	3 9.1%	7 21.2%	6 18.2%	8 24.2%	8 24.2%	33 100.0%
DDPWO (ADMN)	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 3.7%	0 0.0%	0 0.0%	1 3.7%	2 7.4%	12 44.4%	2 7.4%	3 11.1%	6 22.2%	27 100.0%
DDPWO (OTHER)	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 4.5%	3 13.6%	0 0.0%	4 18.2%	3 13.6%	4 18.2%	7 31.8%	22 100.0%
FWW/FWC	3 1.6%	3 1.6%	20 10.6%	3 1.6%	8 4.2%	14 7.4%	9 4.8%	19 10.1%	20 10.6%	29 15.3%	30 15.9%	11 5.8%	20 10.6%	189 100.0%

Source: Management Audit Survey, 1989.

Note: Due to rounding, row percentages may not sum precisely to 100.0%

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TABLE 6.2

OBJECTIVES

Tier/Level	None	Birth Averted	Contraceptive Delivery	Client's Needs	Superior's Requirements	Financial	Other	Total
GRADE 20+	0 0.0%	3 13.6%	3 13.6%	3 13.6%	10 45.5%	3 13.6%	0 0.0%	22 100.0%
FED < OR = 19	3 3.9%	8 10.5%	15 19.7%	4 5.3%	41 53.9%	5 6.6%	0 0.0%	76 100.0%
PROV < OR = 19	7 9.0%	13 16.7%	10 12.8%	5 6.4%	35 44.9%	5 6.4%	3 3.8%	78 100.0%
MEDICAL OFFICER	2 3.6%	12 21.4%	20 35.7%	15 26.8%	7 12.5%	0 0.0%	0 0.0%	56 100.0%
DPWO	3 4.5%	21 31.8%	22 33.3%	4 6.1%	15 22.7%	0 0.0%	1 1.5%	66 100.0%
DDPWO (ADMN)	4 7.4%	16 29.6%	8 14.8%	3 5.6%	22 40.7%	0 0.0%	1 1.9%	54 100.0%
DDPWO (OTHER)	3 6.2%	9 18.8%	20 41.7%	3 6.2%	13 27.1%	0 0.0%	0 0.0%	48 100.0%
FWW/FWC	15 4.0%	107 28.3%	102 27.0%	148 39.2%	6 1.6%	0 0.0%	0 0.0%	378 100.0%

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Source: Management Audit Survey, 1989.

Note 1: Each respondent was allowed two responses, therefore number of observations is twice the number of interviews.

Note 2: Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.3

DECISIONS MADE

<u>Tier/Level</u>	Financial	Personnel	Stocks of Consumables	Equip-ment/ Accommo- dation/IUD Camps	GOP Contacts	NGO Contacts	Political Contacts	Communi- ty/Client Contacts	Admin/ Planning	None	Total
GRADE 20 +	3 13.6%	5 22.7%	2 9.1%	0 0.0%	3 13.6%	0 0.0%	2 9.1%	1 4.5%	1 4.5%	5 22.7%	22 100.0%
FED < OR = 19	6 7.9%	7 9.2%	3 3.9%	1 1.3%	8 10.5%	5 6.6%	0 0.0%	3 3.9%	5 6.6%	38 50.0%	76 100.0%
PROV < OR = 19	2 2.6%	6 7.7%	2 2.6%	4 5.1%	1 1.3%	1 1.3%	0 0.0%	1 1.3%	1 1.3%	60 76.9%	78 100.0%
MEDICAL OFFICER	5 8.9%	7 12.5%	2 3.6%	3 5.4%	3 5.4%	0 0.0%	0 0.0%	15 26.8%	2 3.6%	19 33.9%	56 100.0%
DPWO	9 13.6%	30 45.5%	6 9.1%	3 4.5%	1 1.5%	1 1.5%	2 3.0%	6 9.1%	6 9.1%	2 3.0%	66 100.0%
DDPWO (ADMN)	0 0.0%	16 29.6%	3 5.6%	2 3.7%	2 3.7%	2 3.7%	1 1.9%	3 5.6%	4 7.4%	21 38.9%	54 100.0%
DDPWO (OTHER)	2 4.3%	4 8.5%	2 4.3%	0 0.0%	0 0.0%	2 4.3%	1 2.1%	12 25.5%	2 4.3%	22 46.8%	47 100.0%
FWW/FWC	4 1.1%	30 7.9%	4 1.1%	12 3.2%	7 1.9%	3 0.8%	6 1.6%	223 59.0%	45 11.9%	44 11.6%	378 100.0%

Source: Management Audit Survey, 1989.

Note 1: Each respondent was allowed two responses, therefore number of observations is twice the number of interviews.

Note 2: Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.4

NUMBER OF DELEGATED POWERS

Tier/Level	None	1	2	3	4	5	6	7-9	All	Unclassified	Total
GRADE 20+	0 0.0%	3 27.3%	1 9.1%	3 27.3%	0 0.0%	0 0.0%	0 0.0%	1 9.1%	3 27.3%	0 0.0%	11 100.0%
FED < OR = 19	11 28.9%	9 23.7%	3 7.9%	5 13.2%	2 5.3%	0 0.0%	4 10.5%	3 7.9%	1 2.6%	0 0.0%	38 100.0%
PROV < OR = 19	23 59.0%	11 28.2%	2 5.1%	1 2.6%	1 2.6%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 2.6%	39 100.0%
MEDICAL OFFICER	3 12.5%	6 25.0%	9 37.5%	1 4.2%	3 12.5%	1 4.2%	0 0.0%	0 0.0%	0 0.0%	1 4.2%	24 100.0%
DPWO	3 9.1%	4 12.1%	9 27.3%	4 12.1%	5 15.2%	5 15.2%	0 0.0%	0 0.0%	3 9.1%	0 0.0%	33 100.0%
DDPWO (ADMN)	13 48.1%	8 29.6%	5 18.5%	1 3.7%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	27 100.0%
DDPWO (OTHER)	20 83.3%	3 12.5%	1 4.2%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	24 100.0%
FWW/FWC	75 39.7%	84 44.4%	25 13.2%	4 2.1%	1 0.5%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	189 100.0%

Source: Management Audit Survey, 1989.

Note: Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.5
IMPORTANT PEOPLE

Tier/Level	No One	Immediate Superior	Immediate Sub-ordinate	Other Superior	Other Sub-ordinate	Equal Rank in Programme	Other GOP	NGO	Opinion Leader	Member of Public	Total
GRADE 20+	3 13.6%	5 22.7%	5 22.7%	3 13.6%	0 0.0%	1 4.5%	2 9.1%	0 0.0%	2 9.1%	1 4.5%	22 100.0%
FED < OR = 19	2 2.6%	22 28.9%	20 26.3%	18 23.7%	4 5.3%	2 2.6%	6 7.9%	1 1.3%	0 0.0%	1 1.3%	76 100.0%
PROV < OR = 19	10 12.8%	31 39.7%	16 20.5%	8 10.3%	4 5.1%	6 7.7%	1 1.3%	0 0.0%	1 1.3%	1 1.3%	78 100.0%
MEDICAL OFFICER	0 0.0%	7 12.5%	18 32.1%	9 16.1%	10 17.9%	1 1.8%	11 19.6%	0 0.0%	0 0.0%	0 0.0%	56 100.0%
DPWO	1 1.5%	16 24.2%	20 30.3%	7 10.6%	5 7.6%	3 4.5%	3 4.5%	2 3.0%	7 10.6%	2 3.0%	66 100.0%
DDPWO (ADMN)	1 1.9%	17 31.5%	19 35.2%	2 3.7%	6 11.1%	1 1.9%	2 3.7%	0 0.0%	4 7.4%	2 3.7%	54 100.0%
DDPWO (OTHER)	2 4.2%	12 25.0%	7 14.6%	2 4.2%	1 2.1%	0 0.0%	2 4.2%	2 4.2%	15 31.2%	5 10.4%	48 100.0%
FWW/FWC	3 0.8%	38 10.1%	214 56.6%	18 4.8%	3 0.8%	1 0.3%	11 2.9%	1 0.3%	23 6.1%	66 17.5%	378 100.0%

Source: Management Audit Survey, 1989.

Note 1: Each respondent was allowed two responses, therefore number of observations is twice the number of interviews.

Note 2: Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.6
NUMBER OF ACRs COMPLETED

Tier/Level	0	1	2	3	4	5	6	7	8	9	>9	Unclear Res- ponse	Total
GRADE 20+	0 0.0%	0 0.0%	1 9.1%	0 0.0%	2 18.2%	3 27.3%	1 9.1%	1 9.1%	0 0.0%	0 0.0%	2 18.2%	1 9.1%	11 100.0%
FED < OR = 19	3 7.9%	0 0.0%	6 15.8%	7 18.4%	2 5.3%	4 10.5%	3 7.9%	2 5.3%	1 2.6%	1 2.6%	9 23.7%	0 0.0%	38 100.0%
PROV < OR = 19	4 10.3%	3 7.7%	7 17.9%	6 15.4%	8 20.5%	5 12.8%	1 2.6%	0 0.0%	0 0.0%	0 0.0%	5 12.8%	0 0.0%	39 100.0%
MEDICAL OFFICER	10 35.7%	0 0.0%	0 0.0%	0 0.0%	2 7.1%	0 0.0%	2 7.1%	1 3.6%	3 10.7%	1 3.6%	7 25.0%	2 7.1%	28 100.0%
DPWO	0 0.0%	1 3.0%	4 12.1%	2 6.1%	3 9.1%	3 9.1%	1 3.0%	1 3.0%	0 0.0%	1 3.0%	17 51.5%	0 0.0%	33 100.0%
DDPWO (ADMN)	6 22.2%	1 3.7%	0 0.0%	0 0.0%	1 3.7%	1 3.7%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	18 66.7%	0 0.0%	27 100.0%
DDPWO (OTHER)	17 70.8%	2 8.3%	2 8.3%	1 4.2%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	2 8.3%	0 0.0%	24 100.0%
FWW/FWC	96 50.8%	4 2.1%	69 36.5%	2 1.1%	18 9.5%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	189 100.0%

Source: Management Audit Survey, 1989.

Note: Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.7

MOST IMPORTANT DOCUMENTS

Tier/Level	Strategy	Regulation	Statistical Report	Finance	Manual	Correspondence	Other	None	Total
GRADE 20 +	12 54.5%	0 0.0%	2 9.1%	2 9.1%	3 13.6%	1 4.5%	0 0.0%	2 9.1%	22 100.0%
FED < OR = 19	46 60.5%	0 0.0%	14 18.4%	2 2.6%	9 11.8%	1 1.3%	2 2.6%	2 2.6%	76 100.0%
PROV < OR = 19	44 56.4%	0 0.0%	18 23.1%	2 2.6%	3 3.8%	4 5.1%	0 0.0%	7 9.0%	78 100.0%
MEDICAL OFFICER	0 0.0%	0 0.0%	34 60.7%	11 19.6%	0 0.0%	0 0.0%	7 12.5%	4 7.1%	56 100.0%
DPWO	10 15.2%	0 0.0%	30 45.5%	16 24.2%	3 4.5%	0 0.0%	3 4.5%	4 6.1%	66 100.0%
DDPWO (ADMN)	17 31.5%	1 1.9%	16 29.6%	1 1.9%	4 7.4%	0 0.0%	2 3.7%	13 24.1%	54 100.0%
DDPWO (OTHER)	5 10.4%	0 0.0%	16 33.3%	2 4.2%	15 31.3%	2 4.2%	5 10.4%	3 6.3%	48 100.0%
FWW/FWC	1 0.3%	0 0.0%	331 87.6%	18 4.8%	10 2.6%	3 0.8%	9 2.4%	6 1.6%	378 100.0%

Source: Management Audit Survey, 1989.

Note 1: Each respondent was allowed two responses, therefore number of observations is twice the number of interviews.

Note 2: Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.8
MAJOR OBSTACLES

<u>Tier/Level</u>	None	Financial	Personnel	Shortage of Consum- ables	Equip- ment/ Accommo- dation/ Transport	Contacts with other State Organisa- tion	Contacts with		Contacts with wider Communi- ty	The Organisation of the Programme	Total
							NGOs	Politicians			
GRADE 20 +	0 0.0%	7 31.8%	7 31.8%	0 0.0%	2 9.1%	1 4.5%	0 0.0%	1 4.5%	4 18.2%	0 0.0%	22 100.0%
FED < OR = 19	5 6.6%	11 14.5%	27 35.5%	3 3.9%	9 11.8%	2 2.6%	3 3.9%	2 2.6%	0 0.0%	14 18.4%	76 100.0%
PROV < OR + 19	11 14.1%	20 25.6%	24 30.8%	1 1.3%	5 6.4%	3 3.8%	0 0.0%	4 5.1%	2 2.6%	8 10.3%	78 100.0%
MEDICAL OFFICER	6 10.7%	13 23.2%	14 25.0%	4 7.1%	11 19.6%	2 3.6%	2 3.6%	0 0.0%	3 5.4%	1 1.8%	56 100.0%
DPWO	1 1.5%	20 30.3%	10 15.2%	5 7.6%	2 3.0%	3 4.5%	0 0.0%	4 6.1%	6 9.1%	15 22.7%	66 100.0%
DDPWO (ADMN)	7 13.0%	11 20.4%	10 18.5%	1 1.8%	6 11.1%	1 1.8%	0 0.0%	3 5.6%	2 3.7%	13 24.1%	54 100.0%
DDPWO (OTHER)	3 6.4%	11 23.4%	8 17.0%	0 0.0%	7 14.9%	1 2.1%	0 0.0%	1 2.1%	5 10.6%	11 23.4%	47 100.0%
FWW/FWC	28 7.4%	71 18.8%	49 13.0%	77 20.4%	87 23.0%	2 0.5%	1 0.3%	1 0.3%	26 6.9%	36 9.5%	378 100.0%

Source: Management Audit Survey, 1989.

Note 1: Each respondent was allowed two responses, therefore number of observations is twice the number of interviews.

Note 2: Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.9

PLANNING ROLE AND BUDGET ROLE

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Tier/Level	PLANNING ROLE					BUDGET ROLE				
	None	Formal	Marginal	In-formal	Total	None	Formal	Marginal	In-formal	Total
GRADE 20+	0 0.0%	10 90.9%	1 9.1%	0 0.0%	11 100.0%	0 0.0%	10 90.9%	1 9.1%	0 0.0%	11 100.0%
FED < OR = 19	15 39.5%	21 55.3%	2 5.3%	0 0.0%	38 100.0%	15 39.5%	23 60.5%	0 0.0%	0 0.0%	38 100.0%
PROV < OR + 19	17 43.6%	18 46.2%	4 10.3%	0 0.0%	39 100.0%	19 48.7%	16 41.0%	4 10.3%	0 0.0%	39 100.0%
MEDICAL OFFICER	26 92.9%	0 0.0%	1 3.6%	1 3.6%	28 100.0%	27 96.4%	0 0.0%	1 3.6%	0 0.0%	28 100.0%
DPWO	31 93.9%	1 3.0%	1 3.0%	0 0.0%	33 100.0%	22 66.7%	4 12.1%	6 18.2%	1 3.0%	33 100.0%
DDPWO (ADMN)	24 88.9%	2 7.4%	1 3.7%	0 0.0%	27 100.0%	22 81.5%	3 11.1%	2 7.4%	0 0.0%	27 100.0%
DDPWO (OTHER)	24 100.0%	0 0.0%	0 0.0%	0 0.0%	24 100.0%	24 100.0%	0 0.0%	0 0.0%	0 0.0%	24 100.0%
FWW/FWC	189 100.0%	0 0.0%	0 0.0%	0 0.0%	189 100.0%	189 100.0%	0 0.0%	0 0.0%	0 0.0%	189 100.0%

Source: Management Audit Study Survey, 1989.

Note: Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.10

MANAGEMENT TRAINING AND MANAGEMENT SKILLS

Tier/Level	TRAINING					SKILLS			
	Special Course 1 month or more	Part of Non Prog. Course	Part of Prog. Course	None	Total	Admin	Management	None	Total
GRADE 20 +	7 63.6%	3 27.3%	0 0.0%	1 9.1%	11 100.0%	11 100.0%	0 0.0%	0 0.0%	11 100.0%
FED < OR = 19	16 42.1%	17 44.7%	5 13.2%	0 0.0%	38 100.0%	22 57.9%	8 21.1%	8 21.1%	38 100.0%
PROV < OR = 19	16 41.0%	15 38.5%	6 15.4%	2 5.1%	39 100.0%	30 76.9%	5 12.8%	4 10.3%	39 100.0%
MEDICAL OFFICER	1 3.6%	7 25.0%	6 21.4%	14 50.0%	28 100.0%	10 35.7%	0 0.0%	18 64.3%	28 100.0%
DFWO	4 12.1%	12 36.4%	15 45.5%	2 6.1%	33 100.0%	27 81.8%	2 6.1%	4 12.1%	33 100.0%
DDPWO (ADMN)	2 7.4%	2 7.4%	19 70.4%	4 14.8%	27 100.0%	21 77.8%	3 11.1%	3 11.1%	27 100.0%
DDPWO (OTHER)	7 29.2%	0 0.0%	15 62.5%	2 8.3%	24 100.0%	18 75.0%	2 8.3%	4 16.7%	24 100.0%
FWW/FWC	0 0.0%	2 1.1%	173 91.5%	14 7.4%	189 77.5%	149 78.8%	18 9.5%	22 11.6%	189 100.0%

Source: Management Audit Survey, 1989.

Note: Due to rounding, row percentage may not sum precisely to 100.0%.
One non-response to management training.

TABLE 6.11

YEAR OF TAKING UP POSITION

	1965-69	70-74	75-79	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	Total
FWW/C (Urban)	2.1%	2.1%	10.5%	1.1%	3.2%	7.4%	7.4%	10.5%	8.4%	13.7%	14.7%	7.4%	11.6%	100.0%
FWW/C (Rural)	1.1%	1.1%	10.8%	2.2%	5.4%	7.5%	1.1%	9.7%	12.9%	17.2%	17.2%	4.3%	9.7%	100.0%

Source: Management Audit Survey, 1989.

Note: Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.12

OBJECTIVES

	None	Birth Averted	Contraceptive Delivery	Client's Needs	Superior's Requirements	Financial	Other	Total
FWW/C (Urban)	5.8%	31.1%	24.7%	35.8%	2.6%	0.0%	0.0%	100.0%
FWW/C (Rural)	2.2%	25.3%	29.6%	42.5%	0.5%	0.0%	0.0%	100.0%

Source: Management Audit Survey, 1989.

Note 1: Each respondent was allowed two responses, therefore number of observations is twice the number of interviews.

Note 2: Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.13

DECISIONS MADE

	Financial	Personnel	Stocks of Con- sumables	Equip- ment/ Accommo- dation/ IUD Camps	GOP Contacts	NGO Contacts	Political Contacts	Communi- ty/Client Contacts	Admin/ Planning	None	Total
FWW/C (Urban)	1.6%	9.5%	1.6%	3.7%	2.6%	1.6%	1.6%	54.7%	8.4%	14.7%	100.0%
FWW/C (Rural)	0.5%	5.9%	0.5%	2.7%	1.1%	0.0%	1.6%	63.4%	15.6%	8.6%	100.0%

Source: Management Audit Survey, 1989.

Note 1: Each respondent was allowed two responses, therefore number of observations is twice the number of interviews.

Note 2: Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.14

NUMBER OF DELEGATED POWERS

	None	1	2	3	4	5	6	7-9	All	Unclassi- fied	Total
FWW/C (Urban)	46.3%	30.5%	18.9%	3.2%	1.1%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
FWW/C (Rural)	33.3%	59.1%	6.5%	1.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%

Source: Management Audit Survey, 1989.

Note: Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.15
IMPORTANT PEOPLE

	No One	Immediate Superior	Immediate Subordinate	Other Superior	Other Subordinate	Equal Rank in Programme	Other GOP	NGO	Opinion Leader	Member of Public	Total
FWW/C (Urban)	0.5%	10.5%	46.8%	4.2%	1.6%	0.5%	4.7%	0.5%	7.9%	22.6%	100.0%
FWW/C (Rural)	1.0%	9.1%	66.7%	5.4%	0.0%	0.0%	1.1%	0.0%	4.3%	12.4%	100.0%

Source: Management Audit Survey, 1989.

Note 1: Each respondent was allowed two responses, therefore number of observations is twice the number of interviews.

Note 2: Due to rounding, row percentages may not sum precisely to 100.0%.

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TABLE 6.16
NUMBER OF ACRs COMPLETED

	0	1	2	3	4	5	6	7	8	9	> 9	Unclear Response	Total
FWW/C (Urban)	54.7%	2.1%	41.1%	0.0%	2.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
FWW/C (Rural)	46.2%	2.2%	32.3%	2.2%	17.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%

Source: Management Audit Survey, 1989.

Note : Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.17
MOST IMPORTANT DOCUMENTS

	Strategy	Regulation	Statistics	Finance	Manual	Correspondence	Other	None	Total
FWW/C (Urban)	0.0%	0.0%	85.8%	4.7%	2.6%	0.5%	4.7%	1.6%	100.0%
FWW/C (Rural)	0.5%	0.0%	89.2%	4.8%	2.7%	1.1%	0.0%	1.6%	100.0%

Source: Management Audit Survey, 1989.

Note 1: Each respondent was allowed two responses, therefore number of observations is twice the number of interviews.

Note 2: Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.18
MAJOR OBSTACLES

	None	Financial	Personnel	Shortage of Consumables	Equipment/Accommodation Transport	Contacts with other State Organisations	Contacts with NGOs	Contacts with Politicians	Contacts with Wider Community	The Organisation of the Programme	Total
FWW/C (Urban)	8.4%	17.4%	10.0%	19.5%	24.2%	1.1%	0.0%	0.5%	7.4%	11.6%	100.0%
FWW/C (Rural)	5.9%	20.4%	16.1%	21.5%	21.5%	0.0%	0.5%	0.0%	6.5%	7.5%	100.0%

Source: Management Audit Survey, 1989.

Note 1: Each respondent was allowed two responses, therefore number of observations is twice the number of interviews.

Note 2: Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.19
PLANNING ROLE AND BUDGET ROLE

	PLANNING ROLE					BUDGET ROLE				
	None	Formal	Formal Marginal	Informal	Total	None	Formal	Formal Marginal	Informal	Total
FWW/C (Urban)	100.0%	0.0%	0.0%	0.0%	100.0%	100.0%	0.0%	0.0%	0.0%	100.0%
FWW/C (Rural)	100.0%	0.0%	0.0%	0.0%	100.0%	100.0%	0.0%	0.0%	0.0%	100.0%

Source: Management Audit Survey, 1989.

Note: Due to rounding, row percentages may not sum precisely to 100.0%.

TABLE 6.20
MANAGEMENT TRAINING AND MANAGEMENT SKILLS

	TRAINING					SKILLS			
	Special Course More than 1 Month	Part of Non-Prog. Course	Part of Prog. Course	None	Total	Admin	Management	None	Total
FWW/C (Urban)	0.0%	2.1%	92.6%	5.3%	100.0%	81.0%	6.3%	12.6%	100.0%
FWW/C (Rural)	0.0%	0.0%	90.3%	9.7%	100.0%	76.3%	12.9%	10.8%	100.0%

Source: Management Audit Survey, 1989.

Note: Due to rounding, row percentages may not sum precisely to 100.0%.

CHAPTER 7

ANALYSIS BY MANAGEMENT TIERS USING THE DIARY RESPONSES

7.1 Introduction

The previous chapter used the Interview Schedules to take an overview of the whole Programme organisation. This chapter will examine each management tier separately using the Diary responses while bearing in mind the Interview Schedule results.

It is important to note that the Diaries were not submitted by all Interview Schedule respondents and that even those submitted were frequently incomplete in terms of number of items or coding within items. Like all attempts at remote sensing, the Diaries are subject to greater sampling, measurement and interpretation errors than the more direct observations in the Interview Schedules. The strength of the Diaries lies in the quantity and range of observations that can be obtained in a cost-effective manner with respect to survey data collection costs.

To analyse the Diaries, a sub-set of 41 tabulation and cross-tabulation statistics were chosen from the 1000 potentially available. The 41 were selected for their Management Audit significance, frequency of occurrence, and their aggregate coverage of the whole range of items in the Diaries. A reader with experience of interpreting complex tabulations should be able to draw additional implications from Tables 7.1 to 7.9 at the end of this chapter to those selected for discussion below.

The structure of the Diary summaries is shown in Table 7.1. All reporting is in terms of percentages. The items reported in the cells on the diagonal are drawn from the simple frequency distributions for individual variables:

Source: three items have been selected to show the balance of information flows into a management tier form above, below and from outside the Programme; significant percentages of responses are expected for all three categories.

Form: four items have been selected, significant use of active management documents (physical and financial reports) is expected.

Ranking: due to number of items reported per week frequently being less than ten, there is a bias towards higher rankings being reported. To control for this bias and allow comparison of higher ranked as against lower ranked items, either items ranked 1 to 2 or ranked 1 to 3 were selected to divide the total items into roughly two equal parts. The percentage reported in this cell shows the proportion of items in the higher ranks. This statistic means nothing in itself but is important for interpreting cross-tabulations involving this variable.

Action: three statistics are reported to indicate the degree of direct decision-making; a significant percentage of immediate resource reallocation responses are expected.

Effectiveness: the proportion of immediately and totally effective action responses are reported as a percentage of all responses showing any level of effectiveness. This is used as an indication of morale and is expected to be high.

Off the diagonal of the summaries, cross-tabulation statistics are reported:

Source/Form: two statistics are reported to indicate the degree of formal and informal contact with subordinates as percentage of all subordinate contacts. Significant responses in both categories are expected.

Source/Ranking: three statistics are reported indicating the relative importance given to contacts with superiors, subordinates and people outside the programme.

Source/Action: three statistics are reported indicating the extent to which the tier is merely passing information up and down the organisation, and how far the tier is taking resource allocation decisions.

Source/Effectiveness: three statistics are reported indicating the confidence associated with actions resulting from information received from superiors, subordinates and from outside the programme. As a change agency, a high level of effectiveness in dealing with people from outside the programme is expected.

Form/Ranking: four statistics are reported indicating the relative importance of information received in four forms. High ranking of active management documents (physical and financial performance reports) is expected.

Form/Action: three statistics are reported. The first two indicate the handling of active management documents with the expectation of significant immediate resource allocation. The third is concerned with the possible over-involvement of managers in handling informal contacts which could be handled directly by subordinates.

Form/Effectiveness: three statistics are reported. These indicate degree of confidence in dealing with various forms of information. A relatively high degree of confidence in effectiveness in dealing with active management documents is expected.

Ranking/Action: three statistics are reported relating to ranking of immediate resource allocation decision, references to superiors, and references to subordinates. It is expected that the ranking items referred to superiors should be higher than resource allocation within the tier, which should in turn be higher than items referred to subordinates.

Ranking/Effectiveness: one statistic is reported. It is expected that immediately and totally effective actions should be associated with more important, and thus highly ranked items.

Action/Effectiveness: four statistics are reported to indicate the degree of confidence in actions taken with respect to immediate resource allocation, references to superiors and subordinates, and references outside the manager's section. It is expected that confidence in references to superiors and subordinates will be high and equal if organisation morale is high.

In interpreting the Diary responses for the eight management tiers, only the statistics indicating significant conclusions for the Management Audit will be discussed in the text.

7.2 Grade 20 and Above Management Tier (see Table 7.2)

The Interview Schedule results were generally positive for this tier, apart from showing too high a level of turnover, lack of concern with the management of the physical aspects of the Programme, and an over-concern with strategic blueprints rather than active management documents.

The Diary responses reveal a low level of information sources from outside the Programme (12.8 per cent). This source is not valued more highly than in-Programme source and such items are heavily referred to subordinates though with a high sense of effectiveness (76.7 per cent immediately and totally effective compared to 64.3 per cent overall).

Information does come as frequently in the form of management documents as strategic blueprints (16.8 per cent as against 15.3 per cent) but the strategic blueprints receive a higher ranking (50.0 per cent ranked 1 to 3 compared to 35.7 per cent). Management documents result infrequently in direct resource allocation (23.8 per cent) but do attract a strong sense of effectiveness (70.0 per cent) immediately and totally effective compared to 64.3 per cent overall). In general, decisions to directly reallocate resources only account for a relatively small proportion of actions (17.7 per cent).

The pattern of Diary responses for management tier Grade 20 or above gives no great cause for Management audit concern. A greater emphasis on outreach, active management documents, and immediate resource allocation decisions would be desirable using time released by more fully delegating informal contacts which are currently unnecessarily seen before being referred to subordinates (53.8 per cent of all informal contacts).

7.3 Federal Officers of Grade 19 and Below Management Tier (see Table 7.3)

The Interview Schedule results for this tier gave considerable cause for concern. The responses did not generally suggest active managers with effective decision-making powers.

The orientation towards superiors is present in the Diary responses (41.0 per cent of sources of information and 31.7 per cent of actions involve superiors) but superiors as a reference for action are not highly valued in terms of ranking (70.6 per cent ranked 1 to 3 compared with 78.0 per cent overall). Items acted upon directly (91.9 per cent) or referred to subordinates (77.9 per cent) are proportionately higher ranked than those referred to superiors. Sources from outside the Programme, though relatively few in number (12.8 per cent), are ranked highly (53.6 per cent ranked 1 to 3 compared to 43.1 per cent overall).

Management documents account for a moderate flow of information into the tier (17.9 per cent), are highly ranked (67.9 per cent ranked 1 to 3) and action taken on them is regarded as effective (81.5 per cent immediately and totally effective). Also immediate resource reallocation is significant (21.1 per cent) and items acted on directly are highly ranked (71.2 per cent ranked 1 to 3). The Interview Schedule impression that this tier is lubricating the organisation rather than actively engaged in running the organisation is qualified by the Diary responses.

Overall, the Interview Schedule results suggested a slightly more negative image than the Diary responses. The MPW Grade 19 and below tier does feel it is effective in what it is doing, but it is involved more in servicing higher grades than active line management. A thorough internal review, involving the affected officers themselves is recommended leading to reorganisation of this tier in terms of responsibilities and job content to make better use of the skill and experience of these officers.

7.4 Provincial Office Officers of Grade 19 And Below Management Tier (see Table 7.4)

This tier gave the greatest reason for concern in the analysis of Interview Schedule responses. This tier showed low involvement in achieving programme objectives, low decision-making, and high sense of the Programme being badly organised as a major obstacle to performance.

Part of this negative image is reflected in the diary responses. The overall feeling of effectiveness is the lowest for any tier (62.5 per cent immediately and totally effective). This tier has the highest proportion of actions consisting of passing information from a subordinate to a superior (28.6 per cent), and a low opinion of the effectiveness of reference to a superior (50.5 per cent immediately and totally effective compared to 62.5 per cent overall). Management documents only constitute a small proportion of forms of information (10.2 per cent) and only a small proportion of these items result in direct resource reallocation (17.6 per cent).

On the more positive side, immediate resource allocation is a relatively high proportion of all actions (25.6 per cent) and is ranked highly (69.2 per cent ranked 1 to 3 compared to 62.5 per cent overall). Also, although there is relatively little contact with people outside the programme (9.4 per cent), the sense of effectiveness in dealing with these people is very high (80.4 per cent immediately and totally effective compared to 62.5 per cent overall) though less than half those outside sources are dealt with by direct resource reallocation.

The general impression from the Diaries is slightly more positive than that from the Interview Schedules. Nevertheless, an image of a not particularly effective advisory role rather than active management role emerges. The experience and skills of this tier do not appear to be used effectively as line managers or in outreach activities at present.

7.5 Medical Officers Management Tier (see Table 7.5)

Medical Officer (MOs) in charge of population programme Reproductive Health Services Centers (RHSs) gave Interview Schedule responses appropriate to programme outlet managers operating in the field without sufficient positive management support.

MOs returned relatively few Diaries with relatively few entries, reflecting partially a lack of managerial knowledge and confidence among MOs and partially a sense of being peripheral to the Programme.

MOs stress superiors as a source (63.4 per cent) reflecting their sense of professional subordination to hospital gynaecologists rather than their position in the programme. This is also reflected in the high ranking given to sources from outside the

Programme (69.2 per cent ranked 1 and 2 compared to 57.6 per cent overall) and a high effectiveness rating for these sources (84.6 per cent immediately and totally effective compared to 73.0 per cent overall).

The MOs receive relatively little information in the form of active management documents (14.4 per cent), refer most of them to superiors (60.0 per cent), and give a very low effectiveness rating to this form of communication (47.4 per cent immediately and totally effective).

MOs operate primarily on a basis of informal forms of communication from hospital superiors which they handle themselves (32.4 per cent immediate resource reallocation) with a strong sense of effectiveness (83.7 per cent immediately and totally effective).

Given this pattern of practice, MOs are not performing as, or being prepared to be, active managers in the population programme. They are both marginal to the hospital authority system and peripheral to the Programme management stream. MOs are often central figures in a network of Family Welfare Centres for contraceptive surgery referrals and as such they could benefit from having managerial skills.

But MOs are also key professionals for the whole programme. Currently, MOs are offered no career structure and no preparation for higher management in the programme. Current MOs, if trained and promoted, have the potential to combine technical and managerial supervision skill and to redress the chronic imbalance with respect to the small number of women in senior programme management.

7.6 District Population Welfare Officers Management Tier (see Table 7.6)

District Population Welfare Officers (DPWOs) as a management tier responded to the Interview Schedule as being aware but frustrated managers with underused potential.

DPWOs' Diary entries show a balance of information flows from superiors (37.2 per cent) and subordinates (33.1 per cent) but relatively little direct contact from outside the Programme (6.8 per cent). But contacts from outside the Programme are relatively highly valued (64.5 per cent ranked 1 to 3 compared to 46.7 per cent overall).

Management documents constitute a relatively small proportional of forms of information (12.1 per cent), receive a proportional ranking in terms of importance (52.7 per cent) and a greater proportion are dealt with directly (29.9 per cent) than referred to a superior (24.8 per cent), with a moderate feeling of effectiveness (74.4 per cent immediately and totally effective compared to 75.4 per cent overall). Strategic documents are an even smaller proportion of all forms of contact (4.6 per cent), but ranked very strongly in terms of importance (71.8 per cent ranked 1 to 3) confirming the Interview Schedule image of DPWOs as key officers for reconciling top-down targets with local realities.

Informal forms of contact are important (50.7 per cent) but a high proportion of them are referred to subordinates (50.7 per cent). In fact, reference to subordinates is a frequent form of action in general (44.9 per cent of all actions) with a much smaller proportion of direct resource reallocation (19.7 per cent). Reference to superiors is even rarer (15.0 per cent), though these items are ranked strongly in terms of importance (62.8 per cent ranked 1 to 3 compared to 46.7 per cent overall), but with a relatively low feeling of effectiveness (63.8 per cent immediately and totally effective compared to 75.4 per cent overall).

The Diary responses confirm the Interview Schedule image of an important management tier but also suggest a somewhat authoritarian management style. In so far as DPWOs complain about being given insufficient responsibility from above, they perhaps commit the same error with respect to their own subordinates. A change in management approach giving more responsibility to their staff could free time for more direct contact with people outside the Programme by this tier of vital managers, though to be meaningful such contacts must be accompanied by discretionary control over significant amounts of programme resources.

7.7 Deputy District Population Welfare Officers (Administration) Management Tier (see Table 7.7)

The Interview Schedule responses indicated that Deputy District Population Welfare Officers (DDPWOs, Admin) are straight-forward administrators in a District Office management team consisting of the DPWO and two kinds of DDPWOs.

The Diary responses show a stress on sources within the Programme with an equal balance between superiors (44.2 per cent) and subordinates (48.8 per cent). Relatively high proportion of information comes in the form of management documents (19.2 per cent) and incidentally also in files (not shown in the Table) and actions on those documents are judged relatively effective (78.3 per cent immediately and totally effective compared to 68.5 per cent overall). As with DPWOs, the few strategic documents (3.4 per cent) are highly ranked (66.7 per cent ranked 1 to 3 compared to 46.2 per cent overall).

DDPWOs (Admin) have a problem of the second lowest immediately and totally effective rating of all tiers (68.5 per cent) but they do consider themselves relatively effective with respect to higher ranked items (57.2 per cent of immediately and totally effective items ranked 1 to 3 compared to 46.2 per cent overall). A third of their actions involve passing information from subordinate to superior (21.3 per cent) or superior to subordinate (12.1 per cent) and there is a low sense of effectiveness from the high proportion of work coming from superiors (58.4 per cent immediately and totally effective) or going to subordinates (57.9 per cent immediately and totally effective).

The DDPWO (Admin) management tier Diary response pattern confirms an image of administration rather than management and as such there is a risk of losing sight of Programme objectives and low morale. There is also a risk that promotion from these positions to DPWOs either being blocked by lack of field experience or would carry a dysfunctional administrative/bureaucratic approach into that vital management position. The concept of a strict division between administration and active management in the District Offices may not be appropriate for such a small management team.

7.8 Deputy District Population Welfare Officers (Other) Management Tier (see Table 7.8)

The Interview Schedule responses from the Deputy District Population Welfare Officers (Other) management tier indicated a great responsibility for outreach but a frustration in fulfilling that responsibility. The Diary responses show the lowest amount of direct resource allocation by any tier (13.1 per cent) and a very high proportion of references to superiors (55.3 per cent) and superiors as a source (49.8 per cent). For a tier heavily concerned with outreach the proportion of sources from outside the Programme is disappointing (9.9 per cent).

The tier's moderate use of management documents (17.6 per cent) is relatively highly ranked (61.4 per cent ranked 1 or 2 compared with 48.3 per cent overall) and considered proportionately effective (78.0 per cent immediately and totally effective compared to 75.7 per cent overall). But only a small proportion of actions with respect to management documents involve direct resource reallocation (11.9 per cent).

The relationship to subordinate staff under the DDPWOs (Other) appears to be a cause for concern. Little is referred to subordinates (12.7 per cent) and what is referred has low effectiveness ranking (57.7 per cent ranked immediately and totally effective compared to 75.7 per cent overall). Information from subordinates as a source is ranked relatively low (41.8 per cent ranked 1 and 2 compared to 48.3 per cent overall).

The DDPWOs (Other) management tier directly feels the consequences of the low priority given to outreach development in the Population Programme. Starved of resources, in terms of communications material, effective support staff and funds for distributing material, this tier of managers is totally dependent on superiors for authority to undertake any activity. For this tier to be more effective requires a combination of additional resources, for communications' material development and distribution, and a change in DPWO management style towards a more devolved approach.

7.9 Family Welfare Workers/Counsellors Management Tier (see Table 7.9)

The Interview Schedule results for the Family Welfare Workers/Counsellors (FWW/Cs) management tier were generally very positive in terms of management of the Centres but showed evidence of weak linkages to higher management in the Programme. The Diary responses also indicate a positive approach and attitude. Direct resource allocations account for a high proportion of actions (61.7 per cent) and the overall sense of effectiveness is high (83.6 per cent immediately and totally effective).

But the use of management documents is very low (2.5 per cent) and decision-making depends more on responding to informal contacts (67.0 per cent). A high proportion of these informal contacts come from superiors and generally contact with superiors receives a relatively high ranking (61.3 per cent ranked 1 and 2 compared with 53.3 per cent overall). By comparison, relatively little is referred back up to superiors (15.1 per cent) and that is ranked as relatively unimportant (50.4 per cent ranked 1 and 2) and

ineffective (70.9 per cent immediately and totally effective compared to 83.6 per cent overall). Thus flows down are much heavier in quantity and weight than flows upwards for FWW/Cs possibly contributing to the sense of alienation from higher levels of Programme management shown in the Interview Schedules.

Given that so much of the responsibility for outreach in the Programme has fallen on FWW/Cs, indicated by the clear highest outside programme contact percentage (22.4 per cent), it is a matter of concern that the ranking of outside contacts is low (46.3 per cent ranked 1 or 2 compared with 53.3 per cent overall) and the sense of effectiveness is weak with respect to those contacts (67.9 per cent immediately and totally effective compared to 83.6 per cent overall). This is despite a high proportion of outside programme contacts involving direct resource reallocation.

The Diary responses indicate more cause for concern than the Interview Schedule responses. They show the FWW/Cs management tier as vulnerable to moving further away from even the present limited, low ranked, less effective outreach work, towards responding passively to superiors' instructions. These instructions are currently large in numbers and highly ranked, even if the outcomes are not seen as particularly effective. Supportive supervision for active outreach as part of a comprehensive change agency approach to outreach involving all management tiers is essential, not just for FWW/Cs but for the whole Population Welfare Programme.

TABLE 7.1

STRUCTURE OF SUMMARIES OF DIARY CROSS-TABULATIONS

	Source	Form	Ranking (1 to 2, 1 to 3)	Action	Effectiveness (Immediately and totally effective out of all effective)
Source	% from superior % from subordinate % from outside Programme	% from subordinate in form of manage- ment documents % from subordinate in form of informal contacts	% of all references from superior % of all references from subordinate % of all contacts from outside Programme	% from subordinate to superior of total % from superior to subordinate of total % from outside Programme with immediate resource reallo- cation	% of all items from superior % of all items from subordinate % of all items from outside Programme
Form		% strategic documents % management documents % informal contacts % meetings	% of all strategic documents % of all management documents % informal contacts % meetings	% management documents with immediate resource reallo- cation % management documents referred to superior % informal contacts referred to subordi- nates	% of all managemen documents % of all informal contacts % of meetings
Ranking (1 to 2, 1 to 3)			% observations ranked 1 to 2, or 1 to 3	% of all immediate resource allocation items % of references to superiors % of references to subordinates	% of items ranked 1 to 2, or 1 to 3
Action				% immediate resource re- allocation % referred to superior % referred to subordinate	% of items with immediate resource reallocation % of items referred to superior % of items referred to subordinate % of items referred outside section
Effectiveness (Immediately and totally effective out of all effective)					% immediately and totally effective

Source: Management Audit Survey, 1989.

TABLE 7.2

**SUMMARY OF DIARY CROSS-TABULATIONS FOR
MANAGEMENT TIER GRADE 20 OR ABOVE**

	Source	Form	Ranking (1 to 3)	Action	Effectiveness (Immediately and Totally Effective)
	(----- per cent -----)				
Source	20.4 59.5 12.8	20.9 20.8	37.0 44.6 44.8	19.3 7.9 2.8	53.5 64.4 76.7
Form		15.3 16.8 32.1 8.4	50.0 35.7 38.8	23.8 28.6 53.8	70.0 62.5 38.1
Ranking (1 to 3)			42.2	47.7 55.7 35.1	68.0
Action				17.7 28.1 30.9	90.9 67.6 57.3 44.4
Effectiveness (Immediately and Totally Effective)					64.3

Total number of observations: 249

- Note 1: Key is shown in Table 7.1
 Note 2: Not all classifications are reported in each cell,
 therefore entries in each cell do not sum to 100.0%
 Source: Management Audit Survey, 1989

TABLE 7.3

**SUMMARY OF DIARY CROSS-TABULATIONS FOR
MANAGEMENT TIER MPW GRADE 19 AND BELOW**

	Source	Form	Ranking (1 to 3)	Action	Effectiveness (Immediately and Totally Effective)
	(————— per cent —————)				
Source	41.0 25.6 12.8	20.5 45.0	39.5 41.8 53.6	7.1 7.6 5.0	80.2 76.4 76.5
Form		5.4 17.9 46.3 11.0	90.5 67.9 39.7 80.7	32.7 27.5 15.6	81.5 72.6 86.8
Ranking (1 to 3)			43.1	71.2 46.9 48.7	62.7
Action				21.1 31.7 15.0	91.9 70.6 77.9 67.5
Effectiveness (Immediately and Totally Effective)					78.0

Total number of observations: 858

Note 1: Key is shown in Table 7.1

Note 2: Not all classifications are reported in each cell,
therefore entries in each cell do not sum to 100.0%

Source: Management Audit Survey, 1989

TABLE 7.4

**SUMMARY OF DIARY CROSS-TABULATIONS FOR
MANAGEMENT TIER PROVINCIAL OFFICE GRADE 19 AND BELOW**

	Source	Form	Ranking (1 to 3)	Action	Effectiveness (Immediately and Totally Effective)
	(----- per cent -----)				
Source	40.0 37.8 9.4	11.2 12.8	64.3 46.3 53.2	28.3 6.8 4.0	63.0 54.7 80.4
Form		3.2 10.2 38.8 12.0	81.3 60.8 51.3 45.0	17.6 25.5 19.2	62.5 70.3 54.7
Ranking (1 to 3)			53.3	59.8 50.0 52.3	66.9
Action				25.6 45.8 17.3	69.2 50.5 75.6 52.5
Effectiveness (Immediately and Totally Effective)					62.5

Total number of observations: 497

Note 1: Key is shown in Table 7.1
 Note 2: Not all classifications are reported in each cell,
 therefore entries in each cell do not sum to 100.0%

Source: Management Audit Survey, 1989

TABLE 7.5

**SUMMARY OF DIARY CROSS-TABULATIONS
FOR MANAGEMENT TIER MEDICAL OFFICERS**

	Source	Form	Ranking (1 to 2)	Action	Effectiveness (Immediately and Totally Effective)
	(----- per cent -----)				
Source	63.4 12.3 9.4	23.5 41.2	61.4 52.9 69.2	3.6 10.1 5.0	73.4 68.8 84.6
Form		0.0 14.4 62.6 7.2	None 55.0 55.2 90.0	25.0 60.0 13.8	47.4 77.9 55.6
Ranking (1 to 2)			57.6	75.6 59.6 18.8	78.1
Action				32.4 37.4 11.5	83.7 60.4 76.9 69.2
Effectiveness (Immediately and Totally Effective)					73.0

Total number of observations: 139

Note 1: Key is shown in Table 7.1

Note 2: Not all classifications are reported in each cell,
therefore entries in each cell do not sum to 100.0%

Source: Management Audit Survey, 1989

TABLE 7.6

**SUMMARY OF DIARY CROSS-TABULATIONS
FOR MANAGEMENT TIER DPWOS**

	Source	Form	Ranking (1 to 3)	Action	Effectiveness (Immediately and Totally Effective)
	(----- per cent -----)				
Source	37.2 33.1 6.8	14.9 54.1	51.3 56.1 64.5	7.8 16.1 1.2	84.1 66.0 73.1
Form		4.6 12.1 50.7 3.9	71.8 52.7 54.3 62.2	29.9 24.8 50.7	74.4 72.3 87.1
Ranking (1 to 3)			46.7	45.9 62.8 54.2	79.7
Action				19.7 15.0 44.9	92.6 63.8 71.0 67.9
Effectiveness (Immediately and Totally Effective)					75.4

Total number of observations: 1233

Note 1: Key is shown in Table 7.1

Note 2: Not all classifications are reported in each cell,
therefore entries in each cell do not sum to 100.0%

Source: Management Audit Survey, 1989

TABLE 7.7

**SUMMARY OF DIARY CROSS-TABULATIONS
FOR MANAGEMENT TIER DDPWO (Admin)**

	Source	Form	Ranking (1 to 3)	Action	Effectiveness (Immediately and Totally Effective)
	(----- per cent -----)				
Source	44.2	23.5	39.6	21.3	58.4
	48.8	20.0	53.2	12.1	83.0
	2.3		62.5	25.0	33.3
Form		3.4	66.7	29.9	78.3
		19.2	52.2	37.3	60.7
		35.1	32.5	27.0	0.0
		0.3	100.0		
Ranking (1 to 3)			46.2	63.3	57.2
				49.6	
				39.7	
Action				21.0	86.3
				38.2	65.8
				23.3	57.9
Effectiveness (Immediately and Totally Effective)					65.9
					68.5

Total number of observations: 348

Note 1: Key is shown in Table 7.1

Note 2: Not all classifications are reported in each cell
therefore entries in each cell do not sum to 100.0%

Source: Management Audit Survey, 1989

TABLE 7.8

**SUMMARY OF DIARY CROSS-TABULATIONS
FOR MANAGEMENT TIER DDPWO (Other)**

	Source	Form	Ranking (1 to 3)	Action	Effectiveness (Immediately and Totally Effective)
	(----- per cent -----)				
Source	49.8 39.5 9.9	20.4 27.6	54.3 41.8 52.9	23.6 6.1 0.8	74.5 82.4 46.7
Form		3.7 17.6 26.8 9.9	60.0 61.4 38.0 39.1	11.9 50.0 5.6	78.0 75.4 54.5
Ranking (1 to 3)			48.3	50.0 48.5 36.0	80.6
Action				13.1 55.3 12.7	90.3 80.5 57.7 53.6
Effectiveness (Immediately and Totally Effective)					75.7

Total number of observations: 302

Note 1: Key is shown in Table 7.1
 Note 2: Not all classifications are reported in each cell
 therefore entries in each cell do not sum to 100.0%

Source: Management Audit Survey, 1989

TABLE 7.9

**SUMMARY OF DIARY CROSS-TABULATIONS
FOR MANAGEMENT TIER FWW/C**

	Source	Form	Ranking (1 to 2)	Action	Effectiveness (Immediately and Totally Effective)
	(----- per cent -----)				
Source	49.7 26.8 22.4	4.7 72.1	61.3 46.0 46.3	15.5 3.5 46.9	70.6 90.3 67.9
Form		5.3 2.5 67.0 14.4	55.6 52.4 56.0 42.0	42.3 38.5 35.9	85.0 75.4 55.3
Ranking (1 to 2)			53.3	54.4 50.4 45.2	79.2
Action				61.7 15.1 5.4	97.8 70.9 73.2 35.6
Effectiveness (Immediately and Totally Effective)					83.6

Total number of observations: 1390

Note 1: Key is shown in Table 7.1

Note 2: Not all classifications are reported in each cell
therefore entries in each cell do not sum to 100.0%

Source: Management Audit Survey, 1989

CHAPTER 8

OVERVIEW AND STRUCTURAL RECOMMENDATIONS

8.1 Overview

Chapter 1 laid out the background and aims of this Management Audit. The argument was put forward that all large, complex organisations are bound to show dysfunctional bureaucratic characteristics which will need correction from time to time and that such problems have been identified by eminent Pakistanis for the whole state apparatus in Pakistan. A number of specific problems in the management of the Population Programme have been identified in the past and have been, or are being, the subjects of policy studies. In this context, the Management Audit has concentrated on issues relating to overall formal and informal organisational structures and closely related questions of staff morale.

In Chapter 2 of this Report, the conditions under which the population programme was set up and the changes to which it has been subjected to date were described. This description brought out the tensions surrounding the programme from its inception and the unevenness of its growth (including periods of actual decline). This history has precluded developing a systematic approach to the management of the programme and a positive, consistent approach to outreach. Under such a burden from the past, it would not be at all surprising if the programme had an imbalanced formal organisation with some specific dysfunctional characteristics.

Chapter 3 described the existing formal organisational structure. This structure was examined critically in the light of formal organisation theory and informal interview responses by senior programme managers. Formal organisation theory gives rise to a number of rationalising recommendations which should improve the management of the programme. The informal interviews indicate a deeper malaise. At the centre of this malaise is a belief that no real powers are delegated and experienced staff are not being allowed to use that experience for decision-making.

Chapter 4 was concerned with perceptions of performance in the two key areas of the Population Programme - programme outreach and contraceptive distribution. There appears to be a disturbing belief among programme managers that the statistical

information generated by the programme about its own outreach and contraceptive delivery bears little relationship to actual performance. It is claimed that senior officers receive written reports which to a significant extent reflect what their junior staff believe they want to be told. Targets tend to be met on paper which may or may not mean they are being met in practice.

Senior officers tend to accept this paper performance and thus are likely to evaluate the programme performance more positively than is actually warranted. Seniors instruct juniors to meet targets set largely on abstract principles and juniors generally inform seniors that they have met those targets or give reasons external to their own sphere for not achieving them. A virtually closed circle of communication takes place within the staff of the population programme. The most important task of programme outreach falls predominantly on the most junior staff with the lowest status in the wider society, who also take the strain of client frustration at non-availability of preferred forms of contraception. The Management Audit's own survey was designed to test such assertions.

Chapter 5 describes the methodology of the Management Audit formal survey of 389 posts in the Population Welfare Programme as seen through the eyes of their present incumbents. The posts were stratified for sampling into eight management tiers through which run the dominant management streams of the programme. A standard Interview Schedule was utilised for all tiers and a standard information/decision Diary was left with the respondents for completion over a ten week period.

Chapters 6 and 7 describe the Interview Schedule and Diary results respectively. The general results do confirm the view that there are problems of the bureaucratic dysfunctional type, especially in senior management tiers, with i) lack of sense of connection to population programme objectives, ii) absence of consultation on target-setting and no meaningful delegation of decision-making, iii) limited use of actual performance information for adjusting activities, iv) major obstacles seen as being about control of the organisation rather than serving clients, v) confusion of the concept of management with that of administration.

These problems appear most acute in the tiers immediately below the top tier in the Federal and Provincial Offices - though the Diaries indicate a less chronic situation than the Interview Schedules. The problems appear much less directly among the District and outlet management tiers, though the indirect implications of the problems in the higher

organisation are also felt negatively. In fact, the Diary responses do suggest an incipient danger of bureaucratic dysfunctional behaviour also in the outlet management tiers, offsetting the more positive Interview Schedule responses.

Overall, returning to the principles laid down by the 1978 Government of Pakistan Commission set up to improve public service development performance outlined in Chapter 1 of this report, the findings of the Management Audit indicate:

- (i) **Accountability To The Public:** The Population Welfare Programme does show strong awareness of accountability to clients at outlet level, but higher tiers come into very little contact with the public. It is desirable that contacts with a wider public be increased among non-outlet management tiers and that those contacts be highly valued. In this context the Management Audit must express doubt about the accountability to the public associated with proposed Mobile Units. There is a real risk of failure to support outreach initiatives and individual clients, even if breakdown and non-operation of vehicles is minimised. No accountability can be as effective as a fully-staffed, local, static outlet;
- (ii) **Equality Of Opportunity:** There are problems in all tiers. Senior programme officials in Federal and Provincial offices feel, they lack equality in opportunity for promotion with non-programme officials of similar rank. District Office officials feel they have no opportunities for promotion. Medical Officers are sidelined for promotion through the main management stream of the programme. No effective promotion structure exists for Family Welfare Workers/ Counsellors, which, in effect, means no promotion structure for the women who constitute the vast majority of the workforce;
- (iii) **Professionalism:** The population programme has excellent technical training facilities and the Management Audit found a high level of professional technical commitment in the programme. There is a risk that social marketing (especially of contraceptive technique with medical side-effects) and Mobile Units may represent a diluting of the high professional standards which are a feature of the programme to date;

- (iv) **Job Security:** The programme officers have yet to completely recover from the disruption in the period 1977 to 1981 when half the then Programme staff lost their jobs. But the greater problem now is income insecurity rather than job insecurity. As mentioned at several points in this report, the present financial procedures channel programme funding through the Federal Annual Development Programme budget to the Ministry of Population Welfare, then through Federal Finance to the relevant Federal Government bank account, then to the Provincial Treasury and the relevant Provincial Government bank account, then to the Provincial Population Welfare Department PLA account, with additional steps to reach District PLA account and finally the outlets. It is therefore not surprising if even salary payments are months behind schedule, let alone rent payments for Family Welfare Centre, POL/TAs/DAs funding for mobility, and, finally any funding for outreach or other innovation. No organisation, which does not behave fairly towards its staff, in paying them their due salaries in time can expect its staff to give it their best;
- (v) **Decentralisation:** The Programme has an element of decentralisation and that officers at provincial, district and outlet levels do meet some local opinion, leaders on their own initiatives. However, the absence of control over resources to act on such meetings means that the decentralisation is not really meaningful. Introducing greater accountability to the public in the highly dispersed Population Programme should inevitably mean more effective decentralisation and more ex-post and less ex-ante accountability to the more central offices;
- (vi) **Continuous Management Analysis:** There is no continuous management analysis in the Population Programme, as the Programme is almost entirely administered not managed. In this respect, responses to the Interview Schedules revealed an inability in all management tiers to quantify their own performance objectives or discuss actions to remove the obstacles they perceived.

It is very important to be clear that in making the above observations, the Population Programme Management Audit is not making comparisons with any other Government of Pakistan organisation. It is very likely that other Government of Pakistan organisations would fare worse under a Management Audit scrutiny than the Population Programme organisation. Indeed, one of the reasons that the Population Programme organisation has received support as an independent organisation is that it is perceived as relatively competent. The role of the Population Programme Management Audit is not to compare or to condemn but to make positive recommendations to improve organisational performance based on actual observations of the organisation as it is;

8.2 Structural Recommendations

One basic conclusion of the Management Audit of the Population Welfare Programme is that there is insufficient consultation within the Programme and that not enough confidence is shown in experienced, competent staff who know the problems but feel powerless to do anything about them under the present organisational arrangements.

It would therefore hardly be appropriate for the Management Audit itself to be authoritarian and anti-consultative in its own recommendations. The approach adopted in making recommendations is designed to facilitate discussion of principles and subsequent, mutual development of policy responses in detail. In this chapter, the principles of required structural changes are briefly outlined and the links between them indicated. In an annex, each principle is discussed in slightly more detail leading to a practical "policy idea" which the Management Audit suggests, would result in significant improvement in organisation performance. Thus, if a principle of required structural change is accepted then the associated, annexed Management Audit "policy idea" is one candidate for achieving that change.

The Management Audit recommends that changes in the Population Programme organisation are required in the following areas (the annexes contain the Management Audit's specific policy ideas on each subject):

1. Contraceptive Supplies (see Annex 8.1):

It is essential that all Population Programme outlets have sufficient supplies of all forms of contraceptives to meet clients' precise requirements immediately. All managers in the programme should be concerned in this primary programme objective. The present procedures do not appear to be achieving this objective and most managers are not prioritising this matter. This change needs to be linked to improving statistics and management response to those statistics plus target-setting and delegation.

2. High-level Outreach (see Annex 8.2):

The development of more effective outreach at all levels of Pakistani society through the coordinated efforts of all population programme management tiers should be a priority for the 1990s. Also the Management Audit survey responses from officers in the positions designated Deputy at Federal and Provincial levels and to a smaller degree at District level gave rise for concern. They suggest roles which are closer to those of Personal Assistants and Advisors rather than senior active change agency managers. Channelling the considerable experience and status of some of these officers towards high-level coordinated outreach development would appear to be desirable. Such changes would need to be linked to improving community-level outreach.

3. Induction Of Women Doctors Into The Management Mainstream (see Annex 8.3):

The Management Audit survey results suggested that Medical Officers are not being treated as programme line managers, even though their posts require management skills and are not being prepared for high level management in the programme as a career possibility. Thus, a group of officers with high potentials are in effect, unsupported and unencouraged in the current programme organisation. The changes in this situation require to

be linked to management training and another path of advancing women in the programme organisation through Family Welfare Supervisor posts.

4. Family Welfare Supervisors As An Intermediate Managerial Cadre (see Annex 8.4):

The Management Audit confirms the need to more effectively and supportively supervise Family Welfare Centres. There is also a need to provide a promotion path for Family Welfare Workers if the best of Matriculation and above educated young women are to be attracted to the programme organisation. The idea of a Family Welfare Supervisor grade already exists in the programme but its full managerial potential is not recognised. The establishment of such a cadre needs to be linked to the development of District offices as cost-effectiveness centres, delegation of powers (including completion of ACRs) improving performance through newsletters and awards, improving community-level outreach, and management training.

5 Job Descriptions (see Annex 8.5):

All programme organisation staff should have job descriptions in affirmative, unambiguous language which specify the nature of job objectives, areas of responsibility and decisions they are expected to make, performance indicators for the particular job, and expected forms and frequencies of contacts with other staff in the programme and people outside the programme. This proposal is linked to delegation of powers, Annual Confidential Report completion, and staff recruitments, transfers and promotions.

6. Delegation Of Powers To Line Managers (see Annex 8.6):

The Management Audit found considerable confusion and resentment in this area. Clarification and standardisation of the existing situation would be a

first step, but the whole concept of delegation and accountability ex-post rather than ex-ante needs review. Present procedures, customs and practices which serve to undermine line management ability to control performance should be removed. This is linked to job descriptions, Annual Confidential Report completion, staff recruitments, transfers and promotions, target-setting, District offices as cost-effectiveness centres, and management training.

7. Personnel Annual Confidential Reports (see Annex 8.7):

The Management Audit found much to be desired in the current completion procedures for ACRs, in terms of both the allocations of responsibility and the lack of their use as active management tools. In principle, ACRs should be completed by the line manager of a member of staff, discussed with that member of staff at a formal, private meeting, and used as an opportunity for praise where due, setting individual targets for the future, and preparing or updating a career development plan including in-service and external training and skill development. This is linked to job descriptions, delegation of powers, recruitments, transfers and promotions.

8. Recruitments, Transfers and Promotions (see Annex 8.8):

Staff movements of all kinds seem to have little relation to programme needs or line managers' decisions. This clearly undermines both authority and team development. Transfers, which lie most directly under programme management control, should reflect programme organisation needs. Improving the current situation will require linked action on job descriptions, delegation of powers, and Annual Confidential Reports.

9. Target Setting (see Annex 8.9):

Service delivery targets are not set in consultation with all staff responsible for achieving them in the light of local circumstances. Aggregate targets can be more satisfactorily established through either of two iterative procedures:

- (i) Building-up from below with reference back from above, or
- (ii) Appeal from below against targets from above.

The choice will depend on how far moves towards decentralisation occur in delegation of powers, District offices as cost-effectiveness centres, and community-level outreach.

10. Improving Performance Through Newsletters and Awards (see Annex 8.10):

There is little communication between peer groups in the programme organisation and only a limited sense of a collective, nation-wide programme identity. Also, there is little incentive to innovate and no mechanism for communicating the results of what innovations are attempted. It is desirable that "best practices" for possible adoption should be disseminated throughout the Population Programme, and this could be done via a regular newsletter and an awards system. This change can be linked to ensuring contraceptive supplies, induction of Family Welfare Supervisors, delegation of powers, target setting, District offices as cost-effectiveness centres, and improving community-level outreach.

11. District Offices As Cost-Effectiveness Centres (see Annex 8.11):

The Management Audit findings confirm the pivotal role of the District office in the organisation. As FWCs and RHSs should be solely concerned with physical delivery targets as at present, then District offices are natural candidates to become autonomous cost centres with service development and contraceptive purchase annual budgets. DPWOs could present budget

estimates agreed with their staff and be held accountable to audit for the disbursement of their budgets and to Provincial Secretaries for ensuring cost-effectiveness in service delivery. Staff wages should be paid at provincial level from the Provincial budget through the normal procedures for Provincial employees. Budgetary autonomy would also allow different outreach/delivery mixes by District outlets to be determined by local circumstances. Such changes would need to be linked to contraceptive supplies logistics, delegation of powers, target setting, and improving community-level outreach.

12. Improving Community Level Outreach (see Annex 8.12):

An administrative approach may be appropriate for delivering a standardised physical basic service but to persuade and assist people to change attitudes and behaviour in the most intimate area of their lives should involve a more active approach and an active extension system which encourages innovation and experiment and monitors results. A suitably modified Training and Visit system as developed for agricultural extension outreach could systematise community contact, encourage experiments in modifying messages, and integrate monitoring and evaluation into this vital aspect of the programme. This change needs to be integrated with development of high-level outreach.

13. Management Training (see Annex 8.13):

Some immediate training in management skills is built into the Management Audit budget.

- (i) Management by objectives is clearly an appropriate approach to diminishing narrow bureaucratic dysfunctional routinisation of work and should be part of the training of all managers in the programme. In this approach, all time and activities at work have to be justified in terms of programme achieving objectives and targets rather than instructions from superiors or following regulations;

- (ii) Management by exception is an important technique for senior managers in order to be able to prioritise matters for urgent attention and free time for strategic thinking and on-site visits to gain first-hand information and maintain morale. Training in this technique should also be available;
- (iii) Team approaches to management through "quality circles" could be a useful technique for DPWOs in relating to their staff. This technique aims to build a team spirit and stimulate initiatives from all staff engaged in delivering a service, drawing on the problems they have identified from their own experience;
- (iv) In addition, management tools, such as Logical Framework and network analysis, preparing budgets, appraising proposals, cost-effectiveness calculations, and monitoring and evaluation should be taught to all staff, including MOs, as part of standard training.

PWTIs and RTIs should be equipped with staff and other resources to carry out these training roles. Clearly, the proposed workshop training arising directly from the Management Audit will only serve to signpost the directions of longer term management training development. Long term training will have to link to all managerial changes taking place in the programme.

14. Performance Indicators For Management Audit Implementation (see Annex 8.14):

Management Audits themselves must be subjected to performance indicators to monitor and evaluate the implementation of accepted recommendations and their impact. A repeat of the Audit exercise within the span of a five year plan is envisaged in the original Management Audit proposal.

**MPW AND PROVINCIAL POPULATION WELFARE DEPARTMENTS
MANAGEMENT AUDIT**

**INTERVIEW SCHEDULE (TO BE COMPLETED BY RESEARCHER IN
CO-OPERATION WITH THE INTERVIEWEE):**

Interview code (five digits: consisting of
interview day, month, interviewer, number of
interviews in a day):

Code

Position of Interviewee:

Year of taking up position:

Work Station:

- a. What are the two primary/major objectives of your own job and how do you assess your own performance in achieving them?

Objective

Method of Assessment

Code

1.

2.

- b. What are the two most important decisions you take in your job?

Decision

Code

1.

2.

Notes on page one (if appropriate)

Management Audit Interview Schedule, page 2

Interviewee code:

c. What delegated power do you have in your job?

<u>Type of Power</u>	<u>Quantitative Upper Limit</u>	<u>Code</u>
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d. Name the two people and their positions which you consider most important to success in your job?

<u>Person</u>	<u>Position</u>	<u>Code</u>
---------------	-----------------	-------------

1.

2.

<u>Who writes your ACR?</u>	<u>Position</u>
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<u>Whose ACRs do you write?</u>	<u>Position</u>
---------------------------------	-----------------

Notes on page two (if appropriate):

Management Audit Interview Schedule, Page 3

Interviewee code:

e. Which two documents are most useful to you in your job?

Document

Code

1.

2.

f. What are the two major obstacles to improving your performance and what if any actions, can you take to overcome them?

Obstacle

Action

Code

1.

2.

g. How would you describe your contributions to the preparation of the Five Year Plan and the annual budget?

Five Year Plan

Code

Annual Budget

Note on page three (if appropriate):

Management Audit Interview Schedule, Page 4

Interviewee code:

- h. What management training have you had and which management techniques do you use in your job?**

Training Location and course

Year

Code

Management techniques used

Code

Notes on page four or overall interview (if appropriate):

GIVE THE INTERVIEWEE TEN COPIES OF THE DIARY AND ONE COPY OF THE MANUAL WITH INSTRUCTIONS FOR COMPLETING THE DIARY AND COMPLETE TWO ENTRIES WITH THE INTERVIEWEE

**MPW AND PROVINCIAL POPULATION WELFARE DEPARTMENTS
MANAGEMENT AUDIT****MANUAL FOR INTERVIEW SCHEDULE AND FINAL
CODING SCHEDULE****Introduction:**

Any kind of audit is likely to involve nervousness or even hostility on the part of the interviewee. It is important to stress that an audit is a listening process in which positive and negative lessons can be learnt.

We cannot guarantee complete anonymity but we can assure interviewees that no individual names will be used in any study publications. To protect individuals, completed Diaries should be sent direct to NIPS.

The schedule is designed for the whole range of managers and individuals should not be concerned if they give nil or limited responses to particular questions.

The schedule and the associated Diary will be used to make recommendations on the structure of the organisation, job description, formal procedures, counselling/workshop meetings and management training. There will be no recommendations on individuals, either positive or negative.

Room for notes has been left throughout the interview schedule and Diary. These notes are not intended to replace the question as asked, but allow some additional information or qualification to be added by the interviewer or respondent. But it is important that the questions themselves are answered as put.

Coding Frame for Interview Schedule

N.B. Zero responses should be coded with a zero in every column for that item; non-responses for any reason should be coded with a 9 in every column for that item.

<u>Item and Category</u>	<u>Code</u>
Interviewee Code:	
Day	01 to 31
Month	01 to 12
Interviewer	1 to 3
Number of interviews in a day	01 to 98
Position of Interviewee:	
MPW Grade 20 or higher	01
MPW Grade 18 or 19	02
MPW Under Grade 18	03
Province Grade 20 or higher	04
Province Grade 18 or 19 (non-MO)	05
Province Under Grade 18 (non-MO)	06
Medical Officer	07
District Population Welfare Officer	08
Deputy/Assistant District Population Welfare Officer (Admn)	09
Deputy/Assistant District Population Welfare Officer (Other)	10
Family Welfare Supervisor/Counsellor/Worker	11

Item and Category**Code****Year of taking up position: (Current post in current location):****Last two digits of year****65 to 89****Work Station:**

Islamabad	01
Urban Balochistan	02
Rural Balochistan	12
Urban NWFP	03
Rural NWFP	13
Urban Punjab	04
Rural Punjab	14
Urban Sindh	05
Rural Sindh	15

Question a:

Births averted, bring population into line with resources (quantified)	01
Births averted, bring population into line with resources (unquantified)	11
Use of contraception, promote small family norm (quantified)	02
Use of contraception, promote small family norm (unquantified)	12
Meet expressed needs of clients, health, MCH, welfare (quantified)	03
Meet expressed needs of clients, health, MCH, welfare (unquantified)	13
Fulfill requirements of superior, duties, Organisation (quantified)	04
Fulfill requirements of superior, duties, Organisation (unquantified)	14

<u>Item and Category</u>	<u>Code</u>
Financial objective (quantified)	05
Financial objective (unquantified)	15
Other (quantified)	06
Other (unquantified)	16

Question b:

Financial	01
Personnel	02
Stocks of consumables	03
Equipement/accommodation (organise IUD camps)	04
Contacts with other GOP organisations	05
Contacts with NGOs	06
Contacts with politicians (local influentials)	07
Contacts with the community/clients/referrals)	08
Administration/planning	09

Question c:

Number of items listed	00 to 10
Vague/unspecified	98
Direct decision making	11

Question d:

Immediate superior	01
Immediate subordinate	02
Other superior	03
Other subordinate	04
Equal rank in programme	05
Officer in other GOP or Provincial organisation	06
Member of NGO	07

Item and category	Code
Politician (including Chairman of AMC), opinion leaders	08
Member of public, TBA, <u>Daj</u> , CDO, Volunteer	09

ACR Question:

No of ACRs completed (not countersigned)

0-9	00- 09
10 or more	10
Unclear	9

Question e.

Strategic document e.g. PC-1 or Fiver Year Plan	1
GOP or Provincial regulations	2
Statistical report (Physical Performance) including registers	3
Financial report	4
Work manual (handbook/job description/publicity material)	5
Correspondence	6
Other	7
ACR	8

Question f (first digit):

Financial	1
Personnel (motivation, skill, training, vacancies)	2
Stocks of consumables	3
Equipment/accommodation/transport	4
Contacts with other GOP organisations	5
Contacts with NGOs	6
Contacts with politicians (political commitment)	7

Item and category	Code
Contacts with the community/AMC (religion, education, resistance)	8
General statements on organisation (feedback, delegation, target setting)	9
Question f (second digit):	
Reference to superior	1
Instruction to subordinate	2
Minor redistribution of resources	3
Major redistribution of resources	4
Question g:	
Formal role (whether or not suggestions accepted)	1
Formal but marginal (e.g. single conference)	2
Informal	3
Question h (first digit):	
Specialist course of a month or more or multiple courses with strong management content	1
Part of course outside Population Programme	2
Part of course inside Population Programme (routine)	3
Question h (second digit):	
GOP procedures/Programme organisation/record keeping	1
Principles of financial control	2
Principles of personnel management	3
Principles of stock/transport, production control	4
Two of above	5
More than two of above	6
Planning and management strategies (use this for anyone with strong technical acknowledgement of management principle)	7
END OF INTERVIEW SCHEDULE MANUAL	

MPW AND PROVINCIAL POPULATION WELFARE DEPARTMENTS
MANAGEMENT AUDIT
MANUAL FOR TEN WEEK DIARY AND SAMPLE DIARY FORM

Introduction:

This Diary is a part of a study of decision-making in the Population Programme. Over two hundred and fifty managers in the programme will be keeping such a Diary. The results are being processed by the National Institute of Population Studies (NIPS) and are intended solely for use within the Programme to increase effectiveness and morale. The study is titled "Management Audit" and it is important to remember both that an "audit" is a listening process in which positive and negative lessons can be learnt, and that this particular audit is definitely an internal audit to the Population Programme.

The consultants cannot guarantee complete anonymity but we do assure interviewees that no individual names will be used in any study publications. To protect individuals, completed Diaries should be sent directly to:

The Management Audit Principal Investigator

National Institute of Population Studies

P.O. Box 2197

Islamabad

If you have any problems completing or returning the Diary, then immediately contact the Principal Investigator at the Institute.

Completing the Diary

The interviewer completing the interview schedule with you will assist you to complete the first two entries for the first week.

The aim of the Diary is to find how information reaches you and how that information is used for decision-making.

The Diary is designed for the whole range of managers and you should not be concerned if in some weeks, you give all or few responses.

Each entry in the Diary should start with an item of new information, the item may relate to Programme Performance, finance, personnel, transport, stocks of consumables, equipment, accommodation, other agency or community actions or attitudes. This is to be summarised in column one.

Codes are then used to show the origins of the information in columns two and three.

The Diary has room for the ten entries each week. If a piece of information is routinely received then only enter it once in the Diary period. The study seeks to discover the range of your work, so try to avoid repetition if you have more than ten potential entries in a week.

At the end of each week, number the items of information in order of importance to you starting with 1 for the most important (column four). Then code the action you have taken in column five.

Keep the Diary for ten normal working weeks, that is excluding weeks with more than two days of leave or other periods of absence from normal duties. At the end of the ten weeks, go back through the first six weeks of the Diary coding for effectiveness of action in column six.

All the Diaries will be used together to make recommendations on the structure of the Population Programme organisation, job descriptions, formal procedures, counselling/workshop meetings, and management training. There will be no recommendations on individuals, either positive or negative.

Room for notes has been left in the Diary. These notes are not intended to replace the questions as asked, but allow some additional information or qualification to be added by the interviewer or respondent. It is important that, as far as possible, the codes given below are used.

REMEMBER: IF YOU HAVE ANY PROBLEMS WITH COMPLETING THE DIARY THEN PLEASE CONTACT THE MANAGEMENT AUDIT PRINCIPAL INVESTIGATOR AT THE NATIONAL INSTITUTE OF POPULATION STUDIES IMMEDIATELY.

CODES FOR THE DIARY

N.B. Zero responses should be coded with 0. Non-responses for any reason should be coded with a N/R and a note of explanation added.

<u>Item and category</u>	<u>Code</u>
SOURCE (Codes A):	
Immediate superior	1
Immediate subordinate	2
Other superior	3
Other subordinate	4
Equal rank in programme	5
Officer in other GOP organisation	6
Member of NGO	7
Politician or member of AMC	8
Other member of public	1
FORM (Codes B):	
File	1
GOP regulations, PC-1, Annual budget	2
Regular report (non-financial)	3
Financial report	4
Work manual, job description	5
Correspondence/telephone	6
Formal meeting	7
Informal meeting	8

Item and category**Codes****RANKING FOR WEEK (Codes C):**
(complete at the end of week)

Ranking by respondent starting with 01 as most important

01 to 10

ACTION TAKEN (Codes D):
(complete at the end of week)

Immediate resource reallocation by respondent	1
Reference to superior with suggested action	2
Reference to superior without suggested action	3
Reference to other section of Population Programme	4
Reference to subordinate	5
Reference to person outside Population Programme	6
Convening meeting within Population Programme	7
Convening meeting including people from outside Population Programme	8
None	0

EFFECTIVENESS OF ACTION (Codes E):
(complete at the end of Diary period for first six weeks of Diary)

Immediate and totally effective	1
Delayed (more than 4 weeks) and totally effective	2
Immediate and partially effective	3
Delayed and partially effective	4
Ineffective up to the end of Diary period	0

END OF MANUAL FOR DIARY

MPW AND PROVINCIAL POPULATION WELFARE DEPARTMENTS
MANAGEMENT AUDIT

Diary To Be Kept By The Respondent

RESPONDENT'S POSITION:

Code

WORK STATION:

Code

WEEK BEGINNING

Code

176

SUMMARY OF ITEM OF INFORMATION RECEIVED	SOURCE (CODES A)	FORM (CODES B)	RANKING FOR WEEK (CODES C)	EFFECTIVENESS OF ACTION (CODES E)	NOTES

CONTRACEPTIVE SUPPLIES

The formal performance Monitoring Reports show enormous differences between districts in the stock position column "Sufficient for Number of Months". In the Report for September, 1989 this number ranges from 0.0 months to 1525.0 months. For the items, Copper-T, IUDs and Injectables whose shortage was persistently stressed during interviews, the stock position in the Report for August 1989, ranged from 0.0 months "to 53 months". These are aggregated stock positions at the district level. The position at outlet level is likely to be even more imbalanced.

Some District Officers put the blame on FWWs who did not bother to put in their requisitions. Other District Officers pointed to delays involved in despatching small monthly consignments from Karachi by truck to remote districts. Officers at the provincial headquarters thought it was a matter between warehouse operators at Karachi and DPWOs about which they could do little.

District and Province-level managements appear to be more concerned with ways to "manage" the best possible achievement of top-down targets to be presented in the performance reports, and less concerned to ensure conditions conducive to meeting local demand with timely availability of desired contraceptive methods.

In this situation, the Management Audit recommends that a high level investigation by senior management should be undertaken:

- i) to check statistics of actual against declared stocks of contraceptives at the district levels;
- ii) to identify reasons behind chronic imbalances from one outlet to another in stocks and whether they are periodic or territorial in form;
- iii) to evolve a random inspection method of monitoring actual supplies reaching outlets after possible leakages to the private sector at different levels of handling;

- iv) to check whether delays in 'Reimbursement of sale proceeds' lead to delays in 'Requisition' for further supplies and to assess the cost effectiveness of the reimbursement system.

This investigation should be led by the Director General (Monitoring and Statistics) with active participation of the DGs of provincial Population Welfare Departments. An independent supplies and marketing expert, from one of the public sector corporations, could be associated with the investigation.

Development of local manufacturing capacity in some of the basic contraceptives in the country with local purchasing capability might lead to improvements in supply, if problems of supply are found to be at the level of bulk supplies reaching the central warehouse.

Plastic IUD Coils have been manufactured in the country since mid-1960s and used in the programme. Some of the multi-national pharmaceutical firms have been tableting oral pills in the country since early seventies. It is not clear whether the programme has ever used them, given the massive imports available under foreign aid programmes. There were several projects considered in the past for the establishment of a condom-manufacturing unit. There were investigations into specific botanical specimens growing wild in the Northern areas which could, if cultivated, supply raw material for the manufacture of oral pills. The technology of their processing was not locally available but there were possibilities of joint ventures as in many other fields, or even of local processing by multi-national firms. During the last decade, it appears, any such ventures have been ruled out, leading to a total dependence upon shipments of supplies from thousands of miles away in the west and the east. The programme is currently visualised, apparently, as remaining entirely dependent upon external supplies, despite the fact that there have been instances in the past of unilateral cancellation of agreements by aid giving agencies and a total drying up of supply channels for some contraceptives. As it is, strains of such supply failures fall on front-line staff and the clients.

The management audit recommends the setting up of a unit at Federal level to encourage cost effective bulk local production of contraceptive supplies and external donor support for such initiatives.

THE DEVELOPMENT OF HIGH-LEVEL OUTREACH

Almost all the reviews of the programmes since 1968 have emphasised (the absence of, hence) the need for better high-level support for out reach.

According to the Sixth Five Year Plan 1983-88:

This review of past effort suggests that following factors will be crucial to the success of the future population programme:

- a) firm political commitment to the structural changes necessary to make the environment receptive to the programme;....

The Seventh Five Year Plan 1988-93 states:

The important assumptions underlying these objectives are (a) political and socio-economic stability permitting un-interrupted programme operation; (b) visible government commitment and continued priority for the population sector; and (c) availability of foreign assistance.

PC-1 Federal, under "Communication Strategy" indicates the objective:

To involve peoples representatives at Provincial, District and Community levels in appropriate programmes and generate political support and commitment for the programme through field activities of the provinces.

These requirements and unquantified objectives have not been pursued in terms of institutionalised activities and specific staff having specific responsibilities in the programme organisational structure.

Target opinion leader groups need to be identified. They could include the elected political representatives and other leaders of political parties, senior Government Officials including Army Officers, mass-media owners and editors, owners and managers of business and industry, large landowners, tribal chiefs, medical practitioners, lawyers, professors, journalists, judges, and religious scholars of different denominations. Their distinguishing characteristic should be that a public statement of support would be locally, provincially or

nationally significant in persuading men (and women) that population policy was their business.

After identification of the targets, a set plan should be prepared (open to periodic revisions on the basis of experience gained and progress measured). Present isolated one-time contacts through seminars and conferences should give place to long-term strategies of continued contacts leading to commitment and public statements of support by members of the opinion leader target groups.

This broadening and deepening of mass communication and national opinion leader outreach operations is highly desirable and the Management Audit recommends that special task forces led by federal and provincial senior managers be created:

- i) to develop strategies for ensuring in the long run, a continuing pressure upon the whole social and economic environment towards reducing the birth rate;
- ii) to prepare topical and lively materials and present them to opinion leader target groups in a manner that will catch and hold and develop their interest;
- iii) to monitor and evaluate progress in all fields of social and economic development including (a) literacy and education, particularly female education (b) opportunities for employment, particularly for women, in the organised sector (c) infant mortality, particularly in rural areas and urban Katchi Abadis (d) legal and regulatory provisions in financial, taxation and personal laws which (i) diminish discrimination against women, (ii) diminish pro-fertility practices (e) reduce denial by local customs and practices of property ownership and inheritance by women, of alimony, child custody, access to posts and promotions and most of all, of opportunities for women to follow the trade or employment of their choice outside their homes;

- iv) to interpret these evaluations for their impact upon the Population Welfare Programme and project them into revised Programme-wide strategies prepared for appropriate lobbying with opinion leaders, the mass media, private sector and public sector organisations and the mass of citizens at national, provincial, district and community levels.

The Management Audit also recommends a communication unit with an independent budget should be established in each province which should:

- i) Ensure maximum dispersal of outreach powers, functions and supporting finances to the Districts, Tehsils, the FWCs and the emerging community organisations in the villages and in the urban low-income areas;
- ii) Minimise the urge to project an unmanageably large number of messages, all at the same time addressed to all the people, all over the country;
- iii) Avoid addressing a face-less audience. Group Specific Projections are demanded in this highly segmented, changing society with lots of cross-segmentations. For this purpose, a number of micro-surveys are required in each region and sub-region which should identify the nature and dynamics of life styles and cultural sensitivities and aspirations of the most populous target groups;
- iv) Establish new priorities within this sector and ensure that at the first economy cut in the Budget, the most valuable items are not dropped from the list as, at present, broadcasts in regional languages from the Radio Stations of Khuzdar and Turbat are the first to be sacrificed;
- v) Institute regular in-service simulation training exercises for the staff selected to reach out to specific target groups. Presumptions of the knowledge and understanding of this staff should be avoided. This staff even at the lowest tiers of the hierarchy could, in the absence of such supportive training find it difficult to deal with the manual workers of the lowest income groups who apparently form the majority of the potential clients of the programme. The guidelines for such exercises should be drawn from the micro-surveys which

should be planned accordingly to generate policy relevant results and build in prompt feedback.

In terms of staffing for these tasks, many officers of grades 17-19 at the Federal level and provincial headquarters are clear candidates for the task forces as they constitute a class of officers who have:

- i) the longest experience of working for this social change programme;**
- ii) gone through training courses inside the programme and outside, within the country and abroad.**

The management audit interviews indicated that these officers' experience of work and skill development, is not being effectively utilised, leading to a lowering of their morale (50 per cent of responses from officers of this category at the Federal level, on decision-making, were negative, 76.9 per cent of responses from officers in provincial offices were similarly negative).

**INDUCTION OF WOMEN DOCTORS
INTO THE MANAGEMENT MAINSTREAM**

The current side-lining of women doctors in the operational organisation from the management mainstream is not justifiable and may well be cost-ineffective and dysfunctional.

The Management Audit recommends:

- i) developing managerial skills of women doctors targeted through mid-level and high level management training;
- ii) a policy of opening mainstream managerial roles to women.

As immediate steps, the Management Audit also recommends:

- i) The Directors (Medical) in the provinces, who are women, should be allotted that part of the administration in the provincial office which deals with Medical and paramedical personnel, who are also women. This will take part of the heavy load off the shoulders of the Director (Administration). Along with this transfer of a part of personnel administration, there could also be a transfer of purchases of medicines and equipments for clinics which is directly relevant to the Director Medical's field of competence.
- ii) Medical Officers in RHS 'A' Centres should be encouraged to shoulder greater responsibilities in relation to personnel matters, the means of mobility needed for patients and in the timely disbursement of funds to hospital staff.

**FAMILY WELFARE SUPERVISORS AS
AN INTERMEDIATE MANAGERIAL CADRE**

The idea of career planning for paramedics and the Family Welfare Assistants (Female) has existed in the programme since 1984. A line of promotion and training was envisaged which could lead some of the Family Welfare Workers in grade-8 to the post of Family Welfare Supervisor (FWS) in grade-16 (Chart 8.4)

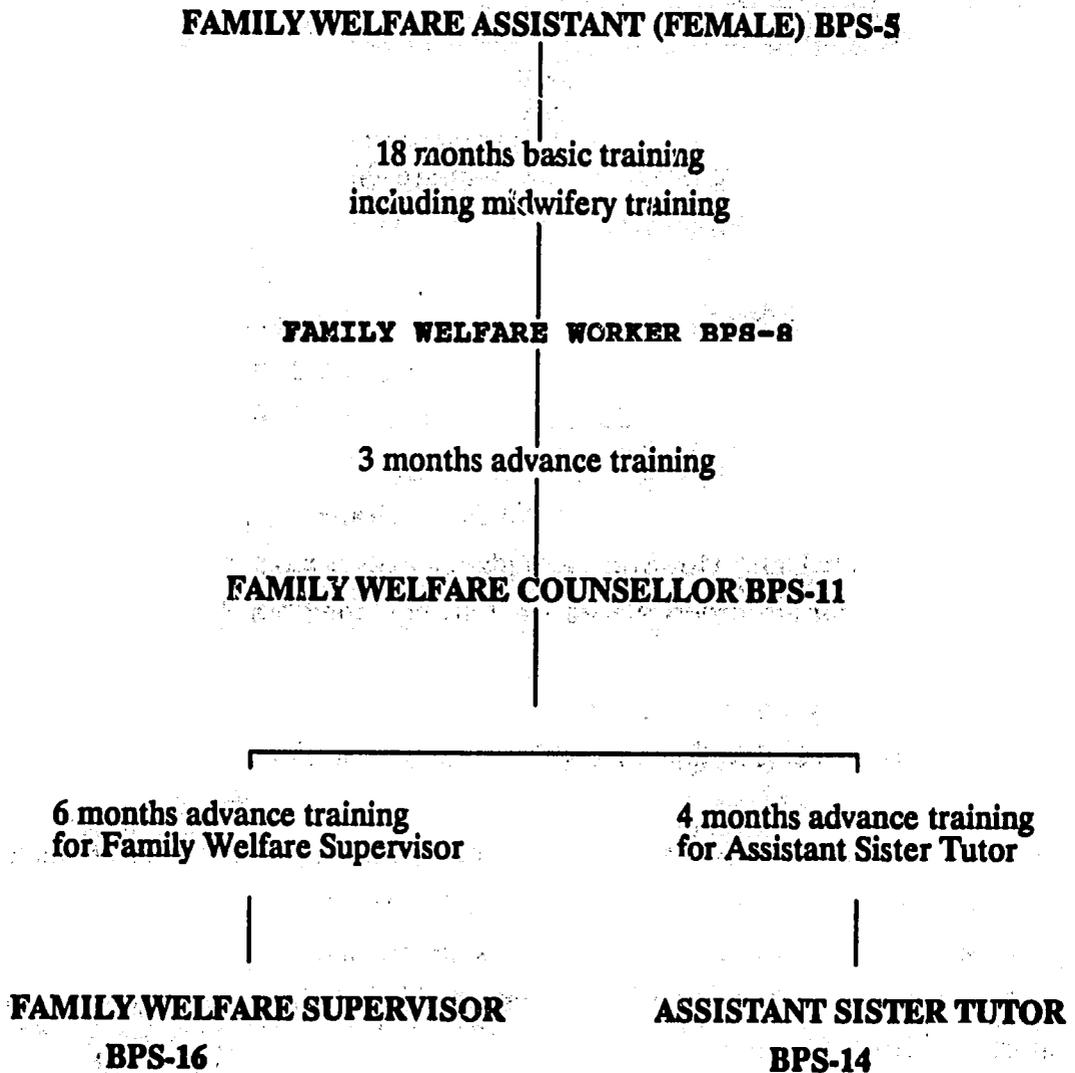
51 of the Family Welfare Counsellors have been selected and 47 of them trained for six months at the Regional Training Institutes, according to a detailed training plan based upon the proposed functions of FWSs. But posts are not available for these trained officers.

Current plans include the cadre of FWSs in Grade-16, mainly to serve in the proposed Mobile Service Units. However, no budgetary cover has yet been provided for the Mobile Service Units, nor any orders placed for "fully equipped vehicles".

After twenty five years of programme operation through paramedics, it is desirable to offer an avenue of career development, with or without the Mobile Service Units.

In order to utilise the services of experienced Family Welfare Workers/Counsellors, it would be desirable to drastically revise FWS proposed functions and the consequent training courses. FWSs should be an integral link in the management of the programme; armed with administrative and financial powers; working as direct management link with and support to District Population Welfare Officers; with real prospects of promotion to managerial posts at district headquarters and above including that of District Population Welfare Officer and Deputy.

CHART 8.4
CAREER PLANNING FOR PARAMEDICS FWA (FEMALE) BPS-5 TO
FW SUPERVISOR BPS-16 AND ASSISTANT SISTER TUTOR BPS-14



Source:- Federal Population Welfare Division records

FWSs should be trained, expected and allowed to perform the same supervisory role in relation to FW Counsellor/Workers which at present the DPWO is supposed to do but is either unable to do effectively or only at the cost of reducing outreach activity. Their span of control should be limited to five or six centres and they should be accountable directly to the District Officer.

This would reduce the big gap in the present hierarchy, where an officer of grade-18 is supposed to directly supervise an un-manageably large number of front line workers in grade-8, scattered all over the district. It would also minimise the isolation of the paramedics in more remote areas.

The Family Welfare Counsellors in Grade-11 should continue to function only as paramedics incharge of their own centres. They should not un-necessarily start supervising other FW Workers, adding another tier of supervision. The post should only serve the purpose of merit up-grading on the basis of measured performance and the span of experience.

JOB DESCRIPTIONS

As observed in Chapter 3 of this report, there appears to be no systematic structure for job descriptions in the Population Programme. Also the senior management job descriptions which were made available to the Management Audit were very weak on decision-making powers and responsibilities with terms like "coordinate", "Assist", "Discuss", and "inform" rather than "allocate", "Control", "ensure", and "decide". The Management Audit survey results suggest that this is not purely a matter of semantics for many senior managers but an accurate reflection of real lack of decision-making authority.

Redesigning job descriptions must therefore go in parallel with redesigning jobs for senior managers whose jobs currently lack any real authority.

For management tiers DPWO, DDPWO and Family Welfare Worker/Counsellor, job descriptions were laid out in the "Functions, Resources and Management" manual produced in 1987 following the functional task analysis of the Family Welfare Centres. These job descriptions list duties and tasks for each tier with a special emphasis on spreading the responsibility for community involvement across all tiers -a highly desirable goal. However, these lists are strong on responsibilities and very open in content for managers at District Office level, ending in the task "To perform any other functions assigned". The job descriptions are i) weak on resources available for the tasks, that is on the responsibilities of the programme to the manager; ii) weak on prioritising tasks in relation to overall objectives; and iii) weak on quantifying performance indicators.

To remedy these weaknesses and provide a standard format for all job descriptions in the programme organisation, the following structure based on a Logical Framework Analysis approach to activities is recommended by the Management Audit:

PROPOSED POPULATION PROGRAMME STANDARDISED JOB DESCRIPTION

(To be completed by the Officer and Line Manager at the time of appointment)

Designation and Location of Post:

Name of Officer:

Date:

Section 1: Description of job Environment

Description

Performance
Indicators

Major Assumptions

Objectives/

Impact:

Purpose/

Outcome:

Outputs:

Inputs:

Notes:

Objective/Impact should relate to the overall goals of the programme;

Purpose/Outcome should relate to more immediate, indirect results of the Officer's activity;

Outputs are the direct results of the Officer's activities, that is, the tasks of the job;

Inputs are the resources available to the Officer;

Performance Indicators should be quantified if possible with indications of frequency of measurement and by whom;

Major Assumptions should indicate the programme's responsibilities to the Officer in terms of providing an environment conducive to achievement.

Section 2: Scope of Decision-making:

Decision	Quantitative Limits (if any)
-----------------	-------------------------------------

Section 3: Line Manager and Expected Form of Supervision/ Support

Section 4: Staff Supervised for whom ACR Procedures are to be Followed and Expected Form of Supervision

Section 5: Outreach Responsibilities in order of Importance

Contacts	Form	Frequency
-----------------	-------------	------------------

Section 6: Contacts with Other Sections of Programme

Contacts	Form	Frequency
-----------------	-------------	------------------

Section 7: Records to be Maintained

Record	Purpose
---------------	----------------

Signature of Officer:

Signature of Line Manager:

DELEGATION OF POWERS TO LINE MANAGERS

An analysis of Interview Schedules in Tables 6.3 and 6.4 in chapter 6 brings out the concentration of powers at grade 20+ and DPWO levels. DPWOs, however, complain about the erosion of their powers over time and an informal with-drawal, in actual practice, of whatever formal powers were left with them.

According to Table 6.4, the other six management tiers also have significant number of officers claiming to have no delegated powers what-so-ever. This sense of powerlessness reaches a peak in the DDPWO (other) tier with over 80 per cent responding that they possessed no delegated powers.

Even those who claimed to have delegated administrative and financial powers, had just nominal powers e.g. to grant casual leave for a day or two or to disburse petty sums of cash. Recruitment and dismissal of field staff, even of the junior-most level, in actual practice, were not delegated to line managers. Relative exceptions included Directors (Administration) in the provinces and Joint Secretary (Administration) at the Federal level who act as staff officers for the Chief Executives.

The Management Audit recommends that line managers in the complex and territorially dispersed programme organisation should be armed with clear powers, administrative and financial, through prescribed procedures and in actual practice. They should also be provided with budgets sufficient to discharge their operational responsibilities.

It is, recommended that special examination may be made at the Federal level and at the level of each province separately:

- i) To determine appropriate forms of delegation;
- ii) To identify the actual powers needed to discharge clear responsibilities at different functional levels;

- iii) **To design modalities for transfer of funds and other resources to specific levels. Matching of responsibilities with resources should be ensured. Any short-falls in these resources should reduce responsibilities. As for example, any cut in the funds for mobility should reduce officially the requirement of touring and holding camps. Any short-fall in the supply of injectables should formally reduce the target fixed for the client use of injectables. Any delay in providing funds for TBA's should reduce the requirements of outreach efforts. Non-approval of Mobile Service Units for half of the plan period or non-availability of "fully equipped vehicles" for them or their future breakdowns should lead to proportionate reduction in performance targets which should be formally and explicitly re-adjusted;**

- iv) **To build in safeguards against informal withdrawal of the clearly delegated powers and the resources provided at every level to match the responsibilities.**

PERSONNEL ANNUAL CONFIDENTIAL REPORTS (ACRs)

The Management Audit recommends a more balanced allocation of ACR writing responsibilities as a result of:

- i) a review of spans of control; and
- ii) closing some of the gaps in the grading structure.

Current practice, as revealed in interviews and reflected in Table 6.6 of the Interview Schedule Results, shows that over 70 per cent of the sample DDPWOs (other), more than 50 per cent of FWW/FWSs, more than 35 per cent of MOs and more than 22 per cent of the DDPWOs (Admin) do not participate in this practice. On the other hand, more than 66 per cent of DPWOs (Admin), more than 51 per cent of DPWOs and around 20 per cent of Grade 20+ officers complete ACRs for an unmanageably large number of staff, sometimes up to 30.

It is recommended that immediate superiors complete ACRs in all cases, with a right to appeal on the part of the subordinate to more senior management.

Variations within each tier show wide variations in management practices where extent of delegation from above appears to be a matter of discretion. Effective programme operation demands that line managers should be clearly identified and their range of powers and functions explicitly spelled out down to the FWC/FWW level.

The present practice of by-passing a large number of line managers and concentrating powers in a few hands gives the impression of a growing division between people who are there primarily to exercise powers and those who are there to administer programme operations.

Current ACR forms do contain sections on future potentialities and career development including the need for training in fields to be specified. In practice, an over-emphasis upon the confidentiality and formality of the Report kills its constructive purpose.

In an operational programme of change agency social development, the need for close, supportive relationships through out the organisation should result in positive utilisation of the ACR as a moment of supportive review of performance:

- i) The Reporting Officer should discuss the whole Report with the official reported upon at a private meeting. This should include compliments for good and warning for less satisfactory work;**
- ii) Future work load should also be discussed, including measurable personal achievable targets;**
- iii) The officer's career development, including possibility of transfer or promotion should be discussed;**
- iv) Suggestions for specific skill development should be formulated in this sitting - in terms of training within the programme or outside the programme.**

RECRUITMENTS, TRANSFERS AND PROMOTIONS

According to the interview schedule results, presented in Table 6.1 of Chapter 6, there is a high rate of turn over in two crucial tiers of officers, the Grade-20 and above senior executives in the federal and provincial offices and the DPWOs. This may induce an element of non-accountability for effective implementation of longer term policies, programmes and projects. The incumbents of management posts should be accountable for operations during the whole of an implementation period. According to Table 6.1, 82 per cent of the senior-most officers in Islamabad and at the provincial headquarters have been less than five years in their present posts.

The high turnover of the chief executives and a total disregard of the Plan period in the timing of these postings and transfers are caused primarily by the induction of non-programme officials. The choice of these incumbents and timings of their entry to and exit from the programme, have so far been primarily determined by exigencies not relevant to and even harmful for the interests of this programme. Some of these non-programme officials regard posting to the programme as effective side-lining or even demotion.

A high turn over of the DPWOs as chief managers at the district level is also a matter of concern. If 88 per cent of them have been in their present districts for less than five years, as indicated in Table 6.1, it suggests organisational indifference to longer term policy development and implementation at district level.

There is a factor of low morale in the district offices as there is a chronic blockage of promotion possibilities for DPWOs. Many DPWOs have been moving from one district to another for the last twenty five years without the remotest hope of achieving any level better than the one at which they joined the programme. Observations at interviews indicated that unplanned and untimely transfers of some of these key officials of the programme were also due to political not managerial factors, such as influence exercised by others including subordinates and colleagues with politicians.

A depressingly low turnover, on the other hand, is visible in the category of Federal grade-19 and below. This category includes an overwhelming degree the senior most

officers of the programme who have hardly any openings for promotion and little chance of territorial mobility.

The Management Audit recommends:

- i) The key managers in the programme should be kept at their posts and locations for the plan period, from its beginning to the end. They should be held responsible and accountable for an effective implementation of the project and the plan;
- ii) The induction of officials at senior levels should be minimised. Even when so inducted, timing of their posting and transfer should follow the plan span of five years. Choice of such officials should not be totally unrelated to their experience of and commitment to a sensitive social sector development programme like Population Welfare Programme.

TARGET SETTING

Target Setting for the distribution of contraceptives needs to be done in consultation with those who are in close proximity of the actual or potential consumers.

After an initial detailed base-line setting exercise, involving all programme messages, there should be a clear procedure for annual review, in consultation with the same functionaries and contact agents.

The Management Audit recommends a standard procedure should be designed at the Federal level which should include:

- i) A quick survey, managed by the DPWOs (or FWSs, if in post), in consultation with local staff and non-officials, indicating the operational environment of the service and supply point, e.g. presence of schools (for boys within 2 miles/for girls within the village or small town); Bus stop, Railway Station, Post Office, Hospital or Dispensary, Chemist's shop; Any doctors, Hakeems or Homeopaths; Water Pumps/Piped Water. Tea shops within the same village or mohalla also be noted. (In bigger towns and cities it be indicated whether the clinic was in a poor or a middle class locality);**
- ii) Consultation with FWWs, MOs. (RHS) and FWAs (Male) - (for other Distribution agents), about their annual targets for each contraceptive. If possible, similar consultation may be made by DDPWO with other outlets not directly operated by the programme;**
- iii) The DPWO giving a formal assessment of the targets proposed by the actual dispensers or distributors and to aggregate up for the District;**
- iv) There should be a similar provision, for the DG of the province to agree with or modify the District level targets.**

In cases where the Provincial or Federal authorities feel unhappy with a lower target proposed than they desired, then consultation will be needed to identify means of increasing demand in the immediate operational environment of the supply and service points.

These re-inforcing steps may include:-

- i) Concentrated or saturation target group coverage through mass outreach bringing in resources from else-where;**
- ii) Improved contact with opinion leaders using high status staff;**
- iii) Efforts to enter or build community organisations with longer-term population programme goals.**

**IMPROVING PERFORMANCE
THROUGH NEWS-LETTERS AND AWARDS**

The size and complexity of the Population Programme Organisation must involve the risk of isolation of its widely dispersed officers, particularly those working at service delivery points. The publication of a regular population programme news letter would be able to publicise best practices and performance in terms of local community mobilisation, service delivery, follow-up and consequent birth-aversion. That should generate a feeling of belonging to a community of workers striving to achieve a combined objective.

The Management Audit recommends this step should be accompanied by a system of awards for the best improvements in practices and performance at the service outlet levels in the context of the local environment. The award earning practices should be specifically brought to the notice of other officers through the Newsletter. Selected teams from other areas should be taken to visit and study those prized practices.

Great care has to be taken about the criteria and coverage in offering an award, as for example:

- i) The award should be given to teams on verification and measurement of performance and on an undeniable basis of qualitative improvement;
- ii) Preferably the object of choice should be a team involving - more than a single service outlet. Preferably, it should be a group of outlets operating under the same management supervision e.g., a number of outlets under the proposed Family Planning Supervisor or those located in the same Tehsil or District under the same District officer. In South Baluchistan, as for example, one DPWO could be looking after more than one district. The coverage of the unit may thus vary with the variations in territorial and population coverage through these outlets and through Mobile Service Units proposed in the plan;
- iii) Presuming a gradual involvement of the local communities, awards could also go to the local communities in a form useful to that community for the

best performance and practices achieved through the team or programme workers working under the Family Planning Supervisor and supported by active community mobilisation;

- iv) Any award in financial value should not appear to be insignificant to the team that receives it. The mode of its utilisation be determined by the team.

In instituting such a system, lessons should be learned from the award system for the highest performance at individual outlets level established in the early phase of the programme. This led to inflated performance reports which were not adequately checked. Awards should be for qualitative innovations rather than quantitative performance.

There was also an earlier proposal for integrating the programme with the local co-operating communities and for presenting awards in terms of the felt needs of the award winning communities. This was to be done with the co-operation of other development organisations which could exercise a choice of location for the approved and funded projects e.g. feeder roads, potable water and tubewells for irrigation. Thus the award winning communities could be favoured with the location of desired development projects in their areas. This idea should be pursued at the highest levels.

DISTRICT OFFICES AS COST-EFFECTIVENESS CENTRES

As observed in Chapter 1 of this Report, studies of the programme for a variety of purposes have focussed on the District Office as a vital management point. Contraceptive logistics link District Offices directly to the national Central Stores. Contacts with non-Programme Line Departments, Registered Medical Practitioners, and other non-programme contraceptive distributing agencies also tend to be through the District Offices. The PWTI initiatives in management training have also targeted DPWOs for special attention.

On the more negative side, much that goes wrong in the programme is highly visible at the District Office level. Failures in contraceptive restocking, non-cooperation of other agencies (inside and outside the programme), implications of outlet staff frustrations, transport and other equipment breakdowns, local disruptions to the programme due to particular events or opinion leaders, are all visible at the District level.

The results of the Management Audit survey confirm the image of the District Office as the point where the attempt to reconcile top-down targets with bottom-up realities is primarily made. The results also suggest considerable frustration in not having control over the resources needed to be effective in responding to changing local situations.

If District Offices are to be strengthened, as most observers feel they should, including this Management Audit, then it is recommended, the District becomes a cost centre with specific cost-effectiveness indicators to combine physical and financial performance indicators to allow District Offices to monitor their performance across time and in comparison with other Districts.

As mentioned in Chapter 1, the process of deriving operational cost-effectiveness indicators for the population programme is still in train. A conceptual and overview study was completed in early 1988 which envisaged the District as a meaningful unit for cost-effectiveness measures and set the challenge "to devise a practical list of performance indicators for each level of administration and government" [8]

The National Institute of Population Studies put forward a proposal for a follow-up Cost-Effectiveness Analysis of the Population Welfare Programme in June, 1988. This proposed that the District form the primary unit for data collection but apparently with the primary intention of comparison from above, not for more effective management at the District level itself. It is recommended by the Management Audit that the proposal be amended to concentrate on providing more active management cost-effectiveness indicators for line managers especially at District level. To be useful, such indicators should reflect incremental ("Marginal" in economists' language) costs over which a tier of managers actually make decisions, not attempt total costing including what are effectively "overheads" for that tier of managers. After such amendment, implementation of the NIPS proposal should be expedited to complete the process of deriving cost-effectiveness indicators.

But deriving practical cost-effectiveness indicators is only one step towards making districts meaningful cost-centres. Fully delegated powers to reallocate resources within the district, subject to ex-post inspection and audit, are also required. Without such powers the District Office will remain a centre for being able to explain failures rather than promote achievement. Powers to freely allocate innovation/outreach funds, move staff for "campaigns" on issues of local significance, and generally respond to Advisory Management Committee ideas are needed to make District Offices actively managed cost-centres. The Management Audit has recommended such delegation in Annex 8.6.

IMPROVING COMMUNITY-LEVEL OUTREACH

The Population Welfare Programme 1983-88 spells out one of its major tasks in terms of - "mobilising local action groups with active person-to-person communicators through a combination of mass media communication and person-to-person communication of field workers"

PC-1 of 1988-93 programme (Federal) mentions as one of its objectives:

To encourage greater participation of community groups in the programming, implementation and management of family welfare activities as part of overall community development to be undertaken by the provinces.

PC-1 of Punjab formulates this objective in the form of: 1) community based distribution points; 2) community volunteers (male/female); and 3) Sukhi Ghar Mahfils.

A similar interpretation is made by the other provinces. These interpretations are in the spirit of continuing the ill-defined extension duties of junior programme officers. There does not appear to be any concept of stimulating the growth of independent community groups who in future will be able to make demands on programme employees to satisfy unmet demands generated in the community by the community. Nor does there appear to be any urge to look for any existing local groups already engaged in some community activity, with the intention of arousing their interest in incorporating population programme function in their range of activities.

The current programme may be usefully compared with the activities of agricultural extension workers two decades back, when the presence or non-presence of these workers was seldom noticed by the local community. Now the demands of the community play a role in compelling extension workers in the Agriculture Departments to advise them regularly alongside more systematic management of their activities through a formal Training and Visit (T&V) System.

The current interpretation of community participation in terms of marginal, largely unstructured contacts of programme officers with non-official individuals brought to the

programme, whether they are members of AMCs or community volunteers should be replaced by a more active principle of the programme going to the community.

The Training and Visit System was developed as a formal approach to providing more effective agricultural extension services. The T & V System has been used in Pakistan for this purpose. The essential characteristics of this system are as follows:

- i) a highly structured approach to the target community, working through key individuals with explicit linking to wider groups around each key individual and a regular visit schedule to key individuals and groups;
- ii) regular training for extension officers in new or modified messages to be communicated to the target community;
- iii) formal, independent, random monitoring to assess effectiveness of the messages communicated in terms of a Logical Framework hierarchy:
 - a. visits being made;
 - b. message being understood;
 - c. message being acted upon by recipients;
 - d. feedback from monitoring into design of new messages.

Thus the Training and Visit is centred on effective communication, not input delivery. The system has its critics, who claim it is over-structured, leaves crucial questions of access to market forces, in practice neglects feedback, and is low on incentives and high on discipline as far as field extension officers are concerned. These criticisms merit being taken seriously in the design of a Training and Visit System, but the Management Audit does not believe the criticisms invalidate the model.

Chapter 1, Chapter 2, Chapter 4 and the results of the Management Audit survey in this report all expressed concern that the outreach aspect of the population programme has

been chopped and changed so often in the past and currently is probably on as low, and disorganised, a level as at any time in the programme's history, bar the period 1978 to 1983.

Much has been written about the inadequacy of field supervision of Family Welfare Centres by insiders (see the quotes from an incoming Ministry of Population Welfare Secretary in Chapter 1 of the report) and outsiders (the SAMP Project report on Strengthening the Monitoring and Evaluation System highlights "weak field supervision").

A study by Semple and Mitha for NIPS in 1986 [26] and the Functional Task Analysis of Family Welfare Centres bring out the weakness of outreach from FWSs in the mid-1980s. Semple and Mitha suggest that 11 per cent of the "eligible" outreach population were "aware" of Family Welfare Centres and the Functional Task Analysis survey found the complementary statistics that 4 per cent of FWC staff time was being put into motivation and distribution.

Generally, "field" supervision in the programme has been seen as "Centre" supervision. For instance, the manual derived from the Functional Task Analysis lays out a "supervision visit protocol" in which the "amount of outreach work being done can be checked by examining the work schedule". A Training and Visit System will tackle both problems of supervision and more effective outreach simultaneously. Greater assistance and encouragement to FWC workers in designing and implementing outreach strategies can be combined with supervision beyond written records to the point of client contact.

A Training and Visit System, by concentrating attention on effective communication evaluated in its own right, will remove two current sources of confusion in evaluating outreach:

- i) the problem that effective outreach may result in motivated people going to non-FWC outlets for convenience reasons, especially in urban areas where FWC, Health Department, commercial, workplace, and NGO outlets might all be active;
- ii) the distorting effects of the present patterns of arbitrary material incentives and top-down targets, factors which the original design of Training and Visit System for Agricultural Extension was specifically aimed to overcome.

Training and Visit System specifically aim at effective, persuasive communication by methods of persuasion based on proven characteristics (see list below), through forms of communication developing content in a cumulative, self-reinforcing way, in a structure which ensures effectiveness:

TWELVE CHARACTERISTICS OF EFFECTIVE PERSUASIVE COMMUNICATION

1. **MULTIPLE SOURCES WITH HIGH CREDIBILITY AND SIMILARITY TO AUDIENCE MEMBERS;**
2. **FREQUENT AND CONSISTENT REPETITION (FREQUENCY);**
3. **TRANSMISSION VIA MULTIPLE MEDIA AT ACCESSIBLE TIMES AND PLACES (REACH);**
4. **AROUSAL OF HIGH PERSONAL INVOLVEMENT IN THE ISSUE, AND CONSISTENT WITH RELEVANT ATTITUDES AND VALUES OF THE AUDIENCE;**
5. **HIGH LEVEL OF SOCIAL SUPPORT BY SIGNIFICANT OTHERS;**
6. **OPPORTUNITIES TO EXPRESS NEW ATTITUDES;**
7. **SPECIFIC RECOMMENDATIONS FOR BEHAVIOUR;**
8. **EMPHASIS ON SELF-MANAGEMENT AND PERSONAL EFFICACY;**
9. **NOVELTY AND HIGH (COMMERCIAL) PRODUCTION QUALITY;**
10. **INCLUDES SKILL ("HOW TO") INFORMATION;**
11. **PROMOTES INTERACTION WITH THE AUDIENCE (DIALOGUE VERSUS MONOLOGUE);**
12. **MOBILISATION/RESTRUCTURING OF COMMUNITY RESOURCES. [27]**

The Population Programme shares these goals and is not without its own ideas on how to achieve them. The Advisory Management Committee structure can be seen as an incipient attempt to identify key persons for persuasion. The NWFP Director General proposes to create an "action-oriented research programme" with systematic sampling around FWSs and a "control group" approach to testing efficacy of varying inputs patterns.

The Training and Visit System will systematise widespread, continuing initiatives and permit lessons to be learnt and shared. The Management Audit recommends that the Population Programme makes contact with Agricultural Extension organisations in Pakistan with experience of using the Training and Visit System, to appraise its potential for adoption in a modified form.

But a Training and Visit System will only be truly effective if it is based on respect for workers and clients. The right approach to all extension work can already be found in the Population Programme on the wall of a Regional Training Institute:

**"Go in search of your people,
Learn from them,
Love them,
Plan with them,
Serve them,
Begin with what they know,
Build on what they have"**

MANAGEMENT TRAINING

The Terms of Reference for the Management Audit include explicit statements on the development of management training as an objective:

In order to obtain the maximum benefit from the findings of the audit, it is essential that the results are used to improve management practice. The findings will be presented in a report from NIPS, but a training manual should also be prepared. A series of workshops are proposed at which senior management discuss the findings of the report and develop proposals for improving management and organisational skills at Federal, Provincial, District and FWC level. A Federal workshop for senior officers would be held in Islamabad and the DGs from the provinces should be invited. Provision is made for provincial workshops for Directors, Deputy Directors and District Population Welfare Officers to introduce the management manual. Subsequently, DPWOs will be responsible for in-service training for District staff and staff of the tehsil offices and FWSs in all seventy-two districts.

The UK Overseas Development Administration has agreed in principle to reimburse up to Rs. 200,000 (two lacs) to the Population Programme towards the costs of provincial level workshops and reproduction of the manual.

As observed in Chapter 1 of this report, some elements of formal training in management are being included in some Population Welfare Training Institute courses, but this training is almost totally dependent on lecture inputs from external resource persons. The current staff of PWTIs are attempting to acquire knowledge of management skills. For instance, the Karachi PWTI has established a link with the National Institute for Public Administration for Organisation and Methods techniques training.

But PWTI staff, most of them with little practical experience of management themselves, are unlikely to become effective trainers after very little exposure. At PWTIs, and even more so at the Regional Training Institutes, administration to meet Government regulations and formal office procedures will continue to be taught rather than principles of effective, change agency managing, unless significant extra development and recurrent resources are allocated.

The two SAMP projects on the financial and statistical systems (see Chapter 1 of this report) recommend training in management in these two areas and the widening of

PWTI faculties to include specialist trainers. The Management Audit supports these recommendations. The training development recommended in the SAMP reports should be complimentary to that arising from the Management Audit, but there are risks of both overlap and clashes in approach - notably on the statistical system where the SAMP report makes no mention of statistics being used for decision-making at District level or below.

Integration, coordination and phasing of i) materials, ii) training of trainers (and recruitment if required), iii) target groups (including special attention to Medical Officers' needs), and iv) timings of training are vital. The Management Audit recommends that this responsibility with full delegated powers be given to a currently underutilised, designated Director in Federal MPW, who has received management training and has the personal qualities to be suitable as a workshop leader. This Director (Management Development) would need to prepare an inventory of the officers possessing formal training in management skills in the programme to identify potential workshop resource persons.

The objective of training should be to familiarise the participants with a composite approach to active, change agency management combining the principles of "management by objectives" (to encourage reduction of dysfunctional bureaucratic habits), "management by exception and random inspection" (to maintain consistency and quality of work while freeing time for outreach and planning), and "quality circles" (to encourage staff participation in trouble-shooting and service development). Techniques such as Logical Framework Analysis and other planning, and monitoring and evaluation tools should be taught as means of operationalising these Principles. The method should be based on simulations and role playing following the maxim:

**You listen and you forget
You see and you remember
You do and you know**

In terms of immediate use of the UK ODA suggested development budget of Rs. 200,000 , the Management Audit recommends the reproduction of 250 copies of a manual (50 for Federal MPW, 20 for each Provincial Office, 1 for each District Office, and 4 to be held at each PWTI). At a production cost of Rs.250 per manual, the total sum required would be Rs. 62,500. This would leave a sum of Rs.137,500 for Federal, Provincial and District.Officers' workshops. If PWTI and RTI facilities were utilised, then training in

twelve cities would be possible so that travel and TA/DA costs for participants would be minimised. Twelve two day workshops should then be affordable within the UK ODA budget.

But clearly, there exists a major prior condition before entering into management training development. There is little point in introducing training in active, change agency management if the actual day-to-day work experience of officers still primarily involves passive administration accountable purely on bureaucratic principles. The Management Audit survey indicates that there is already a mismatch between management training of senior officers in Federal and Provincial Offices and what is actually expected of them in their work.

Therefore, the Management Audit recommends that the procedure laid out in the Management Audit terms of reference be followed and the this report be discussed at a workshop for senior Federal and Provincial Officers. Firm agreement at that workshop to move towards an active, change agency management approach with some specific steps to be implemented immediately in that direction including the filling of a Director (Management Development) post, would then naturally trigger the development of a manual and an immediate and long-term management training programme.

**PERFORMANCE INDICATORS FOR
MANAGEMENT AUDIT IMPLEMENTATION**

The project document for the Population Programme Management Audit perceives this Audit as setting the base-line for future management audits conducted on a regular basis.

In order to be able to make quantitative comparisons of organisational changes over time, a modified re-survey along the lines of that conducted for this Audit would need to be undertaken. The survey could be made slightly less costly if the following modifications were made in the light of the experience:

- i) The Diary period could be radically shortened. Ten week Diaries were included partly, to meet the concern that responses to one-shot interviews would tend to be "safe" and "correct" in terms of the formal organisation structure and laid-down procedures, especially if it proved difficult to exclude senior managers from interview situations. The Diaries were seen as more objective, albeit still open to calculated manipulation, and more anonymous. In fact, the Interview Schedules turned out to be more critical of the formal programme organisation and procedures than the Diaries, especially for lower morale tiers. Thus the Diaries played a significant moderating role as well as contributing specific information of their own. But the costs of collecting in sufficient Diaries for meaningful analysis proved higher than envisaged in the original survey design. Cutting the Diary period down to one week and limiting the Effectiveness to "immediately and totally effective" or not, should reduce costs significantly in terms of costs of Diary collection and overall time for the audit to be completed;
- ii) Sampling size for FWW/Cs could be significantly reduced to a maximum of 45 urban and 45 rural respondents. The relative homogeneity of FWW/C experience should determine sample size (as envisaged in the original design of the ODA consultant) not the total number of posts. Other tiers' sample sizes should remain at about 30. But the introduction of any new tiers, for

instance Family Welfare Supervisors in any significant number will require additional sub-samples of about 30 observations.

Given the limited potential for reducing the costs of a full management audit of the Population Programme, it is recommended that such an audit be conducted at five-yearly intervals to evaluate structural shifts in management performance. Continuous management performance assessment should become internal to the Population Programme and not require frequent or heavy external inputs. The proposals of this Management Audit are aimed towards that objective of internalising management performance review and development at all management levels in the Programme.

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