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PERSONNEL MANAGEMENT IN
THE FAMILY PLANNING ASSOCIATION OF KENYA:
A PLAN FOR IMPROVEMENT

10 NOVEMBER - 19 DECEMBER 1987

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Report of an assignment carried out
under the auspices of
The Family Planning Management Training Project

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DPE-3039-C-00-5045-00

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by

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1. INTRODUCTION AND TERMS OF REFERENCE

- 1.1 The Family Planning Management Training Project (FPMT), funded by the United States Agency for International Development (USAID), works in collaboration with family planning leaders and managers in developing countries to help identify and remove constraints to improved programme performance through management training and technical assistance. In response to a request from USAID Kenya, an FPMT team visited Kenya in February 1987 to review the management problems facing the principal family planning organisations in Kenya, and in May 1987 a second team conducted a management audit of the Family Planning Association of Kenya (FPAK). There was general agreement on the activities which FPAK and FPMT would jointly undertake, now summarised in a Memorandum of Understanding between the two organisations, which includes technical assistance on issues of personnel management. This assignment addressed these issues.

- 1.2 FPAK was the first organisation to provide family planning services in the country, over 25 years ago, and it aims to maintain its position as the acknowledged leader in the field and the largest NGO provider, currently accounting for services to 27% of the contraceptive users in Kenya. It operates base clinics and outreach clinics through its eight Area organisations, located in seven of the eight provinces in the country, through which it provides a full range of IEC and training activities; it also has a pilot CBD programme which is to be expanded in the coming years. It has been an IPPF affiliate since 1977. The recent turbulent history of the Association is exemplified by its five Executive Directors in a four year span. This has left the Association with financial management and control problems, personnel

management problems, uneven programme performance, low staff morale, difficulties in recruiting, an uncompetitive salary scale, and sundry other symptoms of a lack of coherent and effective management, all of which are now to be addressed.

- 1.3 Steps are already being taken to rectify the situation. The recent appointment of a highly qualified Executive Director and senior staff, along with the adoption of a Five Year Strategic Plan completed in April 1987 with the participation of both staff and volunteers, has led to some improvement in morale, an increased sense of optimism and direction in the Association, and the recovery of the reputation of the Association with the government and donor agencies. However, these improvements in the attitudes of staff and outside agencies are based on expectations of real improvements in management and performance. The right initial steps have been taken to set the scene for improvement. It now remains to start the long haul of following through with implementation.
- 1.4 In accordance with the results of the management audit, and the terms of the subsequent Memorandum of Agreement, work has begun on improvements in the financial management and control systems, the salary structure, and urgent aspects of personnel management. All these issues were addressed simultaneously by two consultants on assignment. The recommendations and plans for improving the financial systems are to be found in the report of Tonia Papke, the financial consultant. This report deals with the work on the salary structure and other aspects of personnel management.
- 1.5 The terms of reference for the assignment covered the production of job descriptions and a new salary structure. During the course of the assignment further terms of reference were accepted by FPAK, FPMT and USAID which specified work on the major aspects of the personnel management system and procedures used in FPAK. The reasons for urging these additional terms of reference are explained in para 3.9 below; the detailed terms of reference are given in Annex 1.

2. NEW SALARY STRUCTURE AND JOB DESCRIPTIONS FOR FPAK

The Problem

- 2.1 There has been mounting evidence that the salary structure in FPAK needed to be overhauled. It has been deficient in terms of both general level of salaries and its detailed structure. For some time successful job applicants have been refusing the offer

of the jobs they were applying for because the salary was too low; in some cases the FPAK offer is below the corresponding government staff salary scale for the same job, and of course it does not carry the same security of employment and other advantages offered by the government to its employees. In addition, since the unionisation of non-supervisory FPAK staff in 1983 all these staff have been awarded an annual increase in their salary scales which has at least kept up with the cost of living. By contrast, supervisory staff (i.e. at all levels from first line supervision upwards) had no increases in their salary scales from 1983 to 1986. All staff normally receive an annual salary increment, moving from one step of their scale to the next until the top of the scale is reached. The difference is that the salary corresponding to each step of some scales increased each year while others remained static. This led to the situation where some supervisors were receiving the same or less salary than staff two grades lower.

- 2.2 A management review of FPAK in 1983 produced a new organisational structure, a new salary structure and new allowances. The new salary structure was proposed to IPPF; certain questions about it from IPPF remained unanswered, and so IPPF gave no increase in its annual budget for FPAK to allow for this new structure. In 1986 a review of supervisory staff salaries recommended an increase of 20% to cover at least the cost of living increases in order to bring supervisory staff into line with unionised staff. An increase of this size could not be financed and so it was cut to 12.5%. The unions demanded a similar increase for their staff as well, and this issue was at one time close to going to an industrial tribunal before it was dropped.
- 2.3 Apart from the salary structure itself there are other components of the remuneration package which need to be dealt with. As a result of the 1983 review FPAK extended the housing allowance to women staff (in line with legislation which was passed in Kenya at that time but which has never been implemented) but only some of the staff then employed and subsequently recruited actually receive this allowance. This is an example of the way in which the application of the remuneration package, including the salary scales, has been distorted in order to cope with the situation FPAK has found itself in. Doubtless the housing allowance was used in some instances as a device in order to offer a potential recruit sufficient salary to join the Association; in other instances presumably it was not needed. Another way of achieving the same end has been to bring in recruits at a step in the salary scale which meets their salary requirements but which is much higher in relation to their age, experience and qualifications than would be justified by comparison with existing staff; the effect of this is that long-serving staff find themselves on the same salary as younger, less experienced and less able colleagues who have been recruited more recently. This last point will not of course be affected by a new salary structure; it is discussed further in para 4.4 below.

A New Salary Scale

2.4 A new salary scale is being produced as a joint effort between FPAK, FPMT and Coopers & Lybrand Associates of Nairobi. From the beginning one aim has been to train FPAK staff in the basic skills required -- job descriptions and job value ranking i.e. ranking jobs according to their value to FPAK. With these skills FPAK can itself update the salary scale for subsequent changes in job content, organisational structure or scope of responsibility. Another aim has been that the training and (as far as possible) the job descriptions produced would cover the level of detail which is required as the basis for supervision. Very briefly, the procedure followed was:

- a) train FPAK staff in producing job descriptions and produce job descriptions for all current and some future jobs in FPAK;
- b) produce summary job descriptions (sufficient for salary comparison) for 11 jobs in FPAK which are also done elsewhere, and complete a salary survey in 5 similar organisations;
- c) train FPAK staff in job value ranking and rank the jobs according to their value to the Association;
- d) group jobs in the ranking list to correspond to grades and salary bands and assign salary ranges and salary steps within each range in accordance with the results of the salary survey.

This report covers the exercise up to the first part of item (c) -- training FPAK staff in job value ranking; the remainder is to be completed after the scheduled end of the assignment.

2.5 The job value ranking is to be done using a pair-wise comparison of jobs in which two jobs are compared (using the job descriptions) to decide which is the more valuable to the Association, or whether they are of equal value. When all the comparisons have been made it is possible to produce a list of jobs ranked according to their value. This list is then divided into a number of grades, each grade corresponding to a salary band containing a number of salary steps. Once a grade structure has been produced an extra job can be easily slotted into the structure by finding where in the structure are the jobs of equal value, using the same technique of pair-wise comparison.

Job Descriptions

- 2.6 The term "job description" usually refers to an existing job. The techniques of job analysis and of writing job descriptions, and also the training given in these techniques, are all normally based on the assumption that the descriptions are of existing jobs, with job holders who can be interviewed. This was indeed the training given to three members of FPAK staff who, with the FPMT consultant, formed the team to produce the job descriptions for the salary scale exercise. However, in the FPAK situation the team had to be a little more creative because as a result of the adoption of the Five Year Plan, a reorganisation is to be progressively introduced, and it was clearly desirable that some of the new posts, particularly those which will be filled in the very near future, should be included in the new salary structure and hence in the job description exercise.
- 2.7 In fact the team had a number of different situations to cope with: new posts which had not yet been created; existing posts with no job holders; existing posts which will change drastically because of the reorganisation; and of course currently filled posts which will continue into the foreseeable future, for which the standard techniques, tools and training are intended. All these situations were dealt with successfully by first agreeing on the organisation structure (i.e. posts) which would be submitted for evaluation, which increased the original list of 35 jobs to 40; and second, by having frequent progress meetings to deal with problems as they arose.
- 2.8 Each team member had 10 job descriptions to complete, time was short and the pressure was great. In some instances there was some compromise of the original aims. The most serious of these was that in three cases a single job description covered a group of staff (the Senior Programme Officers, Programme Officers and Accounts Clerks) each of whom individually has a different set of tasks to perform. While these job descriptions are sufficient for evaluation, they are not detailed enough to be used as a basis for supervision of the individuals. When the salary structure exercise is completed, it will take relatively little time to detail the actual tasks of each of the individual jobs. There is also a short list of new posts which have not yet been decided in sufficient detail for job descriptions to be produced for them. In addition, each of the existing job descriptions will have to be checked through by the job holder and the supervisor, and signed by both of them. This signing of a specific document is an important element of an agreement by the job holder on what he/she is expected to do, will be held responsible for, and will be judged against. Many of the original job descriptions were signed in this way, but unfortunately the text was edited during the preparations for the evaluation. Although all the errors this introduced were corrected before the evaluation, the other changes invalidated the original signatures. This will mainly require each job holder and the supervisor checking through one of the job descriptions which have been produced and making any small amendments as necessary.

3. PERSONNEL MANAGEMENT AND MORALE IN FPAK

3.1 It must be said frankly that over the years the quality of personnel management in FPAK has been poor, and the effect this has had on staff and their morale leaves much to be desired. The Five Year Plan document, produced in April 1987, was explicit about some external views of FPAK; the KMA noted the apparent lack of personnel management policies (p.45) and the Kenya Catholic Secretariat staff remarked on the low morale of FPAK staff (p.50). The same general message has come out of my discussions with FPAK staff at all levels of the organisation. It should be emphasised here that what follows is based on discussions which could be fitted around the primary task of the assignment (salary structure), mainly with staff I met in the course of the work. Because of time constraints there was no possibility of constructing a balanced sample of staff and administering a formal attitude survey, nor even of checking some of the statements offered as fact. Nevertheless the strength and near unanimity of the responses make them worth reporting.

3.2 These discussions all started with questions about morale, as a convenient way of identifying the personnel policies which are having the greatest negative effect on staff. It is useful here to group the factors affecting morale under three headings:

remuneration, including salaries, allowances, expenses, and all items where a direct payment of some kind is made;

a sense of personal worth or esteem covering training, promotion, style of supervision, FPAK style of dealing with staff;

job satisfaction including job design, job support, degree of autonomy on the job, knowledge of results, etc.

The first group was excluded from the discussions, since these items were already being covered by the salary structure exercise. All the comments which were made were found to fall in the second group, and particularly training/development, promotion and FPAK's style of dealing with its staff. There were no comments in the third group.

3.3 Long serving staff members feel themselves undernourished in training in FPAK. Administrative staff at all levels are seldom offered short courses to extend the range of their practical skills and the lack of even refresher courses for existing skills was mentioned frequently. Nurses are given adequate technical training, but do not go on management courses, even though their job has become more managerial over recent years. But of much more concern was the difficulty of undertaking longer courses which aim for the professional development of an individual. This difficulty arose from FPAK's rule that staff undertaking courses lasting longer than three months had to resign or go on unpaid

leave to do so. The effect of this rule was that either staff found it economically impossible to go on such courses, or they did go at their own expense and had no reason, other than convenience or habit of mind, to rejoin FPAK when the course finished. As a consequence many staff have not progressed professionally for the whole time they have been employed by FPAK. Another point frequently mentioned was the apparent injustice of some of the choices which were made of the staff who go for training. This is not a case of each individual being the most deserving person in his/her own judgement, since some of the examples quoted were of apparent injustices to others. There is clearly a need to develop and publish a training policy for FPAK which sets out the aim FPAK has concerning the development and training of its staff, the method which will be used in achieving this aim, the criteria which will be used to select staff for training, etc.

- 3.4 The other main issue raised in the discussions was the lack of promotion and career progression. Staff have remained in the same job for years. Applications for advertised vacancies within the Association are shortlisted at HQ and internal applicants seldom survive to the final interviews. This may well be the result of a policy of selecting the most highly qualified applicants for the shortlist, but this works to the severe disadvantage of long-serving staff who have been unable to get further qualifications while they have been employed in FPAK, in contrast to their competitors for the vacancies who have been employed in other organisations. This situation has existed with respect to HQ posts for some time; nobody now employed in HQ was promoted from an Area post. There is a widespread feeling, sometimes of anxiety and sometimes of resignation, that this situation will now extend to the Area posts.
- 3.5 It is generally known that job descriptions are being produced, and there is also an expectation that the minimum educational requirements for posts will be increased. The example most frequently quoted was the Area Officer, who will now require at least a first degree, which puts the post out of the reach of any staff now working in any of the Areas. Thus there is the feeling that posts reserved for outside applicants has extended out from HQ and is beginning to encroach on the Areas, and soon the top post in the Area -- the summit to which Area staff might reasonably aspire -- will be taken from them. In effect, Area staff feel themselves trapped between the increasing educational requirements being demanded by the Association and a lack of qualifications because of long service in the Association. When the new job descriptions are implemented, very careful consideration must be given to what special arrangements, if any, are to be made for existing staff, and an announcement of the conclusion should be made. In addition, FPAK management must decide whether it is to be an organisation in which staff expect to stay and work through several stages of their careers, or whether it is to be used as a career stepping-stone on the way to somewhere else.

The recent recruitment of all senior staff on contract may have been generally interpreted as a public indication of the stepping stone policy, although this was not the intention. If FPAK wants staff to stay with it for some time, it must have career progression paths and the associated training opportunities to offer.

- 3.5 Another issue which arose frequently in different guises was the way FPAK handles the contact it has with its staff. On this matter FPAK's performance is the same as many other organisations i.e. bad, and for the same reasons i.e. an apparent lack of recognition of staff as human beings and not just as employees. For example, internal applicants are normally not told that they have failed to be shortlisted for a job they have applied for; they find this out when they discover the post has been filled. Although in a few instances some special reasons for this have been offered, in general this is a question of ignoring the undoubted importance of a job application to the individual concerned; it is a lack of common courtesy which borders on the insulting. Applications for leave by the more senior Area staff must be passed to HQ for approval. Too often the scheduled date for the start of the leave passes with no word from HQ, and staff are left wondering whether they are on leave. When approval finally arrives there is then the question of when the leave starts -- from the scheduled date or from the date the approval was received. This could be described as an unfortunate effect of inefficiency, or of excessive workload; nevertheless it is experienced as at least an uncaring attitude on the part of the Association, and perhaps as injustice depending on the actual effects of the late approval. A staff member's pay is stopped for the days spent attending hospital because no doctor's certificate was submitted, although the staff member had never been told that these certificates were required. Here the supervisor is at fault, but the staff member will see it as an injustice.
- 3.6 These examples highlight the two basic principles of good dealings with staff -- justice and courtesy or respect. Undoubtedly the rules must be applied; the issue is how they are applied and whether justice is seen to be done. And respect for the feelings of staff and their own sense of personal worth is easily ignored in concentrating on the technical requirements of an administrative task. To expect all staff to abide wholly by these two principles would be to ask for an impracticable state of perfection. But major improvements could be made fairly simply, and these would be implemented in practice by instituting a few specific changes of procedure in dealing with communications about certain staff matters (pay, applications of all types) and changing the priority given to them.
- 3.7 Frequently injustice arises because staff and their supervisors are ignorant of the staff's rights and duties, mistakes are made, and then the required application of the rules (as in the example of hospital visits above) penalises the staff concerned. The

cure is to ensure as far as possible that staff know the duties required from them and the rights which are due to them. All this information should be contained in the Personnel Handbook of the Association. However, it is not sufficient to make copies available so that staff can have access to them, nor even to send a copy to each member of staff. Such Handbooks must be comprehensive and cover all the eventualities which may arise; they are therefore fairly long and detailed. Also they must be accurate, since they form the basis of the conditions of service, and so are written in somewhat legalistic terms. For both these reasons they make for dull reading, and it cannot be expected that staff will read them through from beginning to end. Furthermore staff may well not refer to them for information on a particular point if they do not know that this point is an issue which is dealt with in the Handbook e.g. the need to produce hospital attendance certificates. By sending the Handbook to all staff, the information has been made available to them, but it has not been communicated to them. And it is the duty of an effective management to ensure, as far as possible, that staff know what their rights and duties are.

3.8 A Personnel Handbook must be produced because it is the definitive source of information on all aspects of personnel procedures in the Association. There should also be a short booklet or brochure which explains in simple terms the main points of those items which most often cause difficulty or complaint, and which also describes briefly the remaining items covered in the Handbook so that staff can see what issues may have associated rights and duties which they may not know about. It is this booklet which should be sent to all staff, with the Handbook available for reference.

3.9 Although only a brief study of the personnel management and morale situation in FPAK has been possible in this assignment, the timing made it particularly important. The new FPAK salary scale will be ready in mid-January 1988, and negotiations with the major donors and the union will take some weeks, so the announcement will probably be made in March. This announcement is bound to catch the interest of staff and offers a valuable opportunity to communicate other messages to staff when they are more than usually receptive. Perhaps more important, the announcement to staff of a new salary scale as one component of a more comprehensive programme of intended improvements in the quality and the rewards of their working life would give more weight to the other items and to the programme as a whole. Such a comprehensive package would have more impact than announcing the new salary scales first and the other items later or, worse, announcing the other items singly as they are completed for implementation. It was therefore important to make what progress was possible in establishing what these other items would be and what definite statements could be made about the steps which will be taken to improve the situation of staff in FPAK. It was for this reason that a supplementary set of terms of reference were proposed during the assignment (see Annex 1).

3.10 It would also be worthwhile to capitalise on the interest there might be outside FPAK in this announcement and make every effort to get it in the media. When the new salary scale is about to be announced it would be useful for FPAK to produce a press release and to find a title for the new programme (something like "A New Deal for Staff"). The publicity would not only improve the public standing of FPAK, but would have practical benefits in the increased numbers and quality of future applicants for vacancies.

4. WORKPLAN FOR PERSONNEL MANAGEMENT DEVELOPMENTS IN FPAK, 1988

4.1 Several major non-financial factors have been identified as having a serious effect on staff morale and performance -- lack of supervision, confusion of responsibility and function, poor staff capability, no career prospects for Area staff. Recommended solutions are:

- a) get formal staff agreement to the job descriptions produced for the salary exercise and use them as the basis for a new supervision system for all staff;
- b) produce a revised Personnel Handbook setting out all the personnel policies and procedures in FPAK and a short booklet explaining the main elements of the Handbook in simple terms;
- c) improve staff training;
- d) institute a new career progression policy and career management procedures;
- e) improve the speed, quality and effectiveness of FPAK's communication with staff.

4.2 A proposed workplan for 1988 has been agreed with FPAK and approved by AID/Kenya. It is summarised below; further detail will be found in Annexes. Technical assistance with some of these activities will be necessary, which could be supplied by FPMT.

1. Supervision System For HQ (Annex 2)

- Jan-Apr
- a) Complete detail of some job descriptions.
 - b) Each job holder countersigns job description.
 - c) New supervision system designed (checklist, reporting forms, frequency), supervisors trained (four groups, two days each), first supervision interviews held.

Resource: For item (c) only, international consultant for 3 weeks and local consultant for 6 weeks, both starting mid-February.

2. Staff Communication Procedures in FPAK (Annex 3)

- Jan-Mar a) Identify the causes of the major shortcomings in the staff communication procedures in FPAK.
b) Design and implement improved procedures.

Resource: Kenya Institute of Administration.

3. Personnel Handbook (Annex 4)

- Jan-Apr a) Revised and improved draft completed.
b) Draft reviewed by personnel specialist and labour lawyer.

Resource: Federation of Kenya Employers.

- May Produce booklet explaining the main elements of the Handbook in simple terms.

Resource: FPAK staff.

4. Improved Training and Career Management (Annex 5)

- Jul-Aug a) Staff age/grade/length of service analyses and labour market survey to establish feasible career management policies.
b) Identify alternative training policies and strategies.
c) Policy analysis to establish the costs and consequences of alternative combinations of career management and training policies, for decision by FPAK.
d) draft policy documents and plan implementation of training and career management procedures.

Resource: personnel/manpower consultant for 6 weeks.

5. Supervision System for Areas

- Oct-Dec a) One week workshop for Area Managers on job descriptions and supervision system.
b) Each job holder in the Areas countersigns his/her job description.
c) Supervisory staff in each Area trained, first supervision interviews held.

Resource: same local consultant as in 1, for eleven weeks.

- 4.3 These proposed activities have been scheduled taking account of the usual annual cycle of FPAK's workload i.e. the National Annual Delegates Conference, the annual Workplan/Budget, and so on; the special activities which are already known i.e. the design and implementation of improvements in the financial management and control systems, and the implementation of the new salary structure; and the current situation e.g. there are four vacancies at Area Manager level which cannot be filled until the new salary structure is announced. By far the biggest uncertainty in this list is the implementation of the new salary structure. When the current design work in FPAK is completed, in mid-January, there must be discussions/negotiations and agreement with donors and the union, and then some detailed work to place each of the current members of staff on the new scales.
- 4.4 Fitting current staff into the new scales offers what is for all practical purposes a unique opportunity to correct some of the distortions which have crept into the salary system over recent years. Recent recruits are on the same salary level as older and more experienced long-serving staff for reasons of pragmatism at the expense of justice (see para 2.3). It would be easy, but unfair, to put both on the same salary step in the new structure. The more recent members of staff can still be offered an increase in salary (to their correct levels according to the salary survey), but this would be a smaller increase than the average for all staff and to a lower step in the new structure. This possibility of offering an increase in salary amount as a strong incentive to accept a downward adjustment in salary step is something which will not occur again for very many years. If the opportunity is not taken now, the anomalies will persist for as long as these staff stay.

ANNEX 1: SUPPLEMENTARY TERMS OF REFERENCE FOR THE ASSIGNMENT

1. With the assistance of senior FPAK staff, to plan the most effective use of the limited consultant time available for non-financial personnel management issues.
2. By interviews and analysis of records, to establish the aspects of personnel management affecting productivity and morale in the situations which have been identified in step 1.
3. To propose activities which could strengthen personnel management and improve the morale of FPAK staff in these situations, and to estimate the costs, both financial and non-financial, of their application.
4. To propose a phased implementation of a number of these activities which, together with the new salary scales, would form a coherent programme aimed at the improvement of the morale of FPAK staff.
5. To help FPAK plan the announcement of this programme, both inside and outside FPAK.

ANNEX 2: SUPERVISION SYSTEM FOR HQ

1. COMPLETE THE JOB DESCRIPTION EXERCISE.

In the job evaluation exercise 40 job descriptions were produced. In some cases, the text of the job description signed by the job holder and the supervisor was changed in the preparations for the evaluation. A specific text needs to be agreed between every job holder and supervisor and signed by both of them, as the definitive text of the job description. This will mainly require each pair checking through one of the job descriptions which have been produced and making any small amendments as necessary.

In a few cases a job description covered a group of staff (Senior Programme Officers, Programme Officers, Accounts Clerks) -- sufficient for evaluation but not detailed enough as a basis for supervision. All these job descriptions need to be detailed for the individual jobs in each group, and then signed by job holders and their supervisors. Most of the text of these detailed job descriptions are already available in the more general versions which have been produced; it is now mainly a matter of listing and agreeing the detailed responsibilities of each job holder in the group.

In addition, a few new posts which are planned to be created within the next three years had not been decided in sufficient detail to be able to write a job description. It would be an advantage to produce these job descriptions wherever possible.

While it would be desirable to wait for the appointment of an Administration Officer/Personnel Officer before starting these activities, this would mean a delay of some months. Rather than lose the momentum which job descriptions now have in FPAK, it seems much preferable to push on now with the Finance and Administration Officer directly responsible for the work. The specific activities to be completed are:

1. Produce detailed job descriptions for:

Senior Programme Officer: Service Delivery
Programme Officer: Youth
Programme Officer: CBD
Programme Officer: Data Analysis
Programme Officer: Research

2 Accounts Assistants) Tonia Papke recommends something
6 Accounts Clerks) similar, by local accountants

Senior Programme Officer: Publicity & P.R.
Programme Officer: Materials Development
Programme Officer: Resource Development
Programme Officer: Media Programming

These detailed job descriptions should be agreed between job holders and their supervisors, where they exist, but SHOULD NOT BE SIGNED.

This activity should be completed by the end of January 1988.

2. These new job descriptions, together with those already produced in the job evaluation exercise, should complete the set of job descriptions for all HQ posts. Now all these job descriptions must be agreed by HQ staff members and their supervisors, and signed by them. To do this each member of staff at HQ should receive a copy of the job descriptions for his/her own job and for all the subordinates which he/she is responsible for. Thus Mrs. Mworía is given a set of job descriptions for her own job and all the HQ staff she is responsible for i.e. all HQ staff. Mrs. Mkolwe is given a set of job descriptions for her own job and all the HQ staff she is responsible for i.e. all Programme staff. Mr. Mzenge is given a set of job descriptions for his own job and all the HQ staff he is responsible for i.e. all Finance and Administration staff. And so on down the organisation. Then starting at the top of the organisation, Mrs. Mworía reviews all the job descriptions she has (to make sure they are acceptable) and, with those she directly supervises, signs their job descriptions. These staff (Mrs. Mkolwe and Mr. Mzenge) in turn review all the job descriptions they have been given and sign the job descriptions of the staff they supervise directly. And so on down the organisation.

This activity should be completed by the end of February 1988.

2. IMPLEMENT SUPERVISION PROCEDURES

Mrs. Mworía, Mrs. Mkolwe and Mr. Mzenge should now agree on the supervision process which is to be used in HQ using these job descriptions i.e. the frequency with which supervision meetings will take place between staff and their supervisors, the checklist of items to be covered in each meeting, the form and content of the written record which should be kept of these meetings, what items it should contain e.g. a comment on how each main responsibility has been performed during the preceding period, some specific performance targets for the next period, any changes which should be made to the job description (these must be agreed at each level in the chain of command up to Mrs. Mworía before they become effective), and so on. Although the three senior staff make the final decision, many others may be involved in the process. Two consultants should be available for two weeks from mid-February to assist in the process.

All supervisory staff should have training (two days) in how to conduct these supervisory meetings, use the checklist, complete the record of the meeting, etc. There will be 20-25 staff in HQ who should have this training i.e. 3-4 groups. The training

could be on Monday/Tuesday and Thursday/Friday during a two week period in the first half of March 1988. The local consultant should conduct this training.

Supervisors should hold the first round of supervision meetings with their subordinates within a few days of the end of their training. (Hence the training courses should start with the most senior staff first, and progress to the middle and lower grades.) This first round of meetings should be finished and all their records completed by the end of March. The local consultant should be available for two weeks after the end of the training to assist with the queries and problems which will arise.

Objective: To assist FPAK staff design a supervision system for staff at the HQ, and to train supervisors in its effective operation.

Terms of Reference

1. To assist FPAK staff determine the parameters of an effective supervision system for HQ staff in FPAK e.g. the frequency of supervision meetings, what checklist (if any) should be used, the layout and content of the reporting forms.
2. To train supervisors at HQ in the operation of the supervision system.
3. To advise and support supervisors in the initial implementation of the supervision system.

Resources: One local consultant for 6 weeks, one international consultant for 3 weeks.

Timing: Both consultants start mid-February 1988.

ANNEX 3: IMPROVED STAFF COMMUNICATION PROCEDURES IN FPAK

There are a number of regularly occurring examples of poor communication with staff e.g. late approval of leave applications, no response to internal applicants for vacancies. A small study is needed with the objective of helping FPAK administrative staff design and implement new procedures which will improve the quality and effectiveness of administrative communications with staff, both individually and collectively. Such a study would start from the presenting symptoms of complaints and shortcomings, and do a system analysis of the administrative procedures to identify the causes of the problems. This would provide the basis of suggesting solutions to these problems, which would be mainly improved administrative procedures, different priority rules for dealing with items, etc.

This is a fairly straightforward study, and it has been suggested that the Kenya Institute of Administration should be approached and invited to use this situation as a field exercise for the students on one of their senior management courses.

ANNEX 4: PERSONNEL HANDBOOK

The objective of this work is to help FPAK produce an updated Personnel Handbook setting out all FPAK's personnel policies and procedures. A revised and improved draft is now being processed by FPAK staff. It should be reviewed by an experienced personnel specialist, to advise on any omissions, and by a labour lawyer, to advise on possible disagreements with the Contract of Employment, the Collective Agreement and the labour law of Kenya. The Federation of Kenya Employers, of which FPAK is a member, has agreed to provide these services. This Handbook should be complete by the end of April 1988.

When the Handbook is finalised, it would be desirable to produce a booklet or brochure explaining the main elements in simple terms which would be sent to all staff. It is suggested that this should be done by FPAK staff. It should be finished by the end of May 1988.

ANNEX 5: IMPROVED TRAINING AND CAREER MANAGEMENT

There has been no career progression for many FPAK staff for some years now. There are certainly individuals, particularly in the Areas, who have been in the same job for years and are at the top of their salary bands. Also there has been virtually nothing in the way of training opportunities, particularly for longer courses which provide for professional development and higher qualifications. With an increase in the minimum qualifications for many jobs in FPAK, longer-serving staff are now in effect trapped in their current jobs unless something is done to relieve the situation. However, the problem calls for much more than a special arrangement to deal with this one group of staff. It is necessary to consider the career paths and prospects of all staff in FPAK, to work out how best to manage the whole career system to the joint advantage of both the Association and staff. This will depend strongly on the training policy FPAK will adopt for the future. The two are so interlinked that they should be dealt with simultaneously. This work cannot be done until the new salary structure has been announced and the number, size and range of grades is known.

Objective: To assist FPAK to develop a training and career progression policy which will best meet the requirements of the Association and staff.

Terms of Reference

1. To collect and analyse age/grade/length of service data to establish feasible career management policies and strategies.
2. To identify feasible training policies and strategies.
3. To undertake policy analysis in order to establish the costs and consequences of alternative combinations of career management and training policies.
4. To assist FPAK staff to select the optimal policies for implementation, and to draft policy documents for career management and training covering:
 - the objectives of each policy;
 - the strategy to be followed to achieve these objectives;
 - the methods and procedures to be used to implement these policies;
 - the allocation of responsibilities for carrying out these methods and procedures.

5. To assist FPAK staff draw up an implementation plan for instituting these policies.
6. To produce a written report on the findings and recommendations of the assignment.

Resource: personnel/manpower specialist for 6 weeks.

Timing: July/August 1988.

ANNEX 6: SUPERVISION SYSTEM FOR AREA STAFF

The supervision system to be installed for Area staff will follow the system installed at HQ (see Annex 2) as closely as is practicable. In each Area it is the Area Manager who will ensure that the whole process of getting the job descriptions accepted and the supervision system operating is pushed through to a successful conclusion. The Area Managers have no experience in producing job descriptions and using them for supervision, so they will need training before the implementation can start. An initial training workshop for the Area Managers, chaired by the Programme Manager and conducted by the same consultant who undertook the training at HQ (see Annex 2), will consist of:

job descriptions and how to produce them (1 day)

divide into Working Groups, produce detailed job descriptions for jobs not already covered in the job evaluation exercise e.g. Assistant Area Programme Officers (1 day)

review and agree job descriptions for all Area jobs; each Area Manager signs a job description, countersigned by Mrs. Mkolwe (1 day)

training in how to conduct supervision meetings (2 days)

After the training workshop the Area Managers will return to their Area Offices, and explain to their staff the content of the job descriptions and their intended use as the basis of supervision meetings. All staff will receive a copy of their job descriptions. These will be reviewed and signed by staff and their supervisors, starting from the Area Manager and working down through the grades as was done in HQ (see Annex 2).

Starting one week after the end of the Area Managers' training workshop, the consultant will visit each Area for one week in order to train the supervisors in the Area (8 or 9) for two days (Monday/Tuesday). When this training finishes the supervisors undertake the first round of their supervision meetings. The consultant remains in the Area Office for the remainder of the week (three days) to assist with the queries and problems which will arise.

Objective: To train Area supervisors in the operation of the FPAK supervision system and advise on and support its initial use.

Terms of reference

1. To prepare and run a one-week training workshop for Area Managers in the production and use of job descriptions and the operation of the FPAK supervision system.
2. To prepare a two-day training course for supervisors in the Areas, run the course in each Area, and advise on and support its initial use in each Area.

Resource: The same local consultant who trained the HQ staff for 11 weeks (1 week preparation, 1 week training workshop, 1 week preparation, 8 weeks training in the Areas).

Timing: Mid-October to end December.