

PA-ABL-117

ISA 76235

**PERSONNEL MANAGEMENT IN THE  
FAMILY PLANNING ASSOCIATION OF  
KENYA (FPAK)**

**JULY AND OCTOBER 1991**

**Peter Shipp**

**FAMILY PLANNING MANAGEMENT DEVELOPMENT**

**Project No.: 936-3055**

**Contract No.: DPE-3055-C-00-0051-00**

**Task Order No.: TAO 24 KE & TAO 47 KE**

## CONTENTS

INTRODUCTION AND TERMS OF REFERENCE . . . . .	1
THE PROPOSED NEW ORGANIZATIONAL STRUCTURE . . . . .	1
JOB EVALUATION . . . . .	2
THE SALARY SURVEY . . . . .	4
A NEW SALARY SCALE FOR FPAK . . . . .	5

ANNEX A: SCOPE OF WORK

ANNEX B: PROPOSED IMPROVEMENTS IN THE ORGANIZATIONAL STRUCTURE  
OF FPAK

ANNEX C: JOB DESCRIPTIONS FOR THE PROPOSED NEW POSTS

ANNEX D: EVALUATION FACTORS

ANNEX E: A NEW SALARY SCALE FOR FPAK

## **1. INTRODUCTION AND TERMS OF REFERENCE**

- 1.1 In June 1990 a technical assistance assignment in the Family Planning Association of Kenya (FPAK), carried out under the aegis of the Family Planning Management Training Project (FPMT) of Management Sciences for Health (MSH) funded by USAID, reported on "A Revised Organizational Structure and Training Policies for FPAK". In October and November 1990 an Overall Programme Evaluation and Management Audit (OPE/MA) of FPAK, carried out under the aegis of the International Planned Parenthood Federation (IPPF) proposed an organizational structure which was similar in many respects (but not all) to that proposed in the earlier study. Following discussions with FPAK and IPPF, this assignment was commissioned by the Family Planning Management Development Project (FPMD) of MSH (the successor project to FPMT). The consultant reconciled the differences between the two proposed organizational structures and assisted in a job evaluation and salary survey exercise to identify suitable salary levels for FPAK staff in the new structure. The detailed Scope of Work is at Annex A.
- 1.2 An essential step between agreeing the new organizational structure and the subsequent job evaluation and salary survey was the production of a complete set of job descriptions for all existing and proposed new posts in FPAK (Item 3 in the SOW), on which the job evaluations and salary survey are based. In the light of an earlier FPMT-funded exercise in December 1987 to produce a complete set of job descriptions for FPAK staff and their subsequent use for job evaluation and setting salary levels, and in view of the subsequent employment of personnel officers by FPAK, it seemed reasonable that the consultant should produce the job descriptions for the proposed new posts and Association itself should be expected by now to have the capacity to produce job descriptions for all the remaining (existing) posts in the Association; this was agreed. For this reason it has been necessary to divide the assignment into two parts (3 weeks + 2 weeks), to allow an interval for the time-consuming task of checking and updating all the job descriptions to be completed by FPAK staff.
- 1.3 In addition, a job evaluation exercise was to be undertaken, as part of the salary survey exercise. Although the current Personnel Officers were not employed by FPAK at the time the earlier exercise was carried out, most of the original Job Evaluation Team are still available, and it was agreed that FPAK staff would make all the preparations for this exercise, also during the interval between the two consultant visits.

## **2. THE PROPOSED NEW ORGANIZATIONAL STRUCTURE**

- 2.1 In 1986 the Association made a radical change of policy from undertaking mainly IEC activities to service delivery. With the support of donors for this new policy there has been a very large and rapid increase in the volume of the Association's work. All the attention has been focused on the technical problems of getting the new prog-

programmes up and running, to the extent that the Association's current Three Year Plan has as its themes "consolidation, the quality of services and the effectiveness of management". Both the FPMT study of June 1990 and the OPE/MA study of October/November 1990 concluded that one of the main casualties in the recent rapid increase in programme activities had been the support available to senior staff -- the Executive Director, the Programme Manager and the Area Managers. The proposed new organizational structure consolidates the organizational and structural aspects of the two reports and proposes the following changes:

- a) in support of the Executive Director -- appointing a Special Assistant to the Executive Director; this was recommended by both studies;
- b) in the management of programmes -- separate the HQ responsibility for Area activities from the HQ responsibility for programme activities (now both are carried by the Programme Manager); both studies recommended this although their proposed implementations are not the same;
- c) in the work of the Research & Evaluation Unit -- to focus more on analyzing data, producing performance reports and undertaking useful research in order to give more direct support to the programme work; both studies agreed on this although they differ in the proposed organizational location of the Unit to support this change;
- d) in support of Area Managers -- appointing Assistant Area Managers with direct responsibility for the supervision of administrative staff in the Areas; this was recommended by both studies.

In addition a number of more detailed changes are proposed which were included in the FPMT study but were not considered in the OPE/ MA study. These are:

- e) the staffing and management of the HQ programmes Department;
- f) a career development line for Area Managers.

A detailed account of the proposed new structure is at Annex B and the job descriptions of the proposed new pcs's are at Annex C.

### **3. JOB EVALUATION**

- 3.1 Although not included in the official SOW (see Annex A), a job evaluation exercise based on the new set of job descriptions was technically desirable and could be fitted into the agreed timeframe of the assignment. In addition, since the previous job

evaluation exercise in FPAK in December 1987, some of the jobs have been regraded and a number of new jobs have been created and added to the job grading list. For these reasons it appeared useful to undertake a fresh evaluation of all the jobs in the Association to ensure that their gradings are once again consistent throughout.

3.2 The Association's personnel officers (Mr. Njenga and Mr. Maingi) made the preparations for this exercise as follows:

- a) agreed the membership of the Evaluation Panel with the Executive Director, to include as many members as possible of the original Evaluation Panel;
- b) made copies of the instructions for the Panel and circulated them to the members;
- c) produced a complete set of job descriptions for the new organizational structure and circulated them to members of the Evaluation Panel;

3.3 The procedure followed was the same as that used in the previous exercise. Each job was considered in turn to decide which job grade it should be allocated to in accordance with the definitions of the job grades. To do this, each job was reviewed using the same Evaluation Factors as in the previous exercise; these factors are listed in Annex D. The preparatory stage of the previous exercise -- pairwise comparison of benchmark jobs in order to establish a number of grades and their definitions -- was unnecessary this time.

3.4 In order to simplify the task of the Job Evaluation Team, the current jobs in the Association were divided into three groups:

- Group 1:** all those jobs which were graded by the Job Evaluation Team in the previous exercise and whose grading had not been changed since then.
- Group 2:** all those jobs which were graded by the Job Evaluation Team in the previous exercise and whose grading had been changed since that time.
- Group 3:** all those jobs which were not graded in the previous exercise e.g. new jobs created since then.

3.5 The task of the Evaluation Panel was:

1. For the jobs in Group 1, to determine:
  - a) since the last exercise had the job changed significantly in any of the Evaluation Factors?
  - b) if not, was the previous decision on its job grading still correct?
  - c) if it had changed significantly, what should its job grading be?
2. For the jobs in Group 2, to determine:
  - a) what were the reasons for the grade change which was made since the last exercise e.g. significant changes in its Evaluation Factors, the grounds for a successful appeal against the original decision, etc.?
  - b) did these reasons justify the change which was made?
  - c) if not, what should the job grade be?
3. For the jobs in Group 3, to review each job according to its Evaluation Factors and determine which job grade it should be allocated to.

3.6 Although job descriptions for the proposed new posts in FPAK had been produced (Annex C), the new organizational structure had not been announced and so these posts were not included in the job evaluation exercise.

#### 4. THE SALARY SURVEY

4.1 The Federation of Kenya Employers (FKE), of which FPAK is a member, has conducted a salary survey covering the local employees (i.e. excluding expatriates) of NGOs in Kenya, many of them headquartered in Nairobi. A discussion with Mr. G. Bekko, the Executive Officer of FKE's Manpower Consultancy Services who conducted the survey, determined that the results are applicable to FPAK. It covered a much larger number of contributing organisations than the usual survey by commercial consultants does, and its results are therefore a good deal more reliable.

## 5. A NEW SALARY SCALE FOR FPAK

- 5.1 The current salary scales for FPAK management staff (Grades A-G) were set on 1 January 1988, since which date there has been an increase in the cost of living in Kenya of about 50%. The remaining, unionized, grades (H-L) benefit from an annual salary negotiation which at least keeps pace with the cost of living. The Association now wishes to bring its management salary scales more into line with those of similar organisations in Kenya.
- 5.2 The results of the FKE salary survey showed three levels -- High, Median and Low -- of the compensation packages (salary + allowances + the financial equivalent of benefits) for each grade of staff. The Median figures from the survey were used in setting the new salary scales for the Association. The aim is to bring the salaries and other benefits of the Association's employees up to the middle of the range of what is received by similar staff employed in similar organisations in Kenya.
- 5.3 Comparing current compensation packages for FPAK staff shows that management staff in FPAK are now receiving 58-71%, depending on grade, (average 65%) of the median compensation for their grade in Kenya. The total increase required to bring their compensation levels up to the median is 40-72%, depending on grade, (average 54%) which is reasonably close to the increase in cost of living since the time the current salary scales were set in the Association.
- 5.4 FPAK proposed a new set of allowance and benefit items which maintained their current average at about 50% of total compensation. The remainder of the monthly compensation for each grade (to bring each up to the median figure in the FKE survey) constitutes the salary component of compensation. Because in general the proposed allowances and benefits for FPAK staff constitute a higher proportion of compensation than the corresponding figures for other NGOs in Kenya, then necessarily the basic salaries in FPAK would in general be lower than the current figures for NGOs in Kenya in order to achieve the same overall total staff compensation; on average the proposed basic salaries in FPAK would be 84% of the corresponding salaries in other NGOs in Kenya. However, because the current basic salaries in FPAK are so low, it requires a substantial percentage increase on the current scales, between 66% and 92% depending on grade, to bring them up to these levels.
- 5.5 The detail of the analysis performed, the proposed set of allowances and benefits, and the proposed new salary scales, are shown in Annex E.

## ANNEX A: SCOPE OF WORK

**For :** Organizational Development and New Salary Structure  
**Position:** Consultant Peter Shipp  
**Time:** July 1991, 15 days and September 1991, 10 days

The Consultant's activities will be:

1. To review with FPAK senior staff and Board the recommendations on FPAK organizational structure in the FPMT report of August 1990 and the report of the IPPF OPE/MA study of Oct/Nov 1990.
2. To participate in the development of an implementation plan to adopt a new organizational structure in FPAK.
3. To help FPAK staff produce job descriptions corresponding to the agreed new organizational structure.
4. To assist in the design and execution of a salary survey to identify suitable salary levels for FPAK staff.
5. To assist in the production of documentation explaining and justifying the selected salary levels for FPAK staff.
6. To submit a written report on the outcome of each trip in the consultancy to the FPMD/Kenya Coordinator at the conclusion of each trip.

## ANNEX B:

### PROPOSED IMPROVEMENTS IN THE ORGANISATIONAL STRUCTURE OF FPAK

1. In 1986 there was a major change in the thrust of FPAK's activities. Up to that time the emphasis had been on creating family planning awareness and demand for services, and when a high level of these had been achieved in the country the focus of the Association's activities switched to meeting demand through service delivery activities. By 1989 65% of the Association's annual expenditure was on service delivery projects, 14% on other projects and 14% on project support. This major switch has had its effect on the rate of expansion, the staffing patterns and the organisational structure of the Association. With the support of its donors for this new focus on service delivery (mainly USAID and AVSC direct and ODA, UNFPA, World Bank and USAID through NCPD) the expenditure of FPAK doubled between 1987 and 1989, and full-time staff increased by 73, almost 30%. Staffing patterns show that now most of the programme staff at HQ and in the field are engaged in service delivery (static clinics, outreach clinics and CBD). The organisational structure has had to make room for the creation of a Senior Programme Officer post for service delivery in order to cope with the greatly increased and more highly technical workload in the Association's programmes.
2. This recent major expansion in the staffing, budget and activities of the Association has also called for improvement in the existing management processes and (where necessary) the implementation of new ones e.g. the appointment of higher calibre Area Managers to bring more effective management to increasing numbers of staff and volumes of service delivery activity in the Areas, the computerisation of CBD service statistics (soon to be extended to clinic statistics), the imminent computerisation of financial/accounting systems, the design of a staff supervision system allied to an annual staff appraisal, starting a personnel function in the Association, and the planned computerisation of the logistics system and personnel records. These sweeping changes, both recently implemented and still to come, have placed greater pressures on senior managers who are now having to use these new tools to cope with a wider range of activities of greater complexity than before.
3. It is therefore not surprising that the Association's current Three Year Plan has as its central themes consolidation, the quality of services and the effectiveness of management. In times of massive expansion the urgent issues of coping with the new activities and their problems are always pressing, and they are dealt with at the expense of other issues which are given the minimum amount of attention to relieve whatever immediate difficulties are presenting themselves. But this cannot be allowed to continue for too long, for these first-aid type solutions become less and less effective and soon allow more deep-seated problems to establish themselves. The Association has therefore given itself a breathing space to digest the recent expansion and prepare itself for a planned further expansion, particularly in CBD services.

4. One of the main casualties of the recent expansion has been the support available to senior staff. While the resource needs of service delivery programmes have been quickly identified and met wherever possible (because all the attention has been on these programmes and their initial performance), the workload of senior managers has also increased but they have coped with it to the extent that time and circumstances have allowed. This period of consolidation has afforded the opportunity for a much more critical and detailed analysis of the situation than has been possible recently, and this has shown the ED and PM under pressure and unable to do justice to the current workload, let alone prepare for its increase in the near future. This general conclusion was arrived at in a Family Planning Management Development study in July 1990, and was confirmed by the IPPF OPE/MA study of October/November 1990. Both studies made specific recommendations for improving the situation.
  
5. This document consolidates the organisational and structural aspects of these two studies and the views of FPAK senior volunteers and staff. It proposes the following changes:
  - a) in support of the Executive Director -- appointing a Special Assistant to the Executive Director; this was recommended by both studies;
  
  - b) in the management of programmes -- separate the HQ responsibility for Area activities from the HQ responsibility for programme activities (now both are carried by the Programme Manager); both studies recommended this although their proposed implementations are not the same;
  
  - c) in the work of the Research & Evaluation Unit -- to focus more on analysing data, producing performance reports and undertaking useful research in order to give more direct support to the programme work; both studies agreed on this although they differ in the proposed organisational location of the Unit to support this change;
  
  - d) in support of Area Managers -- appointing Assistant Area Managers with direct responsibility for the supervision of administrative staff in the Areas; this was recommended by both studies.

In addition a number of more detailed changes are proposed here which were included in the Family Planning Management Development study but were not covered in the OPE/MA study. These are:

- e) the staffing and management of the HQ programmes Department;
  
- f) a career development line for Area Managers.

A summary of the proposed new organogram for FPAK is shown in Fig.1, the proposed new organogram for the HQ Programmes Department in Fig.2, and the proposed new organogram for the Areas in Fig.3. No structural changes are proposed for the Finance and Administration Department.

#### Support to the Executive Director

6. The two major functions of the Executive Director (ED) are:

- to manage (and indeed to undertake most of) the external relations of the Association e.g. representing the FPAK at official events and technical meetings, identifying and developing new resources for FPAK, improving the national and international reputation of FPAK, etc.
- to ensure the overall internal efficiency and effectiveness of the Association, and particularly its operational performance, quality of services and financial probity and efficiency.

The second of these, maintaining an overview and overall control of the internal operations of the Association, is largely concerned with setting policies and strategies (for services, operations, finance and administration) through proposals to and agreements with donors, strategic plans, annual workplans and budgets, etc.; it is also concerned with monitoring performance, mainly through regular reports. The detailed management of activities is delegated to other staff. The other major function, external relations, requires such more of the direct personal involvement of the ED, although this too is delegated as necessary to individuals to represent the ED at particular events.

7. A Special Assistant to the ED is intended to be an executive personal assistant giving support in both functions by:

- a) assisting the ED (drafting speeches, making travel and accommodation arrangements, obtaining materials, providing background information, etc.) in connection with external functions, including trips and visits;
- b) making publicity and public relations arrangements in connection with the ED's participation in external functions;
- c) acting for the ED in some non-technical aspects of dealing with some visitors to the Association;
- d) assisting the ED in preparing for special events undertaken by FPAK;

- e) dealing with administrative arrangements between the ED and staff members.

### The Management of Programmes

8. Currently the Programme Manager (PM) is responsible for all the Association's programme activities. These programme activities are the Association's chosen method of achieving its general aim, which is:

To promote family planning, responsible parenthood and family life education in Kenya by education and advice to the population at large, by promoting the availability of contraceptives and relevant clinical services with satisfactory standards of delivery, and by encouraging training in all aspects of family planning and its practical implementation.

As the sole method of achieving the Association's general aim, the programme activities (not surprisingly) absorb 79% of its total annual budget, for which the PM is directly responsible.

9. The Association's programmes are formulated, designed, technically supervised and evaluated by HQ programme staff. Currently the programmes being undertaken and those who report on them directly to the PM are:

- SPO(M) static clinics  
voluntary surgical contraception  
outreach clinics  
pap smear services
- PO(CBD) CBD
- PO(Y) youth welfare and guidance counselling services  
empowering young rural women
- PO(CE) provider and client IEC
- PO(P&PR) publicity of FPAK activities and services

The PM's responsibilities for the HQ programme activities and staff include:

formulation and planning )  
implementation ) for each programme  
monitoring and evaluation )  
budgeting and expenditure )

analysing and summarising regular reports (monthly, quarterly, half-year, annual) for each programme and from each Area

co-ordination between programmes

staff supervision (travel, reporting, quality of work, etc.)

personnel management (recruitment, training, discipline, etc.)

10. The Association's programmes are implemented in the 8 Areas, each headed by an Area Manager (AM), who manages and is responsible for the activities of all staff in the Area (except their technical supervision) and is responsible for the support of volunteers (updating on FPAK activities, arranging meetings, etc.) in the Area. Currently these eight AMs report directly to the PM, who is responsible for dealing in the first instance with all issues which arise from these staff and for maintaining a supportive supervisory relationship with them. This calls for frequent travel by the PM to the Areas.
11. Apart from these internal management functions the PM also undertakes external activities, both general (representing the Association at functions) and technical (publicly presenting reports of its work and achievements).
12. The two conclusions which immediately present themselves from this analysis are:
  - a) the efficient discharge of the PM function is critical to the effective operation of the programmes and hence to the success of the Association in achieving its general aim;
  - b) at present the job, as described above, is grossly overloaded.

It is therefore important that the job functions should be divided. This was also the conclusion of the FPMD report of July 1991 (paras 3.3/4, pp.6/7, and Annex E) and of the OPE/MA Team of Oct/Nov 1990 in its report (Section 9.7, p.55).

13. The basis of the proposed resolution of this situation is to divide the PM's current responsibility into, on the one hand, the more technical work of the Programme staff in HQ, and on the other hand the implementation/administrative work of the field operations in the individual Areas. Each of these two groups should be supervised by its own manager -- a Technical Services Manager responsible for the design/planning/technical supervision work of the Programme staff in HQ, and a Field Operations Manager responsible for the implementation/administration work of the eight Area Managers. These two managers should report to a single individual (Chief of Operations) who monitors and encourages the necessary close co-ordination between the two blocks of work (as the PM does now) and is responsible to the ED for all the programme and field activities of the Assoc-

iation. In addition, it is proposed that the Research and Evaluation Unit should become more integrated with the programmes work of the Association and report to the Chief of Operations, instead of to the ED as now. By this means the programmes and field operations work is divided into two coherent and manageable blocks for the purposes of improved supervision and control, and all this work and the vital research and evaluation activities is managed, coordinated and reported to the ED by a single individual, as it is now.

14. The main functions of the Chief of Operations would be:

- managing the formulation, development and implementation of FPAK strategies to expand family planning practice in the country, and particularly ensuring good co-ordination between Programme staff and Area staff in the implementation of projects;
- monitoring the technical quality and performance of all the Association's programmes by the regular reporting and evaluation of implementation activities and their results, and commissioning research activities required to support the programmes;
- approving, in consultation with the Finance and Administration Manager, all major project implementation activities;
- ensuring the quality of the technical aspects of all plans and reports required by the ED, Management Committee and donors;
- holding regular meetings for consultation and briefing with the ED, and advising the ED on the technical aspects of issues;
- assisting the ED in representing FPAK in outside meetings and in publicising its activities;
- maintaining contact with donors on operational aspects of the programmes;
- seeking opportunities and support for new work in line with the Association's strategic plan.

This post calls mainly for capability in general i.e. higher level, management with a strong grounding in one of the human sciences, and also a good public presence.

15. The proposed structure includes a post of Technical Services Manager, reporting to the Chief of Operations, whose main functions would be:

12'

- supervising and co-ordinating the activities of all HQ Programme staff;
- ensuring good co-ordination between Programme staff and Area staff in the implementation of projects;
- specifying the regular and other evaluation required on FPAK project activities and the required research;
- ensuring the quality of the professional and scientific aspects of all plans and reports required by the Chief of Operations;
- holding regular meetings for consultation and briefing with the Chief of Operations, and advising the Chief of Operations on the professional and scientific aspects of issues;

Much of the work of the Technical Services Department is directly related to the clinical aspects or wider Public Health aspects of family planning; it would therefore be very desirable if the Technical Services Manager were a qualified doctor with a Masters degree in Public Health and some years of experience in public health and/or community health activities.

16. The proposed structure includes the post of Field Operations Manager, reporting to the Chief of Operations; the main functions of the post would be:

- supervising and co-ordinating the activities of all Area Managers and their staffs;
- ensuring good co-ordination between Area staff and Programme staff in the implementation of projects;
- ensuring the quality of the local implementation aspects in all plans and reports required by the Chief of Operations;
- holding regular meetings for consultation and briefing with the Chief of Operations, and advising the Chief of Operations on the local implementation aspects of issues;

The most important requirement for this post is the capability of effective and practical management of a dispersed (country-wide) operation.

17. The proposed grades for these posts are also shown in Fig.1. The proposed changes are:

- a) the Chief of Operations to be on the lower segment of Grade A. The two existing segments of the salary scale of Grade A would now to be treated separately and renamed A1 and A2 as follows:

A1: 14,400 x 1,014 - 20,484, for the ED

A2: 10,200 x 840 - 14,400, for the Chief of Operations

thus requiring no change in the existing salary/grade structure.

- b) the new posts of Field Operations Manager and Technical Services Manager join the Finance and Administration Manager on Grade B.

Thus the proposal calls for an extra post at Grade B (recommended by both studies) and a new post at Grade A2 (recommended by the FPMD study).

18. This proposal differs from the recommendation of the OPE/MA team of Oct/Nov 1990 in its report, Appendix J. There a Programme Manager, responsible for HQ programmes staff and activities, and a Field Operations Manager, responsible for Area staff and activities, both report to the ED. The Team recognised the tensions which exist between AMs and their senior staff on the one hand and HQ programmes staff on the other. This is universal and inevitable, stemming from the mismatch between programme staff priorities of technical excellence (sought by donors) and the Area staff priorities of practicality and cost-effectiveness. While it is true that the programme staff exercise a "staff" function in relation to the AM's "line" function, nevertheless the Team accepted that "... in practice the responsibilities of both "staff" and "line" personnel cannot always be kept that clearly defined." (p.56). A further factor here is that many of the Area activities being supervised by HQ programmes staff are medical, where layman's knowledge and criteria may not be enough and lapses from the medical standards set could have the most serious consequences for clients and for FPAK itself. For this reason the technical supervision may in some circumstances carry more implicit authority than a purely advisory "staff" function, which might be difficult to define precisely enough for written rules.

19. The OPE/MA Team's proposed solution of clearly defined functional responsibilities for all HQ programmes staff and Area staff, and managers insisting that staff work to them exactly, is unlikely to eliminate the tensions and differences which are now experienced. If the two managers of the Association's HQ programme activities and the Area activities each reports separately to the ED, it is very

PT

likely that many more issues will arrive at the ED's desk for resolution instead of being settled by one senior staff member responsible for both sets of activities as is the case now. For this reason the proposed new structure retains the responsibility for both HQ programmes and Area activities in the proposed Chief of Operations post.

20. Up till now the Area Managers have been considered as part of the Programmes Department of FPAK (reporting to the PM) and the structure proposed here continues this arrangement, with the AMs supervised by the FOM, who in turn reports to the Chief of Operations. Although most of an AM's activity is concerned with managing the implementation of programme activities in the Area, there are some financial, personnel and other administrative matters for which AMs are responsible and which sometimes require contact with the FAM or his Department. Such matters are dealt with now either direct with Finance and Administration staff or through the PM, depending on the issue and its context, and it is expected that this style of operation will continue under the proposed new structure. The formal business between AMs and the Finance and Administration Department does not warrant a major change in the basic organisational structure of FPAK in order to recognise explicitly such contacts, particularly if it involved dual reporting lines from AMs to both FAM and FOM.
21. The proposed organogram for the HQ Programmes Department is shown in Fig.2. The previous PO(M) post has now been upgraded to SPO(M). The previous APO(M) post has until now been held by an experienced nurse but this has been found of limited value in supervising the APO(SD)s in the Areas (who are also experienced nurses) and in advising medical staff. It is proposed that the APO(M) post should be upgraded to PO(M) and be filled by a clinician who would undertake clinical supervision in the Areas and some clinical training in conjunction with the present SPO(M). Normally the PO(CBD) would be expected to report to the SPO(M). However, the supervision and guidance required by CBD is based on an expertise in public or community health rather than in clinical medicine, and in any case the main function of a SPO in this area should be managerial rather than clinical. Since the proposed Technical Services Manager would have a public health qualification and experience and the present SPO(M) is a clinician, the PO(CBD) is shown as reporting to the Technical Services Manager. It is recommended that when the opportunity presents itself, the SPO(M) post should be replaced by a SPO(SD) post, to be filled by a doctor with public health qualifications, to whom both the PO(M) and the PO(CBD) would then report. This would then call for the appointment of another PO(M) to undertake the clinical supervision and training currently performed by the SPO(M).
22. In the longer term there is likely to be a considerable increase in the volume of programme work and hence some additions in the programme staff required at HQ. In the clinics an increase in the use of new implant procedures would increase the surgical workload and the need for supervisory and technical assistance visits; yet another PO(M) post could be required for this, reporting to the SPO(SD). The planned increase in CBD work will call for another

15

PO(CBD) and APO(CBD), with the work divided between the two PO(CBD)s on a regional basis; these new staff would report to the SPO(SD). If the increase in both clinical and CBD work occurred, it would be necessary to consider the reappointment of a SPO(M). If the planned increase in Youth activities occurs, it would be most desirable to appoint an SPO(IEC) to supervise the work on youth, client education and publicity/public relations. Thus the proposed structure is designed to allow for expansion of different programmes and activities without requiring major reorganisation of the Department.

### Research & Evaluation

23. Currently the functions of the SPO(R&E) and his staff are:
1. Assessing the need for research and evaluation to support programmes, planning activities to meet these needs, and ensuring their effective implementation.
  2. The technical oversight of the procedures for the regular (monthly) collection, analysis and compilation of service data from the field.
  3. The day-to-day provision of computing capacity to all staff who need it in the Association, and advising on computer training for staff.
  4. The input of some service data into the computers.
  5. Operation of the Association's library at HQ.
24. Reviewing these functions in the light of the Association's current themes of consolidation, the quality of services and the effectiveness of management:
- a) the conduct of the main Research and Evaluation function (Item 1) and the use of the results it produces must be closely integrated with programme management and review, and is best located with them in the organisational structure. R&E staff need ready access to HQ programme staff, to field sites and to senior management in order to respond to the ad hoc requests for information which continually arise. Although there are technical arguments for locating it with programme staff i.e. within the Technical Services Department, on balance it seems best for it to remain outside but to report to the Chief of Operations.
  - b) the technical oversight of data management (Item 2) entails advising on the design of the data collection procedures in the field, advising on the data analysis procedures and the production of MIS reports, and monitoring the technical performance of all these proced-

ures; it is a function which fits well with (a) since the accuracy of the data, the relevance of the analyses and the promptness of the reports are fundamental to the regular evaluation and effective management of the Association's activities.

- c) the provision of computing capacity and advice on computer training (Item 3) is closely connected with the operation of the management information system of FPAK and could remain as part of the Research and Evaluation Unit.
- d) the input of service data into the computers (Item 4) should be undertaken by Programmes staff (and when the time comes, the input of Personnel data, Purchasing and Supplies data, etc. should be undertaken by staff in those functions), just as the input of finance data is now undertaken by Finance staff. In this way the data in the computers, which is vital to the successful operation of each of the different functions, is under the direct control of (and is the direct responsibility of) staff in each of those functions.
- e) the library at HQ (Item 5) mainly services the technical staff in programmes, and it would be appropriate for it to continue to operate under the management of the SPO(R&E).

The proposal is therefore that the Research and Evaluation Unit should be located with the Technical Services and Field Operations Departments, reporting to the Chief of Operations, with the following responsibilities:

- designing the indices of progress and performance which will be of most value at Area and HQ level;
- designing the reporting formats to facilitate comparative and trend analyses at Area and HQ level;
- monitoring the implementation of programmes against targets and highlighting situations where corrective action is necessary;
- monitoring the accuracy of statistical returns i.e. the extent to which they reflect the actual levels of the Association's services and operations, highlighting situations where corrective action is necessary, planning with relevant section heads what actions should be taken and ensuring their implementation;
- monitoring the standard and quality of the Association's services and operations and highlighting situations where corrective action is necessary;

- monitoring the impact, programme effectiveness and cost effectiveness of the Association's work and highlighting situations where corrective action is necessary;
- identifying the need for research associated with any of the above e.g. in determining appropriate corrective actions, testing new report formats, etc., planning the research with relevant section heads and ensuring its correct conduct;
- providing computing services, advising individual staff on their computer operations and advising on computer training throughout the Association;
- operating the Association's library at HQ.

26. The group's earliest tasks will be to undertake a four-phase research exercise to establish the number of agents that are required to cover a CBD site adequately (as set out by the OPE/MA Team, p.28) and a Community Diagnosis exercise to assist in the targetting of services (OPE/MA Report, p.32). Other priority issues are standardised registers in clinics, a review of recording formats and the introduction of Couple Years of Protection as a measure of family planning output, and a study of FPAK clients; all these issues are discussed by the OPE/MA Team, p.33.
27. In order to address these priority tasks and issues, and also to undertake the regular activities of the R&E function, a new post of PO(R&E) will need to be established, reporting to the SPO(R&E).

#### Area Management

28. The Area organisation is perhaps the clearest example of how recent changes in the Association's activities have overtaken the existing structure to the point where serious difficulties are being experienced. All the activities in a clinic are the responsibility of an APO(SD), formerly Nursing Sister. When CBD was introduced, the medical aspects of the use of contraceptives made it natural to put it under the same function, with a CBD Supervisor in each Area reporting to the APO(SD). But with the very large subsequent increase in CBD activities, the CBD Supervisor's activities and the APO(SD)'s responsibilities have also increased; APO(SD)s are now responsible for two or three sites, and the APO(SD) in Coast is responsible for four.
29. The Programme Assistant was previously in charge of the field educators in the Area, but when the focus of the Association's work shifted from IEC to service delivery many of the field educators who remained with the Association transferred to the CBD programme. The Programme Assistant now takes part in some FLE activities (e.g. two

one-week courses annually for teachers and youth leaders) and undertakes general tasks in support of the Area Manager. The four administrative staff, Accounts Clerk, Clerk/Typist, Driver/Projectionist and Area Messenger all report directly to the Area Manager. While they may (and should) take instructions directly from the Area Manager, their immediate supervision and administration puts an extra and unnecessary load on the most senior manager in the Area.

30. Finally, the appointment of higher calibre and more highly qualified Area Managers to bring more effective management to the increased numbers of staff and volumes of service delivery in the Areas has not been recognised in their grading, which still remains at the level of Programme Officer.
31. The proposed Area structure, Fig.3, shows the APO(SD) responsible for the main field activities -- the clinics and CBD -- as now. The current situation, with a CBD supervisor reporting to the APO(SD) and supervising two or three (or, in Coast, four) CBD sites, is at the limit of what is practicable. It is proposed to decentralise the supervision of the CBD activities by appointing a District Co-ordinator to be located in each CBD district (site) to supervise the Field Workers there and to report to the APO(SD); this will be of particular benefit in the geographically large Areas.
32. Another major change proposed here is to appoint an Assistant Area Manager (AAM) in each Area. This post will replace that of Project Assistant in those Areas where there is one. The AAM will undertake general tasks in support of the Area Manager, as the Project Assistant does now, and will supervise the four administrative staff in the Area structure, thus relieving the AM of this time-consuming burden. In addition the AAM will supervise the the current FLE activities in the Area, including the Youth Centre Co-ordinators in the two Areas with FPAK youth centres.
33. At present all Area Managers are on grade D reporting to a Manager (the Programme Manager or the proposed Field Operations Manager) on grade B. It is proposed to fill this gap in the current grade structure and have two grades of Area Manager -- AM1 on grade C and AM2 (as now) on grade D. These new grades would be personal appointments, and not necessarily related to particular Area posts. Staff on AM1 would be appointed to the more onerous Area Manager posts e.g. the larger or more difficult Areas, Areas requiring considerable improvement, etc. New Area Managers would be appointed on AM2 grade with a view to subsequent promotion to AM1. These new grades will not be related to particular posts but will be personal appointments made in recognition of the personal qualities and achievements of individuals. Therefore an evaluation procedure must be designed for appointing staff to AM1 which sets out the specific criteria (where possible quantitative) which are to be used in reviewing and judging these qualities and achievements.

34. In the longer term the CBD programme is expected to increase considerably, with a consequent increase in the number of District Coordinators in some Areas to the point where the APO(SD) will be unable to cope with supervising them and an APO(CBD) will be required to supervise all the CBD activity in an Area. The existing APO(SD)s will then revert to being responsible only for the activities in a clinic (including any referrals from CBD) with a new title of APO(Clin). Indeed, this change would already be desirable in the Coast. Further increases in clinic workloads, particularly if they include the new implant procedures, may call for a PO(SD) post in some Areas.

#### Finance and Administration

35. The recent creation of a Purchasing and Supplies Officer post at Grade C (currently being filled) and making the Registry Supervisor directly responsible to the Administration and Personnel Officer (both recommended by the Family Planning Management Training Study, July 1990), together with the earlier institution of a personnel function in the Association, has completed the overall structure and staffing of the administration and logistics functions in the Finance and Administration Department and they now seem well suited to their tasks.
36. The timely financial reporting of budget/actual information to managers and volunteers has been a problem area. Over the last several years there has been a succession of Financial Accountants who, in their periods of office, have grappled with the backlog of work on the previous years' accounts and with reorganising the allocation of work to the Accounts Clerks. The backlog has nearly been cleared and a new set of more specific job descriptions are being produced to equalise the workload among the Accounts Clerks and intensify the checking of their work by the Accounts Assistants. The imminent introduction of a computerised financial and accounting system will replace about 25% of the work of the Accounts Clerks (entering cash books, casting trial balances, etc.) but the checking of documents for completeness and acceptability will remain. Depending on the volume of data input (and the time it takes the input staff once they become practised) it may be possible to redeploy one Accounts Clerk post. The standard reports will continue to be dealt with by the Accounts Assistants and Assistant Accountants. As things stand there seems to be no justification for recommending a major change in the structure or staffing of the Accounts Section.
37. There will be a workload pressure in the Section during the period of parallel running with the new system (planned to be four months), but this does not justify extra posts. It is claimed that a new chart of accounts and the computation speed of the computer will allow new reports (in addition to existing scheduled reports) to be produced for internal management purposes. Processing these reports may cause an increase in the workload of the Accounts Assistants and Assistant Accountants, but it would seem prudent to wait until these

new reports are being produced before taking account of the extra workload they may create.

38. There remains the issue of the grading of posts in the Finance and Administration Department. The recent creation of a Purchasing and Supplies Officer post at Grade C calls into question the current level of the Financial Accountant and the Administration Officer at Grade D. Furthermore, the Accounts Clerks must all have a professional qualification (ACNC2) after O levels on entry which other clerks are not required to have. These matters will be dealt with in the forthcoming job evaluation and salary structure exercise.

### Training

39. A proposal currently being considered by USAID includes the funding of participants to a number of regular FPAK courses for an initial period of seven years. The Nairobi City Council has also made enquiries about sending a number of its staff to FPAK courses. This offers a possible financial basis for setting up a Training Unit in FPAK. This unit would organise and mount courses for family planning educators and service personnel at all levels. It would replace the Association's current ad hoc training fee structure with a more formal system and aim to make a surplus of income over its operating expenses as a contribution to the overhead expenses of the Association. Initially it would assume responsibility for setting up and conducting all the Association's current training events. The training it offers will be mainly technical (although it may well offer management, logistics and finance courses later) and will rely primarily (although not wholly) on FPAK staff as resource persons. It would initially comprise a Unit Head, two trainers, a secretary and a driver; the Unit Head must be of sufficient calibre and status to interact on equal terms with senior staff in other organisations, and a Grade C post (equivalent to SPO) is proposed. It would be prudent to make provision in the organogram for such a unit. The activities of the unit will largely separate from the programme activities of the Association but must maintain close collaboration with them; it is proposed that the Unit Head should report to the Chief of Operations.

ANNEX C: JOB DESCRIPTIONS FOR THE PROPOSED NEW POSTS

The following pages contain the job descriptions for the new posts which are contained in the proposed new organisational structure for FPAK. These new posts are:

Chief of Operations

Technical Services Manager

Field Operations Manager

Special Assistant to the ED

Assistant Area Manager

## JOB DESCRIPTION

1. JOB TITLE : Chief of Operations
2. DEPARTMENT : Operations
3. LOCATION/DUTY STATION: HQ, Nairobi
4. REPORTS TO : Executive Director
5. DIRECTLY SUPERVISES : Technical Services Manager  
Field Operations Manager  
SPO(R&E)
6. LIAISES WITH : Finance and Administration Manager  
Representatives of donors and NCPD  
Professional and technical organisations in  
Kenya and abroad
7. OVERALL PURPOSE  
To be responsible for managing the formulation, development, implementation and evaluation of the Association's programmes according to its stated policies and strategies in order to expand family planning practice in the country, and also to ensure good co-ordination between Programme staff and Area staff in the cost-effective implementation of projects;
8. RESPONSIBILITIES (TASKS)
  - 8.1 Monitoring the technical quality and performance of all the Association's programmes by the regular reporting and evaluation of implementation activities and their results.
  - 8.2 Co-ordinating the implementation of all programmes through regular meetings with the Technical Services Manager, the Field Operations Manager and the SPO(R&E).
  - 8.3 Monitoring the plans, activities and achievements of the Research and Evaluation Unit and approving research activities required to support the programmes;
  - 8.4 Approving, in consultation with the Finance and Administration Manager, all major project implementation activities;
  - 8.5 Co-ordinating and supervising the production of the Association's Strategic Plan, Three Year Plan, Annual Work Programme and Budget, and any other workplans required by donors.
  - 8.6 Ensuring the quality of the technical aspects of all plans and reports required by the ED, Management Committee and donors;
  - ~~8.7 Holding regular meetings for consultation and briefing with the ED, and advising the ED on the technical aspects of issues;~~

- 8.8 Assisting the ED in representing FPAK in outside meetings and in publicising its activities;
- 8.9 Maintaining contact with donors on operational aspects of the programmes;
- 8.10 Maintaining contact with other organisations, both national and international, on the professional and technical aspects of programmes.
- 8.11 Seeking opportunities and support for new work in line with the Association's strategic plan.
- 8.12 Attending all meetings of the Management Committee, National Executive Committee and the National Annual Delegates Conference.
- 8.13 Performing other assignments from time to time as determined by the ED.

#### 9. MINIMUM QUALIFICATIONS, EXPERIENCE AND QUALITIES

A Master's degree in a human science.

Five years' experience in a senior managerial position responsible for programme implementation in a family planning or community development organisation.

A good public presence. Ability to motivate staff.

## JOB DESCRIPTION

1. JOB TITLE : Technical Services Manager
2. DEPARTMENT : Technical
3. LOCATION/DUTY STATION: HQ, Nairobi
4. REPORTS TO : Chief of Operations
5. DIRECTLY SUPERVISES : SPO(M)  
PO(CBD)  
PO(Y)  
PO(CE)  
PO(P&PR)
6. LIAISES WITH : Field Operations Manager  
Finance and Administration Manager  
Representatives of donors and NCPD  
Professional and technical organisations in Kenya and abroad
7. OVERALL PURPOSE  
Directing the formulation, development and evaluation of the Association's programmes and the technical supervision of their implementation.
8. RESPONSIBILITIES (TASKS)
  - 8.1 Meeting regularly with HQ Programme staff to plan, monitor and supervise all activities of the Technical Services Department.
  - 8.2 Ensuring good co-ordination between Programme staff and Area staff in the implementation of programmes;
  - 8.3 Specifying the regular and other evaluation activities required on FPAK programme activities and the required research;
  - 8.4 Ensuring the quality of the professional and scientific aspects of all plans and reports required by the Chief of Operations;
  - 8.5 Holding regular meetings for consultation and briefing with the Chief of Operations, and advising the Chief of Operations on the professional and scientific aspects of issues.
9. MINIMUM QUALIFICATIONS, EXPERIENCE AND QUALITIES

A current medical qualification with a Masters degree in Public Health.

Five years of experience in public health and/or community health activities, at least three of which were spent managing non-medical professional staff.

## JOB DESCRIPTION

1. JOB TITLE :Field Operations Manager
2. DEPARTMENT :Field Operations
3. LOCATION/DUTY STATION:HQ, Nairobi
4. REPORTS TO :Chief of Operations
5. DIRECTLY SUPERVISES :The eight Area Managers
6. LIAISES WITH :Technical Services Manager  
Finance and Administration Manager  
SPO(R&E)

### 7. OVERALL PURPOSE

The equitable and efficient conduct of the Association's activities in the Areas

### 8. RESPONSIBILITIES (TASKS)

- 8.1 Supervising and co-ordinating the activities of all Area Managers and their staffs.
- 8.2 Ensuring good co-ordination between Area staff and Programme staff in the implementation of programmes.
- 8.3 Visiting Areas regularly to monitor and supervise personnel management and administrative issues.
- 8.4 Ensuring the quality of the local implementation aspects in all plans and reports required by the Chief of Operations.
- 8.5 Holding regular meetings for consultation and briefing with the Chief of Operations, and advising the Chief of operations on the local implementation aspects of issues.

### 9. MINIMUM QUALIFICATIONS, EXPERIENCE AND QUALITIES

First (bachelor's) degree.

Three years' demonstrably successful experience of managing a dispersed (country-wide) operation.

### JOB DESCRIPTION

1. JOB TITLE : Special Assistant to the ED
2. DEPARTMENT : -
3. LOCATION/DUTY STATION: HQ, Nairobi
4. REPORTS TO : ED
5. DIRECTLY SUPERVISES : -
6. LIAISES WITH : All senior and most other staff as required  
Outside organisations as required
7. OVERALL PURPOSE  
To operate as an executive personal assistant to the ED.
8. RESPONSIBILITIES (TASKS)  
To undertake tasks at the direction of the ED including:
  - a) assisting the ED in connection with external functions, including trips and visits (drafting speeches, making travel and accomodation arrangements, obtaining materials, providing background information, etc.);
  - b) making publicity and public relations arrangements in connection with the ED's participation in external functions;
  - c) acting for the ED in some non-technical aspects of dealing with some visitors to the Association;
  - d) assisting the ED in preparing for special events undertaken by FPAK;
  - e) dealing with administrative arrangements between the ED and staff members.
9. MINIMUM QUALIFICATIONS, EXPERIENCE AND QUALITIES  
A good command of the English language; an ability to communicate effectively in face to face contact, telephone and in writing; an ability to work in an orderly and accurate manner while under time pressure; an ability to maintain confidentiality.

### JOB DESCRIPTION

1. JOB TITLE :Assistant Area Manager
2. DEPARTMENT :Field Operations
3. LOCATION/DUTY STATION:Area HQ
4. REPORTS TO :Area Manager
5. DIRECTLY SUPERVISES :Youth Centre Co-ordinator  
Area Accounts Clerk  
Clerk/Typist  
Driver/Projectionist  
Area Messenger
6. LIAISES WITH :APO(SD)  
HQ finance staff, as required  
HQ personnel staff, as required  
Area volunteers, as required  
Organisations and individuals in the Area
7. OVERALL PURPOSE  
To be responsible for the smooth and efficient running of the Area Office and the operation of the Association's administrative procedures in the Area.
8. RESPONSIBILITIES (TASKS)
  - 8.1 Undertaking the personnel function in the Area according to the Association's Staff Handbook.
  - 8.2 Supervising the activities of the Area Accounts Clerk.
  - 8.3 Scheduling and supervising the activities of the Clerk/Typist, Driver/Projectionist and the Area Messenger.
  - 8.4 Monitoring and supervising the activities of the Youth Centre Co-ordinator (where there is one).
  - 8.5 Undertaking tasks at the direction of the Area Manager.
9. MINIMUM QUALIFICATIONS, EXPERIENCE AND QUALITIES

#### ANNEX D: EVALUATION FACTORS

1. Job evaluation should be based on the information supplied in the job descriptions and the Evaluation Panel's knowledge of the jobs. The assessment of the relative importance/value of the jobs should be based on an appraisal of the following factors:
  - a) the overall purpose of the job i.e. why the job exists and what it is supposed to accomplish for FPAK;
  - b) the main responsibility of the job i.e. what the job holder is expected to achieve (or do) in the job;
  - c) the nature and scope of the job i.e.
    - the diversity of the tasks carried out;
    - the range and difficulty of the policies, procedures and plans dealt with in the job;
    - the level of accountability and the amount of decision-making and discretion exercised;
    - the impact of the end results.
  - d) the dimensions of the job i.e. the size and variety of resources controlled (equipment, finance and staff);
  - e) the level and range of personal contacts which must be maintained to carry out the job;
  - f) the level of knowledge and skills required to do the job i.e. professional or technical, managerial, inter-personal and communication skills.
  
2. It is important to bear in mind that it is the content of the jobs and the level of knowledge and skill required that is being evaluated, and not the individual competence of the person(s) holding the job.

ANNEX E: A NEW SALARY SCALE FOR FPAK  
November 1991

1. The current salary scales for FPAK management staff (Grades A-G) were set on 1 January 1988, since which date there has been an increase in the cost of living in Kenya of about 50%. The remaining, unionised, grades (H-L) benefit from an annual salary negotiation which at least keeps pace with the cost of living. The Association now wishes to bring its management salary scales more into line with those of similar organisations in Kenya.
  
2. A salary survey was undertaken by the Federation of Kenya Employers (FKE) in June 1991 covering the local employees (i.e. excluding expatriates) in NGOs in Kenya. The survey data was obtained from eight organisations which makes the results particularly reliable since commercially produced salary surveys usually cover only about four outside organisations. The FKE survey results have been made available to the Association for use in its work in producing a new salary scale. The results of the survey set out the total reward package, comprising salary, allowances paid direct to employees and non-financial benefits provided for employees e.g. insurance cover, for a number of staff grades. By matching jobs at each grade with corresponding jobs in FPAK, it was found that the grades used in the survey are the same as the grades in FPAK. The results of the survey showed three levels of reward package for each grade -- High, Median and Low. The Median figures from the survey were used in setting the new salary scales for the Association. The aim is to bring the salaries and other benefits of the Association's employees up to the middle of the range of what is received by similar staff employed in similar organisations in Kenya.
  
3. Grade A, which covers the Executive Director's salary, is not included in the analysis and conclusions in this document. This salary scale should be reviewed following the same principles and methods used below for Grades B-F.
  
4. The first analysis (see over) shows the comparison between the current median compensation package of the Association's management employees at each grade and the median compensation package for similar staff in Kenya, by grade, as shown in the FKE survey. Grade G was not included in the analysis since the Association intends to dis-pense with it in the near future.

	GRADES				
	B	C	D	E	F
CURRENT FPAK PACKAGE	29,652	21,160	16,603	14,751	11,958
MEDIAN IN FKE SURVEY	46,950	36,410	26,425	20,945	16,750*
FPAK/FKE %	63%	58%	63%	70%	71%
INCREASE %	58%	72%	59%	42%	40%

All compensation figures in Kshs per month

\*Figure adjusted downwards from the FKE survey figure in order to maintain reasonable intervals between the grades.

The ratio Current FPAK Package/Median in FKE Survey shows that management staff in FPAK are now receiving 58-71%, depending on grade, (average 65%) of the median compensation for their grade in Kenya. The total increase required to bring their compensation levels up to the median is 40-72%, depending on grade, (average 54%) which is reasonably close to the increase in cost of living since the time the current salary scales were set in the Association.

5. To set the new salary scales for the Association, it is necessary to establish what will be the allowance and benefit items for each grade in FPAK and then calculate what salary increase will bring the total compensation package for each grade up to the median levels of the FKE survey. FPAK has proposed the allowance and benefit items for each grade, and these are shown in Annex 1. In considering the proportion of the compensation package which is paid as allowances and benefits, there are marked differences between the FPAK proposals for allowances and benefits at each grade and the FKE survey results of what happens now in NGOs in Kenya. The Table below shows the percentage of the compensation package at each grade which consists of allowances and benefits:

- a) for FPAK now
- b) currently in NGOs in Kenya, from the FKE survey
- c) for the FPAK proposals if the aim is to achieve the median compensation levels in the FKE survey, :

	GRADES				
	B	C	D	E	F
FPAK NOW	42%	47%	50%	54%	59%
MEDIAN IN FKE SURVEY	51%	56%	22%	31%	28%
FPAK PROPOSALS	54%	52%	48%	48%	47%

6. According to the Table, in FPAK now the proportion of allowances and benefits rises from 42% in the higher grades to 59% in the lower grades; allowances and benefits comprise around half of the total compensation package and getting on for two-thirds at the lower grades. The general practice in NGOs in Kenya at present is apparently the reverse, with the proportion decreasing from 50% or more to around 30%; benefits and allowances comprise only about one-third of the total compensation package at the lower grades. The current FPAK proposals for allowances and benefits would comprise about the same proportion the present FPAK compensation package (54-47%), but they would now follow the general practice in decreasing down the grades. Because in general the proposed allowances and benefits for FPAK are higher than the corresponding figures for NGOs in Kenya, basic salaries in FPAK would in general be lower than the current figures for NGOs in Kenya to achieve the same overall total compensation package; on average the proposed basic salaries in FPAK would be 84% of the corresponding figures for NGOs in Kenya.
7. However, because the current salaries in FPAK are so low, it requires a substantial percentage increase on the current scales to bring them up to the levels indicated above, as shown in the following Table:

	GRADES				
	B	C	D	E	F
NEW AV. SALARY	21,471	17,395	13,772	10,963	8,949
CURRENT STEP 6	12,950	10,045	7,830	5,705	4,880
% INCREASE REQUIRED	66%	73%	76%	92%	83%

All salary figures in Kshs per month

New salary scales which incorporate these increases are shown in Annex 2.

ANNEX 1: NEW SALARY STRUCTURE FOR FPAK, NOVEMBER 1991

Figures received from FPAK 19 November 1991

GRADE ->	B	C	D	E	F
FKE MEDIAN ->	46950	36410	26425	20945	16750
PROPOSED BENEFITS					
Services	3500	2000			
Transport	5000	3500	2000	1500	1000
Leave Allowce	1250	1000	750	500	333
Pension	4675	3590	2699	2183	1675
Medical	318	318	318	318	318
Housing	10736	8667	6886	5481	4475
SUB-TOTAL BENFTS	25479	19075	12653	9982	7801
% BENFTS/TOTAL	54%	52%	48%	48%	47%
NEW SALARY	21471	17335	13772	10963	8949
STEP 6 SALY NOW	12950	10045	7830	5705	4860
% INCREASE REQD	66%	73%	76%	92%	83%

All compensation figures in Kshs per month

ANNEX 2: PROPOSED NEW SALARY SCALES FOR GRADES B-F  
November 1991

Step	GRADE				
	B	C	D	E	F
1	15770	12750	10085	8026	6551
2	16915	13676	10824	8612	7027
3	18060	14602	11563	9198	7503
4	19205	15528	12302	9784	7979
5	20350	16454	13041	10370	8455
6	21495	17380	13780	10956	8931
7	23213	18772	14889	11829	9644
8	24931	20164	15998	12702	10357
9	26649	21556	17107	13575	11070
10	28367	22948	18216	14448	11783
11	30085	24340	19325	15321	12496
12	31803	25732	20434	16194	

All figures in Kshs per month