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**PERSONNEL MANAGEMENT IN THE
CENTRE FOR AFRICAN FAMILY STUDIES**

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FAMILY PLANNING MANAGEMENT DEVELOPMENT

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1. INTRODUCTION AND TERMS OF REFERENCE

- 1.1 The Centre for African Family Studies (CAFS) was established in 1975 by the Africa Regional Council of the International Planned Parenthood Federation (IPPF) to offer training courses, seminars and workshops in the areas of population dynamics, family planning, family health, communication skills, strategy development, management skills, etc. to senior and mid-level personnel in Family Planning Associations affiliated to IPPF. Since then an increasing proportion of the participants in its training activities come from family planning organizations outside the IPPF affiliates. CAFS efforts are also aimed at public leaders and decision-makers to raise the general awareness of the importance of family planning as a component of national development. CAFS also conducts research, evaluations, resource development activities and provides information and documentation services. All these activities are aimed at integrating family planning activities into the overall socio-economic programmes in the countries of sub-Saharan Africa. The CAFS offices are currently located in Nairobi and Lome.
- 1.2 In May 1991 a needs assessment team from Management Sciences for Health (MSH), under the USAID-funded Family Planning Management Development (FPMD) Project concluded inter alia:

"CAFS has gone through a number of significant changes over the last two years ... As a result, CAFS staff have found that the old systems and ways of operating are not working as well. Some procedures and rules are no longer appropriate, others are missing or need to be expanded. The Finance and Administration Division has already begun to review current practices and procedures to develop a more comprehensive and complete personnel management system."

The assessment team's report proposed that FPMD make available to CAFS some assistance to work with CAFS staff on: the development of career and promotion strategies and policies; staff development strategies and policies; an expanded personnel handbook; and a supervision/performance evaluation system.

- 1.3 This assignment arises directly out of the acceptance of the needs assessment report. The work selected for it is focussed on drafting a personnel handbook and producing a career development system; the detailed Scope of Work (SOW) is at Annex A. The total period for the assignment (6 weeks) has been divided into an initial visit of 2 weeks (see "Producing a Personnel Handbook for CAFS: Interim Report" August 1991), and a later visit to finish the tasks in the SOW. The initial visit was scheduled to occur before a CAFS staff meeting at the end of August; this meeting discussed some of the major issues and principles of personnel management in CAFS, which in turn were later embodied in the new personnel handbook. The second visit completed the work on the handbook (described in Sections 2 and 3 of this report) and addressed

the remaining major personnel issues which require attention in CAFS (described in Section 4).

2. THE FUNCTIONS OF A PERSONNEL HANDBOOK

2.1 A personnel handbook is at the very least the set of rules and regulations which specify the procedures to be followed in undertaking the administrative activities of the organization. Used together with a financial handbook, the two should provide a complete specification of the non-technical or non-professional activities of the organization. These rules and regulations contained in a personnel handbook embody the duties and responsibilities of staff (to follow certain procedures and remain within certain limits of behaviour) and also their rights and benefits (to receive certain treatment and rewards). Such a handbook is:

an instrument of management, in that it specifies the way things are to be done i.e. the way in which the business of the organization is to be conducted. It refers to administrative procedures and normally does not cover the technical or professional aspects of the organization's activities.

an instrument of efficiency, in that it codifies decisions so that they can be implemented by more junior staff with only specified exceptions and matters of interpretation being passed to more senior staff for decision.

an instrument of justice, since all staff can read of their rights in the handbook and all staff should be treated equitably by the application of the rules and regulations.

Its most obvious use is as an instrument of management, but the other two items are important in those situations (as in CAFS) where the lack of an effective handbook and the consequent uncertainty about duties and obligations has meant that many minor issues have required a senior staff decision, and the uncertainty about rights and benefits has led to doubts about equitable treatment.

2.2 Its use as an instrument of management can have several different aspects. Not only does it set out the way in which business is to be conducted, but also the act of following the specific procedures it lays down will in turn oblige staff to be more specific than they may have been about future activities and is thereby an aid to better planning and more effective use of resources. However this example highlights a potential danger in the design of a personnel handbook. It is important that the required procedures should not put unnecessary constraints on the technical work of the organization. For example, donor-funded TA work is frequently approved only at the last minute, and even then may be changed, making it difficult or even impossible to comply with set procedures for travel authorization, ticketing, etc. Furthermore, in

an organization like CAFS, where creativity and initiative are of paramount importance for success in its chosen areas of operation, there are more subtle design problems to be solved in avoiding the negative effects of constraints on these staff capabilities. A personnel handbook must seek the correct combination between, on the one hand the importance of staff working with a sense of individual responsibility for their own professional competence and honesty, and on the other hand the requirements of good management of the organization as a whole. This is the aim of the new handbook.

- 2.3 A personnel handbook is a document which of itself does nothing. Its only value lies in its proper use. This has two implications. First, those operating the administrative procedures set out in the new handbook must know what these procedures are, must operate them consistently, promptly and efficiently, and should maintain an attitude in their dealings with staff that the procedures are an adjunct (albeit essential) to the technical and professional activities of staff rather than an end in themselves. This suggests that some training for these administrative staff in the use of the new handbook will be desirable. Second, the technical and professional staff themselves should accept the contents of the new handbook as a reasonable way of doing things in CAFS, so that there will be a predisposition for them to follow the procedures rather than see the new requirements as an added burden or even as an imposition. To serve this requirement there has been or is to be thorough consultation with the staff, in Lome as well as Nairobi, with the twin aims of getting acceptance of new procedures and giving full consideration to comments and to suggestions for change.

3. THE NEW PERSONNEL HANDBOOK FOR CAFS

- 3.1 Rather than attempt to expand the existing CAFS Employees' Handbook, it was decided to produce a comprehensive list of contents for a new handbook and to identify where the items in the existing handbook might fit in. One advantage of aiming from the start to produce a comprehensive handbook is that it has identified gaps in the present personnel management procedures in CAFS. In some cases e.g. for Travel and Transport, Reporting, and Printing and Reproduction, the rules and procedures are set out in full in the handbook. For much larger issues e.g. Staff Training and Development, Annual Performance Review and Evaluation, the basic principles are set out in the body of the handbook with the detailed procedures and operations described in an Annex; these Annexes have yet to be drafted (see Section 4). In addition some topics already covered in the existing handbook needed strengthening.
- 3.2 The drafting of the new handbook has acknowledged the special role which IPPF plays as a long-term major donor to CAFS. The limits to action or payment specified in the IPPF Overseas Staff Handbook have been respected in the CAFS Staff Handbook.

- 3.3 A draft of the handbook was distributed to all the Nairobi staff for comment. Ten sets of detailed written comments and suggestions for changes were received. The whole draft was subsequently discussed at a special meeting attended by about 25 staff and chaired by the Deputy Director (in the absence from Nairobi of the Director). Wherever possible the changes proposed by the staff, in writing or at the meeting, were catered for the handbook.
- 3.4 The Handbook is being translated into French for distribution to and discussion with the staff in the Lome Sub-Office in early December. Any changes arising from this meeting will be incorporated into the version to be presented to the CAFS Board for approval at its meeting in January 1992.
- 3.5 Once the handbook has been approved and a date set for when its provisions come into force, administrative staff in Nairobi and Lome will require a one- or two-day training to ensure that they are thoroughly familiar with both the contents of the handbook and the preferred style of its application (see para 2.3).
- 3.6 The full version of the handbook is produced as a separate document; the Introduction, setting out the principles on which the handbook has been based, and Contents List, showing the scope of the items covered, appear in Annex B.

4. OTHER PERSONNEL ISSUES REQUIRING ATTENTION IN CAFS

- 4.1 The assessment team's report identified a number of other subjects on which FPMD proposed to make some assistance available to CAFS. These are:
- career and promotion strategies
 - supervision
 - performance evaluation
 - staff development

The issue of a career development system and promotion strategy for CAFS is included in the SOW for this assignment (Annex A, Item 3). The analysis which has been done, and the recommendations which emerge, are summarized below and set out in more detail in Annex C. The remaining topics are also dealt with briefly below.

Promotion and careers in CAFS

- 4.2 The problem for CAFS, as with all small organizations, is that vacancies seldom

occur and even when they do it is not at the time they are needed to offer a promotion to an employee who is ready for one. So the post is filled from outside and this in effect later blocks the progress of an employee who the organization must promote if it wants to keep him/her. The situation is worse in organizations which aim for stability i.e. which aim to retain staff for long periods of service, as CAFS does, because if they are successful their leaving rates are lower and vacancies appear even less frequently. It is also worse in organizations whose work is highly technical, as in CAFS, and where the promotion prospects of any individual lie in those very few higher level posts in the same specialty. Expansion of the organization, particularly in the higher grades, offers opportunities for promotion into the new posts, but once the expansion stops (as it has in CAFS) the promotion system seizes up. Many of the senior posts are now occupied by recently-appointed staff who must be expected to stay for some time before moving on, and during this time very few vacancies, or none, can be expected.

- 4.3 The proposal offered for consideration to CAFS involves removing the requirement for a vacant post being available at the correct higher level in the correct specialty at the correct time for a promotion (upgrading) to occur, and to allow promotion (upgrading) within posts where it is practicable. This approach, known as Flexible Grade Staffing, is based on the principle that all posts offer some opportunity for development, and where this development could cover the functions and activities of one grade above (or even two), then the same person in the same post can be promoted (upgraded) as his/ her development and work achievements warrant it. Using this approach, grades are held by individuals while many posts have a grade range denoting the range of levels of staff who could undertake the functions and activities of the post. Thus, for example, a post may be designated Grade 9/10 which means that it could be occupied by an Assistant Programme Officer or a Programme Officer. Moreover, an APO in this post could be promoted to PO while remaining in the post, provided that the individual developed sufficiently to meet the requirements for promotion. If this occurs the promoted individual would be expected to undertake work and produce results appropriate to the higher level.
- 4.4 The criteria for a promotion in post are the same as those which would be used in a recruitment from outside to fill the same job i.e. the criteria are the same as those used in a promotion-by-vacancy system where there could well be actual competition for the vacancy from outside applicants. In the promotion-in-post system described here there is no direct competition from outside applicants, but the standards set are the same and it is convenient to use the same procedures for evaluating applicants for promotion as are used for evaluating applicants in recruitment.
- 4.5 Limits are set on the total number of staff who can be employed at each grade in the organization. A promotion-in-post can occur only if the number of staff already at the higher grade is less than the limit set for the grade. In this sense the proposed career system does retain some aspects of a promotion-by-vacancy system, but here

the vacancy can occur anywhere in CAFS provided it is at the appropriate level for the promotion.

- 4.6 One task in introducing such a career system is to allocate an appropriate grade range to each funded post in CAFS -- what are the minimum and maximum capabilities which can be used in the post and its functions, and what grades do they correspond to? In some posts the functions are so highly specified and constrained that the scope for development is small while remaining within the limits set for the post; such posts would not be assigned a grade range, but retain a single grade as now. But in many posts the grade range will be found to cover two grades (usually the current grade and the next grade above). One of the natural constraints on these grade ranges is the educational qualifications required at each level. It is unusual (but not impossible) for the grade range of a post to require a higher educational qualification in moving from one of the grades to the next in the grade range of a post; usually the grade range of a post reflects the development which experience, reading and short courses can bring.
- 4.7 Under the proposed new career system CAFS would have at any time:
- a) a fixed number of funded posts, determined by the availability of funds, as now;
 - b) a number of staff employed in these posts, each staff within the grade range for his/her post;
 - c) the total number of staff employed in each grade equal to or less than some maximum figure for each grade.
 - d) a number of staff with the opportunity for promotion (upgrading). These will be the staff who will be able to satisfy the requirements for promotion and who are not already at the top of the grade range for their post. Another condition is that the number of staff in the grade above has not already reached the limit allowed.
- 4.8 During the assignment the focus of CAFS managers' attention was on producing the handbook and there was no detailed discussion of these proposals. The work which still needs to be done is:
- a) discuss the proposal in detail with senior managers in CAFS, using one or two worked examples by way of illustration;
 - b) from an examination of the job descriptions, allocate an appropriate grade range to each funded post in CAFS (this will require producing a number of job descriptions in order to complete the set of job descriptions for all posts in CAFS);

- c) specify the promotion evaluation procedure to be used i.e. set general standards for appointment to each grade (level of qualification, experience) based on the Deloitte's job evaluation exercise of October 1990, and specific requirements for appointment to each post based on the job descriptions.

This would require the assistance of a consultant for three weeks, provided senior staff were readily available during the period.

Supervision

- 4.9 Supervision in CAFS usually consists of informal contact which occurs between a supervisor and supervisee as necessary to deal with operational issues and problems as they arise. While such contacts are necessary and should continue, two further supervisory processes could be instituted.
- 4.10 First, group supervision: holding regular meetings of the staff within each Division, Unit, etc. chaired by the group Head with the aim of reviewing targets and achievements (both individual and of the group as a whole), exchanging information about work activities, receiving information from higher levels about policies, procedures, CAFS activities, etc. and formulating group views where appropriate. While such meetings may not conform to the stereotype view of supervision as direct monitoring and control of staff, they do have many of the positive characteristics and effects of good supervision.
- 4.11 Second, individual supervision: each supervisor holds regular meetings (every three or six months) with each member of staff directly supervised. This focuses on the individual and takes a longer-term view of the supervisee's activities. It looks back to what has happened in the 3 or 6 months since the previous review, and then looks forward to the coming 3 or 6 months before the next review. Its purpose is entirely supportive. It addresses the questions:
 - a) what has happened since the last meeting? What went well and what can we learn from the experience to repeat or encourage in the future? What did not go well and what can we learn from the experience to avoid or eliminate in the future?
 - b) what is planned or expected to happen before the next meeting? What problems or difficulties may arise? What support (advice, resources, actions, etc.) is needed from the supervisor during this period?

4.12 The meetings are based on a few simple rules:

- 1. The meetings discuss work only, not personal issues between the staff member and CAFS.**
- 2. The meetings focus solely on how the work can be done better, or more quickly, or more efficiently.**
- 3. The meetings are positive and focus on what encouragement, help or support the staff member may need; there are no negative judgements or evaluations.**

The aim of these meetings is not only to undertake a regular problem identification and problem solving exercise with each member of staff and to focus on a positive supervisory input, but also to take a longer-term view of the work of the staff member. It is an opportunity to consider the larger aspects of the job.

4.13 For both supervisor and supervisee the meeting results in a set of commitments, targets, actions, etc. for the next 3 or 6 months -- in effect, a workplan for each. The supervisee's is naturally more comprehensive, whereas the supervisor's shows those specific items of support which he/she has committed to provide to the supervisee during the next 3 or 6 months. These workplans for the coming period form the starting point of the following meeting at the end of the period -- the review of what has happened. The records of these meetings offer an excellent basis for Annual Performance Reviews and Evaluations, which are quite different because in those meetings judgements are made.

4.14 Designing and implementing such a system would call for:

- a) producing a briefing paper describing how Division/ Unit meetings, which are occasionally held, could be used to greater effect;**
- b) producing a briefing paper describing the proposed individual supervision system;**
- c) discussing both proposals with senior staff in CAFS and determining what should be implemented;**
- d) designing the implementation of the agreed procedure;**
- e) undertaking training of staff who must operate the agreed procedure.**

This would require the assistance of a consultant for two weeks of effort spread over a period of four or five weeks, and would be best combined with another assignment in CAFS.

Annual Performance Review and Evaluation (APRE)

- 4.15 There should be two major aspects of any performance evaluation -- the work aspects (technical competence, meeting the standards of professionalism appropriate to the job, etc.) and the personal aspects as they are relevant to the job (creativity, initiative, commitment, diligence, etc.) Because they are so different, these two aspects should be grouped separately in the APRE. The work aspects are the primary factors to be evaluated because it is for their work performance, output and achievements that staff are employed. The personal aspects are important only to the extent that they are relevant to work performance, output and achievement.
- 4.16 One major purpose of APREs is to compare an employee's performance against a fixed standard of adequacy or acceptability in the job e.g. for the award of annual increments and gratuity, and also against the fixed standard for a higher grade job, for promotion. The items included in the APRE for evaluation should therefore match the criteria which CAFS wishes to use to give financial rewards i.e. what CAFS means by "a job well done" or the criteria which should be used to promote staff. This offers a rational basis for selecting the items to include in the APRE. It may dictate, for example, some differences in the items used in APREs for senior and for junior staff, or for staff doing different types of work. Sometimes APREs are used to compare two employees in competitive situations e.g. in a contested promotion; this use does not affect the choice of items to include in the APRE form.
- 4.17 A scoring system should be used for each item, so that evaluation results can more easily be compared with standards of acceptability, which would be specified in terms of the same scoring system. The major problem here is to achieve consistency between different evaluators, and the major challenge this presents is to define a scoring system (Excellent, Good, Adequate, etc.) in concrete and operational terms.
- 4.18 The other major use of an APRE is as a diagnostic tool for identifying an employee's strengths, which may be further developed and/or used by CAFS to better effect, and an employee's weaknesses, which should be attended to. These results translate into a set of development needs (including training needs) for the employee. As with evaluation, the accuracy and usefulness of this diagnosis also depends on selecting correctly the items or factors to be evaluated in the APRE. This use, as well as natural justice, requires that the employee should be fully aware of the results of the APRE.

4.19 Thus to implement an APRE system there are four main tasks:

- a) determine the main purposes of an APRE in CAFS i.e. what its main outputs or results are to be, how they are to be used and by whom;
- b) design the APRE forms and procedures i.e. identify the specific work aspects and personal aspects which should be evaluated;
- c) design a scoring system and define its levels in concrete and practical terms;
- d) train staff in the use of the forms and procedures.

This would require the assistance of a consultant for two weeks.

Staff Development and Training

4.20 One result or output from an APRE should be the training needs of the staff member concerned. After the annual round of performance evaluations CAFS will have a compendium of its staff training needs. These training needs must now be considered in the light of:

- a) CAFS future plans -- what types of new staff knowledge and capabilities will be most relevant/profitable/useful to CAFS;
- b) CAFS present and future resources -- how much support for staff training is available? how much absence for training could be tolerated operationally? what are the hidden costs of such absence?
- c) justice to the staff -- further training is so highly prized by staff that an inequitable distribution particularly for non-work reasons, would have serious effects on staff morale.

CAFS will need a procedure for taking account of these factors and weighing them in order to make good decisions. It will also need to consider how an individual's new qualifications, skills and capabilities will actually be used in the organization's programmes or administration.

4.21 This procedure should not be restricted to formal training courses. CAFS should review the possibilities of using other means of staff development e.g. visits to other organizations and study tours, attendance at conferences and other meetings for the purposes of learning as well as presenting CAFS work, and the secondment of staff to working situations where their learning and development are a major factor in the decision.

- 4.22 After the return of each member of staff who has attended a course there should be a post-course review of the content of the course, the conditions experienced, problems encountered, and also what use can be made of the new knowledge within CAFS. As one important aspect of the use of this knowledge, CAFS should also consider carefully how it might increase the general benefit of these training and development experiences of individual staff. There should be some formal procedure by which these staff pass on what would be useful to other staff members (and perhaps staff in other organizations), by trip reports, lectures, seminars, etc. This activity should be part of the implied contract with the staff member when the arrangements for the course, trip, etc. are being settled.
- 4.23 The work required to design and implement a system for managing staff development and training is:
- a) design a method of reviewing future plans and resources to establish what types of training are most useful and how much can be afforded;
 - b) design a method of reviewing and prioritizing the training needs of staff, taking account of the organization's priorities and the individual's situation, and of selecting who is to be supported for training;
 - c) design a post-course review and dissemination procedure.

This would require the assistance of a consultant for two weeks.

ANNEX A: SCOPE OF WORK FOR THE ASSIGNMENT

1. To develop a sequence of activities with CAFS senior management to strengthen CAFS personnel systems.
2. To draft a personnel handbook as part of this sequence.
3. To use existing data (needs assessment report) and to collect additional data as needed to develop a career development mechanism.
4. To submit a written report on the outcome of the consultancy trip to the FPMD/Kenya Resident Advisor at the conclusion of the trip.

ANNEX B: HANDBOOK: INTRODUCTION AND CONTENTS LIST

INTRODUCTION TO THE HANDBOOK

Any organization which is professionally competent in its services to others must also maintain the same degree of professionalism both in its internal activities and procedures and also in the way it conducts its relations with its own staff. Such an organization would do a disservice to its staff if it allowed a situation to develop in which rights and duties became uncertain, so that justice and equity might appear to become equally uncertain.

This Handbook is designed to set out explicitly the practices and procedures of CAFS so that all staff may know what their rights and obligations are, how things are intended to work for the sake of maintaining an efficient and professional operation inside CAFS, and so that it may present itself to the outside world as an efficient and professional organization worthy of respect in its chosen areas of operation.

The practices and procedures set out in the Handbook seek the correct combination between on the one hand the importance of staff working with a sense of individual responsibility for their own professional competence and honesty and on the other hand the requirements of good management of the organization as a whole. In an organization like CAFS, where creativity and initiative are of paramount importance, it is essential to minimise the constraints to effective working which may be imposed by following set practices and procedures. This has been the aim in the Handbook.

Any revisions affecting the Terms and Conditions of Service set out in this Handbook will be made only after consultation with staff, and will be notified to staff members individually by letter, and by posting on the notice boards, and will subsequently be included in any further edition of the Handbook.

CAFS EMPLOYEES HANDBOOK

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ANNEX C: CAREER PROGRESSION IN CAFS

1. Career progression within an organization has two aspects. From the organization's viewpoint it provides a part of the supply of individuals of suitable calibre and experience to do the jobs which the organization needs to be done; the remainder of the supply comes from outside recruitment. From the individual's viewpoint it provides increased financial rewards, status, authority, a sense of achievement (Abraham Maslow's "self-actualization"), and a public recognition (within the organization at least) of increasing skills and capabilities.
2. A career progression system in an organization has two main components:
 - a) the design of the system or the rules which must be followed when a promotion is to be made e.g. the administrative conditions which must be satisfied before a promotion can occur. These usually include that there must be a funded vacancy for the promotion, they specify whether staff can be promoted only from the grade below, etc. Those aspects of the rules which refer to the individual will include the educational qualifications and/or experience requirements for the post and may include a minimum length of service in the current grade (and in some organizations a maximum length of service too). In essence these are all facts which in principle can be determined;
 - b) the evaluation procedure which is used to judge whether the actual technical/professional skills and personal capabilities of an individual will meet the operational demands of the job. This same evaluation procedure is also used in the recruitment process to fill a post from outside. These decisions are based on judgements.

These two components will be considered separately.

Design of the CAFS career progression (promotion) system

3. Individual career progression is usually thought of in terms of a series of appointments to posts which are at successively higher grades. At each of these appointments the staff member is automatically promoted to the grade of the new post. Each of these appointments requires a vacant post for the staff member to be promoted into. In large organizations, even with modest leaving rates, vacancies are continually occurring at all grade levels and the opportunity for promotion continually presents itself; there is of course a correspondingly more severe competition for promotion in large organizations.
4. In small organizations like CAFS, it is relatively rare for a vacancy to occur because

of staff leaving (which would offer an opportunity of this type of promotion for a member of staff at a lower grade), and it is particularly rare if the organization's policy is to keep its staff (as it is in CAFS) i.e. to have a low leaving rate. Furthermore, if the organization is divided into a number of technical specialties (as CAFS is), promotion is normally possible only within the specialty; only rarely would a member of staff move from one Division to another, or even from one Unit to another, especially on promotion. This still further reduces the rate at which opportunities for promotion-by-vacancy occur for an individual.

5. Of course, vacancies occur not only when staff leave but also when new posts are created. When an organization is expanding, and particularly when it is increasing the number of its more senior posts, this type of promotion is an important avenue for progression and soon sweeps up all the staff in the organization who meet the promotion requirements. Unfortunately, if the expansion is too rapid or too large the more junior staff do not have time to develop to meet the requirements of the higher posts and so many these posts are all filled from outside. But when the expansion stops, this type of promotion-by-vacancy not only stops also, but stops for a long period because a relatively high proportion of the senior posts are now occupied by staff who were only recently appointed and who will therefore stay for a period of time before moving on. Now that the recent expansion in CAFS has been completed, it is to be expected that vacancies will be rare for some years, and promotion-by-vacancy equally rare, unless there is further expansion.
6. It is therefore important to consider how career progression might be designed and managed in CAFS so that it would provide the rewards for achievements and the benefits of personal development which employees naturally seek. In particular it should avoid the requirement that a vacant post at a higher level is necessary before a promotion can occur. One possibility is to make promotion (upgrading) dependent upon an individual's capabilities alone, so that when these capabilities reach a level which justifies promotion, then the individual would be upgraded. At present this criterion must be satisfied for promotion, but also a vacant post of the appropriate grade in the appropriate technical specialty must be available at the same time. This new possibility would require the same standards of capability and achievement as now from staff in order to achieve promotion, but it would come at a time when staff had developed to the point where they were worth the promotion, not whenever a suitable vacancy happened to occur after this time.
7. This proposed career progression system is based on the principle that the activities and responsibilities assigned to a post can be performed to different professional levels, with a wider or narrower range of activities of greater or lesser complexity, requiring more or less supervision, and so on. For example a trainer can develop over time in skills, ability and experience and will be expected to graduate from running the shorter courses dealing with the simpler subjects to the longer, more

complex courses with higher level participants, to undertake more of the preparation for running a course without supervision, to take more of a lead and assume more responsibility for designing new courses, to handle more sensitive course marketing situations, and so on. The same scope for development is clearly available to a researcher in undertaking and being increasingly responsible for larger and more complex research activities requiring wider knowledge and deeper understanding of the subject and involving larger external networks of colleagues.

8. In all posts there is some scope for development while remaining within the bounds of the overall purpose of the job and most of its main responsibilities (as set out in Items 6 and 7 of the job description). Thus for a post there is a lower limit of capability and professional development (i.e. staff grade) which will be acceptable to do the job. Similarly there will be an upper limit of capability and professional development (i.e. staff grade) which the job can use appropriately; higher levels than this are not called for in the job. In other words, each post can be allocated a grade range and the post can be occupied by a staff member whose own grade is within this range. Using this approach, a post is no longer restricted to the activities of its current single grade. It can be occupied by an employee performing these activities or higher level activities.
9. One task in introducing such a career system is to allocate an appropriate grade range to each funded post in CAFS -- what are the minimum and maximum capabilities which can be used in the post and its functions, and what grades do they correspond to? In some posts the functions are so highly specified and constrained that the scope for development is small while remaining within the limits of functions and activities set for the post; such posts would not be assigned a grade range, but retain a single grade as now. But in many posts the grade range will be found to cover two grades (usually the current grade and the next grade above) and may even cover three grades (usually by adding together the functions of two current grades which are adjacent e.g. APO/PO or PO/SPO, depending on the current functions of each grade in the organization and how naturally one set of functions develops into the other). One of the constraints on these grade ranges is the educational qualifications required at each level. It is unusual (but not impossible) for the grade range of a post to require a higher educational qualification in moving from one of the grades to the next in the grade range of a post; usually the grade range of a post reflects the development which experience, reading and short courses can bring.
10. A staff member at a higher grade in a particular post would be expected to do a bigger, better, higher level job than if a staff member at a lower grade occupied the same post. Furthermore, as the staff member at the lower grade developed it would be possible to be upgraded (promoted) while still occupying the same post. Thus, for example, one of the funded posts in CAFS could be allocated for a Trainer. Suppose by way of example it had been decided that the functions and activities of the post could be carried out (to different levels) by a PO, Grade 10, or a SPO, Grade 11; in

this case the post would be designated Trainer Grade 10/11. If the Trainer Grade 10/11 post were occupied by a PO, that staff member could progress to SPO while occupying the same funded post provided that the individual developed sufficiently to meet the requirements for promotion. Another post currently at APO, Grade 9, could be designated Researcher Grade 9/10, offering the opportunity for promotion (upgrading) to a Grade 9 staff who occupied it. At each promotion (upgrading) the job description of the post would have to be examined carefully to see whether it contained individual activities or responsibilities (Item 7 of the job description) which would no longer be appropriate for the new grade of its occupant, or whether specific new activities or responsibilities should be added.

11. If CAFS achieves its aim of being an organization which retains its staff, this career system would cause a drift upwards in the grade structure (numbers at each grade level) in the organization compared to the present grade structure as those staff who are capable of achieving promotion do so. This drift would be constrained by a limit on the number of staff who could be employed at each grade level. A promotion to a higher grade could occur only if the number of staff already employed in CAFS at the higher grade was less than the limit set for that grade. In this sense, the proposed career system is still a promotion-by-vacancy system, but here if a grade level is already full the vacancy can appear anywhere in CAFS provided it is at the appropriate level for the promotion. Outside recruitment to a vacant post will tend to be towards the bottom of its grade range, to maintain a balance of grades. The limits on the number of staff which can be employed at each grade would reflect the type or level of work being undertaken by CAFS. If CAFS began to take on more work at a higher level, then more posts at higher grades would be required in order to accommodate and adequately recompense the staff doing this work and the maximum number of staff for each grade would be adjusted (increased or decreased) to reflect this new balance between the grades.

12. In summary, under the proposed new career system CAFS would have at any time:
 - a) a fixed number of funded posts, determined by the availability of funds, as now;
 - b) a number of staff employed in these posts, each staff within the grade range for his/her post;
 - c) the total number of staff employed in each grade equal to or less than some maximum limit for each grade
 - d) a number of staff with the opportunity for promotion (upgrading). These will be the staff who will be able to satisfy the requirements for promotion and who are not already at the top of the grade range for their post. Another condition is that the number of staff in the grade

above has not already reached the limit allowed.

The evaluation process for promotion

13. The same standards and requirements for an internal promotion would be applied as if an outside applicant were being considered for appointment to the same grade. In this case the recruitment procedure can be used for promotions also.