ASSESSMENT OF MINISTRY OF HEALTH HUMAN RESOURCE MANAGEMENT POLICIES AND PRACTICES

JORDAN HUMAN RESOURCES DEVELOPMENT PROJECT
REPORT NO. 5

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CONTENTS

I. INTRODUCTION

HUMAN RESOURCE MANAGEMENT

Human resources management can be defined as: *the integrated use of policies, procedures and management practices to recruit, utilize, maintain and develop employees in order for the organization to achieve its goals.* [1]

Human resources management includes six broad areas:

- human resource capacity
- human resource planning
- personnel policy and practices
- human resource data
- performance management
- training

Human Resources Management is most effective in an organization when its authority is located at the senior management level. A human resources management system that functions effectively can assist the organization in developing a set of policies, systems and practices that provide an environment which advances the skills and increases the motivation of staff in order to achieve the highest possible level of performance over time.

BENEFITS OF AN EFFECTIVE HUMAN RESOURCE MANAGEMENT SYSTEM

An organization which develops and maintains an effective human resource management system will benefit in the following ways:

- It encourages systematic planning to support the organizational mission and goals;
- It increases the capacity of the organization to achieve its goals;

- It provides a clear definition of each employee's responsibilities linked to the organization's mission and goals;
- It encourages greater equity between compensation and level of responsibility;
- It clearly defines responsibilities of managers and supervisors;
- It increases level of performance and the efficient use of employee's skills and knowledge;
- It results in cost savings through improved efficiency and productivity;
- It increases the organization's ability to manage change.

THE CIVIL SERVICE AND HUMAN RESOURCE MANAGEMENT

All Ministry of Health employees are civil servants and, as such, are subject to the policies and regulations issued by the Civil Service Bureau.

Jordan has embarked on a civil service reform program. A Ministry of Administrative Development was created and received technical support from a project funded by DfID (Support to Public Sector Reform in Jordan). During this period, revised Human Resource Management Policies for the civil service were drafted, but not approved.

In the first quarter of 2005, there were two Ministries working on public sector reform. The Ministry for Public Sector Reform and the Ministry of Government Performance, located in the Prime Minister's Office. The latter Ministry is currently working to define performance indicators for the different Ministries.

Although the situation relating to Human Resources Management within the civil service is evolving, it is likely that there will be revisions made to the civil service policies and regulations and these will, of necessity, affect the Ministry of Health.

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[1] *The Manager*, Volume VIII, Number 1, Spring 1999. Management Sciences for Health.

Given the uncertainty over what future changes to civil service employment policies may be formulated and approved, it has to be recognised that the findings and recommendations arising from this assessment of human resource management practices in the MOH will need to be re-assessed. Nevertheless, this assessment focuses on international good management practices that have been found over the years to influence organizational performance.

II. DESCRIPTION OF THE ASSESSMENT METHODOLOGY

THE HUMAN RESOURCE MANAGEMENT ASSESSMENT INSTRUMENT

Used in numerous countries around the world, the tool is intended to provide users with a rapid assessment instrument to identify the characteristics and capacity of an organization's human resource system and provides a foundation for the development of an action plan for improving the human resource management system.

The instrument itself consists of a matrix that includes:

- Twenty-three human resource components that fall within six broad areas of human resource management;

- Four stages of development of human resource management;

- Characteristics that describe each human resource component at each stage of development;

- A space for users to describe the evidence that shows that the organization fits a particular stage of development.

Annex 1 provides a copy of the Human Resource Management Assessment Instrument.

HUMAN RESOURCE MANAGEMENT COMPONENTS

The instrument covers 21 human resource components, grouped into six broad areas of human resource management, as shown in the Table below. These components represent the key ingredients of an effective human resource system.

Human Resource Components Covered by the HRM Assessment	
HRM Capacity HRM Budget HRM Staff **Human Resource Planning** Organization Mission/Goals Human Resource Planning **HR Data** Employee Data Computerization Personnel Files **Training** Staff Training Management & Leadership Development Links to External Pre-service Training	**Personnel Policies and Practice** Job Classification System Compensation and Benefits system Recruitment, Hiring, Transfer and Promotion Staff Orientation HR Policy Manual Discipline, Termination & Grievance Procedures Relationship with Unions Labor Law Compliance **Performance Management** Job Descriptions Staff Supervision Work Planning & Performance Evaluation

STAGES OF DEVELOPMENT

As organizations mature, they evolve through several stages of development. Organizations move through these stages at different rates,

but their progress tends to be accelerated when they have developed a clear set of goals which all staff know about and understand, when they have good management structures and systems, and when they have skilled managers and staff who use these systems effectively.

It is usual to find that different components of the human resource management system are at different stages of development since components may have received different levels of attention over time.

The assessment instrument identifies four stages of development for each of the human resource management components. The numbers in the second row of the instrument refer to these stages of development.

HUMAN RESOURCE CHARACTERISTICS

For each human resource component, the Instrument provides a statement that describes the common characteristics of organizations at each stage of maturity and effectiveness.

These characteristics build upon the characteristics of the previous stage(s).

At the first stage, the characteristics describe an organization that is either just beginning to develop a human resource system or an organization that may have been in existence for a long time, but has not paid much attention to that component. At the fourth stage, the characteristics describe an organization that is operating very effectively with regard to the component and may need to direct its attention to other components that are at an earlier stage of development.

CONDUCT OF THE ASSESSMENT

This assessment was conducted by a team of individuals from Initiatives and from the MOH, who have different perceptions of the current situation in relation to human resource management in the MOH. These perceptions are based either on direct experience as staff members of the MOH or on Initiatives' experiences gained from other countries on human resource management practices that can assist or hinder an organization's efforts to increase the effectiveness of its endeavors.

In rating the status of MOH's human resource management situation, the evidence was identified, reviewed, discussed and agreed by the assessment team.

REVIEW OF DOCUMENTS

The assessment work was complemented by direct observation of the MOH's human resource practices by the team of consultants and by a review of relevant HR documents made available to the consultants.

These documents included:

1. The Civil Service Statute of Jordan, No. 55, 2002.

2. The Services Guidebook of the Civil Service Bureau.

3. Job Descriptions for the MOH General Directorate of Medical Insurance, July 1988.

4. Establishing a Performance Based Incentive Plan for MOH Personnel, (draft, undated).

5. Implementing Job Descriptions in MOH Hospitals, PHR+, 2002.

III. RESULTS OF THE ASSESSMENT OF MOH HUMAN RESOURCE MANAGEMENT PRACTICES

The results presented below follow the order of the components on the Assessment Instrument.

HUMAN RESOURCE MANAGEMENT CAPACITY

3.1   Human Resource Budget

Assessed Stage of Development = 2

"There is limited money available to fund human resource positions or to conduct human resource activities (e.g. training, systems development, performance planning and evaluation."

Evidence:

- **The budget for salaries and human resource activities is always limited.**

Each year, the Ministry of Health submits its proposal for additional staff as part of its overall budget proposal for the following year. The cost implications of this proposal are reviewed by the Ministry of Finance against overall demands for public sector expenditure. Usually, this results in a requirement for the Ministry of Health to revise its proposal downwards. Once financial approval is granted, the staff requests are then submitted to the Civil Service Bureau for candidates to be selected. Candidates sit a civil service entrance exam and are selected on the basis of their results.

- **Financial allocations for human resource activities have to be negotiated each year.**

There is no long-range plan for human resources (either in terms of numbers of staff needed to provide good quality services, or in terms of human resource development (training) or management activities which can

provide a cohesive and progressive program for human resources.

3.2   Human Resource Staff

Assessed Stage of Development = 3

"There are trained human resource staff in the organization, but only at a level to maintain basic procedures and record-keeping functions."

Evidence:

- **The organization of human resource functions in the MOH.**

The MOH has two Directorates responsible for different aspects of human resources: the Human Resources Development Directorate (responsible for training); and the Personnel Directorate (responsible for human resource management).

- **Shortage of trained human resource professionals in Jordan.**

There are no formal (degree or diploma) educational courses in Human Resources offered by the Jordanian Universities, although short courses are offered to meet specific requests. This management area appears not to be considered very important.

HUMAN RESOURCE PLANNING

3.3   Organizational Mission and Goals

Assessed Stage of Development = 1

"No formal mission statement or organizational goals exist."

Evidence:

- **The Ministry of Health does have a clear mission statement.**

- **The Ministry of Health does not have a comprehensive and integrated set of goals as part of a long-term strategy for government health services in Jordan.**

Each year, each Directorate is required to prepare an action plan for the following year, detailing its goals and the activities to achieve those goals. However, these plans are independently prepared and are not necessarily coordinated with what other Directorates are planning. No-one outside of the Directorate is monitoring what is achieved against the plans.

- **Before June 2005, the Ministry of Health has not have a long-term human resource plan.**

In fact, a long-term human resource plan is difficult to develop since there is an absence of a long-term plan for health services which would form the foundation for determining long-term staffing needs.

3.4   Human Resource Planning

Assessed Stage of Development = 2

"An annual human resource plan exists, but it is not based on a formal assessment of the mission, organizational goals, staffing needs, training outputs, or existing training data".

Evidence:

- **In the past, human resource planning has not been a routine function in the MOH, especially in relation to forward projections of the likely balance between staffing needs and staff supply. A strategic health workforce planning exercise was conducted by the MOH for the first time in June 2005.**

At one time in the past, the Personnel Directorate tried to develop staffing standards (staff requirements) for each hospital. However, this effort was not utilised by MOH decision-makers. In addition, advance planning for the staffing implications of Prince Hamza Hospital was somewhat lacking, resulting in current problems in finding sufficient individuals of the right cadre to meet requirements for the hospital opening.

PERSONNEL POLICY AND PRACTICE

3.5   Job Classification System

Assessed Stage of Development = 3

"A job classification system exists, but it is not used as a basis for other human resource management functions (e.g. job descriptions, hiring, salary and benefits)."

Evidence:

- **According to the civil service job classification system, the responsibilities and authority of each position is defined in relation to other positions. so in practice, there is a job classification system. But salary and benefits do not follow this classification.**

Within the civil service, jobs are classified according to the following divisions: a) category (this is a classification which is determined by an individual's qualifications on entry to the civil service); b) grade or degree (individuals are placed on a grade within the appropriate category on entry to the civil service based on any previous relevant experience outside of the civil service); c) step (this is a step within the grade which determines the basic salary entitlement of the individual. An individual will advance one step each year. An excellent performance evaluation for two consecutive years can result in "jedara" (a double step increase in one year).

3.6   Compensation and Benefits System

Assessed Stage of Development = 3

"A formal system exists, is understood by all employees and is used in a consistent manner".

Evidence:

- **MOH employees are paid salary and benefits according to the civil service regulations and the category, grade/level and step to which they have been allocated.**

The salary and benefit system is clearly defined and the rules are well followed and well known by all staff. However, there are two issues in relation to compensation and benefits within the MOH.

The first is that basic salary only represents between 15% (for doctors) to 32% (for non-doctors) of total take home pay. The balance of the take home pay is made up of a variety of allowances and incentive payments, which do not affect an individual's pension entitlement upon retirement.

The second issue is that, due to the differential allowances paid for qualifications, the take home pay for individuals occupying positions of similar levels of responsibility and authority may vary greatly. For example, a non-doctor Director (of a Directorate in the central MOH), may receive one quarter of the amount paid for a doctor-Director. This can be viewed as unfair since the performance expectations for both Directors are the same.

- **MOH employees are entitled to a merit increase (jedara) once in a five-year period.**

The annual step increase (salary increment) to which all civil servants are entitled represent very small amounts. For employees of the first category (the highest category), the annual increment is on average JD 6.00 per year ($8.50). For this category of position, the merit increase for 2 year's of high performance would be JD 12.00 ($16.92) per year, and this can only be awarded once per grade/level Thus, taking the example of a doctor-Director at central MOH, a merit increase of JD 12.00 would represent 0.75% of total take home pay. This would not appear to be a strong motivator for good performance. However, jedara can also promote more rapid promotion from one grade to another.

3.7   Recruitment, Hiring, Transfer and Promotions

Assessed Stage of Development = 3

"There are formal systems based on established criteria, but they are not used consistently."

Evidence:

- **Recruitment and hiring of individuals to work with the MOH is carried out by the Civil Service Bureau, not by the MOH. The MOH responsibility is restricted to the administration of the civil service entrance examination for clerical and engineering positions (not for technical positions).**

- **There is a system for transfers, which is consistently followed, except in the event of an emergency.**

In normal circumstances, if a staff member requests a transfer, or if the MOH wishes to effect a transfer, arrangements are made in advance for a replacement for the transferee and the agreement of the appropriate heads is sought.

- **Most professions in the MOH do not have a career ladder.**

For example, there is no career structure within the nursing profession which allows a registered nurse to progress to more senior positions as a nurse providing nursing services, such as "staff nurse", "sister", "nursing officer", etc. Thus an individual may remain for years in the same position, with no promotional incentive to encourage high performance.

- **Promotion decisions tend to be made by the top MOH officers and the criteria for decision-making are not transparent.**

The Civil Service regulations give the definition of a promotion as a rise in grade or in category which can be awarded to an individual if there is a vacancy in the higher grade. Promotion decisions are to be made on the basis of employee performance, education, length of service and training programs attended.

However, within the MOH, not only is there a lack of clear career paths, there is the also the issue that there do not appear to be clear criteria for decision-making on promotion decisions.

3.8   Orientation Program

Assessed Stage of Development = 1

"There is no formal orientation program for new employees".

Evidence:

- **There is no formal system for orientation of new staff in the MOH.**

There is no system or requirement for new employees (either those new to the MOH or those transferred to a new work location) to be given a formal orientation to their workplace, to the workplace policies and procedures, or to the expectations for their performance. Individual Directors may, under their own initiative, conduct an orientation for new staff.

This means that new staff members are not provided with information that will rapidly help them to understand what is expected of them: their job description; the unit's work plan and their expected contribution to its achievement; the standards of performance expected;

3.9   Policy Manual

Assessed Stage of Development = 4

"An upgraded policy manual does exist and is available to all employees. It serves as a reference guide to all questions about employment in the organization and is reviewed and updated regularly."

Evidence:

- **The Civil Service Statute, which lays down the policies and procedures covering all aspects of the employment of civil servants, has been regularly updated and is publicly available.**

The Civil Service Statute is not specific to the MOH and does not make easy reading for most individuals. The MOH is currently in the process of putting together a policy handbook for its own employees, as an effort to compete for a King Abdullah !! award for distinction in Government performance and transparency.

3.10   Discipline, Termination and Grievance Procedures

Assessed Stage of Development = 2

"Formal procedures do exist, but they are not clearly related to performance standards".

Evidence:

- **The Civil Service Statute lays down the formal policies and procedures to be followed where disciplinary action is required.**

Although there are formal procedures for taking disciplinary action against an employee, these are time consuming and perhaps not appropriate for most cases of misdemeanour where immediate action is called for.

Individual managers will take disciplinary action (such as reprimanding an employee and placing this reprimand on the personnel file), but for such actions, there is no clear guidance.

In addition, disciplinary action is rarely connected to poor performance. MOH managers believe that there is little they can do in cases where an employee's performance is not up to expectations.

3.11   Relationship with Unions (Syndicates)

Assessed Stage of Development = 2

"Links exist between human resource management and union, but roles are not clear."

Evidence:

- **The MOH does not routinely involve the Syndicates in discussions**

There are five unions (professional associations or syndicates) representing the health professions: 1) the Medical Syndicate; 2) The Nursing Syndicate; 3) The Pharmacist Syndicate; 4) The Engineers Syndicate; and 5) The Veterinarian Syndicate. The usual practice is that the syndicates will approach the General Secretary for Health if they have a grievance or are concerned about an issue affecting their profession.

In some cases, individual MOH Directors will invite representatives of relevant Syndicates to participate in the development of new initiatives which have a bearing on the Syndicate membership. For example, the Syndicates were represented in the development of Standards of Care for health centre services.

3.12   Labour Law Compliance

Assessed Stage of Development = 4

"Human Resource Policy and practice is adjusted as needed to be in compliance with the national labour laws."

Evidence:

- **As a government institution, the MOH abides strictly by the labor laws.**

The MOH, as a Government institution, abides consistently with Jordanian labour laws, although at times, such as the implementation of new allowances, there may be delays in instituting the change as the MOH awaits the necessary financial resources from the Ministry of Finance.

HUMAN RESOURCE DATA

3.13   Employee Data

Assessed Stage of Development = 3

"All of this data is available and up to date, but data is not formally used for monitoring of the human resource situation or for human resources planning or forecasting."

Evidence:

- **The MOH Personnel Directorate maintains a comprehensive database containing all key information about each individual working for the MOH.**

This personnel database is updated as changes occur. In theory, the details held on this database and the information held on each employee's computerised salary record in the Directorate of Finance, are capable of being linked through the employee code number (used commonly by both systems) and the employee name.

The database is held in the central MOH and not decentralised to the Health Directorates. Certain hospitals have developed their own personnel databases for use in monitoring and managing the hospital staff.

3.14   Computerisation of Human Resource Data

Assessed Stage of Development = 3

"Computers and data management systems are available, but human resource information is not produced regularly for management decision-making."

Evidence:

- **Information is available, but routine reports of the data are not produced.**

Although the personnel database holds comprehensive, computerised records, the ability to produce regular reports for senior

MOH managers to update them on changes in the staffing situation is limited. If summary analysis of the individual personnel records on the database is required, special programs have to be written to produce reports that can be easily read and understood.

- **HR analyses are seldom produced and seldom asked for by MOH managers.**

Although the MOH Director of Personnel does request reports of the information held on the personnel database, the wider dissemination and use of the HR information held to inform MOH managers of the HR situation is not practiced.

3.15　Personnel Files

Assessed Stage of Development = 4

"Updated personnel files for all employees exist and also policies for their appropriate use (e.g. confidentiality and employee access."

Evidence:

- **Personnel files maintained by the MOH.**

Two personnel files are held for each MOH employee: a general file (containing documentation relating to the employee's dates of employment and career changes, leave records, etc.); and a confidential file containing performance appraisal reports and disciplinary records.

Employees can have access to their general file should they need to confirm information held on their file. Access to the confidential file is strictly controlled.

PERFORMANCE MANAGEMENT

3.16　Job Descriptions

Assessed Stage of Development = 2

"Some staff have job descriptions, but they are not always up to date and/or are very general,

lacking specific job responsibilities and supervision details."

Evidence:

- **There have been various efforts in the MOH to develop job descriptions.**

Projects such as PHCI and PHR+ have helped the MOH to produce job descriptions for health centre and hospital staff respectively. In addition, some Directors have developed job descriptions for the staff of their Directorate to help to ensure that there is a proper distribution of work and to help them in monitoring staff performance.

However, the purpose and use of job descriptions seem to be poorly understood within the MOH: sometimes the term "job description" is used to describe the broad functions of a category of staff (such as the fact that doctors are authorised to administer IV fluids, not nurses); sometimes "job description" is used to mean the specific tasks that a staff member is meant to carry out this year (more of a work plan).

The purpose of job descriptions within the MOH needs to be clearly defined, together with how job descriptions relate to the human resource management functions of recruitment, deployment, career advancement and performance appraisal.

3.17　Staff Supervision

Assessed Stage of Development = 2

"There are established lines of authority, but the supervisor's role and function is not understood and little supervision takes place. There is limited recognition of performance.."

Evidence:

- **There is often confusion about supervisory responsibilities within the MOH.**

To give an example, the following table describes the situation of an MOH midwife working at a health centre.
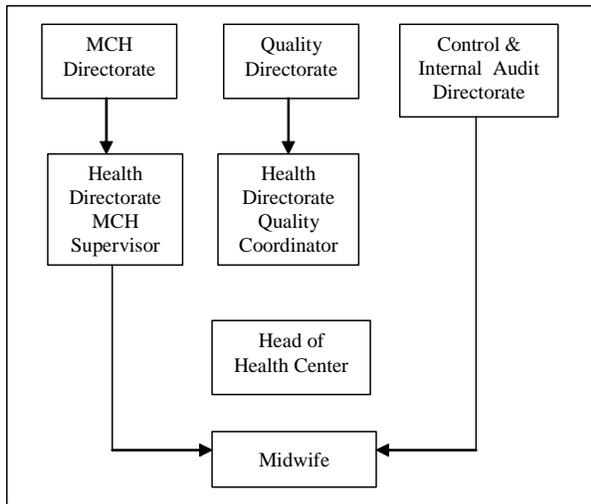
As shown in the Table, a midwife has several layers of "supervisors". This is normal. But problems can arise in some locations where the different supervisory roles and responsibilities of each level are unclear.

- **Supervision is understood by many MOH officers to be an "audit" function.**

Few MOH managers and supervisors have a clear understanding of the purpose of supervision and the responsibilities of the supervisor.

Most have received no training in either supervision or management. To upgrade an individual from category 2 to category 1, this individual must have taken a management course. However, although the MOH has now 150 staff trained in this course, they do not have the posts to upgrade them to category 1. The course has therefore been put on hold. Where there is no change of category involved, an individual appointed to a management position does not receive any training. The role of a supervisor as a facilitator and coach is not well understood. There is little understanding that, if there is a performance problem in relation to a member of staff, the supervisor bears some responsibility for that problem; it is not just a "problem staff member".

3.18 Work Planning and Performance Review

Assessed Stage of Development = 2

"A work planning and performance review system is in place, but it is informal and does not include work plans and performance objectives developed jointly with staff."

Evidence:

- **As part of the civil service, MOH managers are required to complete annual performance evaluations of their staff. The resulting evaluations are used to award grade increases (jedara).**

Performance evaluations within the MOH tend to be based on whether an employee abides by working hours and on their behaviour, rather than on work performance.

Again, most MOH managers have received no training in how to conduct performance appraisals in ways that are intended to encourage higher performance and to identify staff development needs.

- **Some directors work with their staff to develop annual work plans against which individual staff member responsibilities are defined.**

Even where there are individual work plans developed, staff achievements against their work plan do not tend to be assessed as the foundation for the performance evaluation.

TRAINING

3.19 Staff Training

Assessed Stage of Development = 2

"Training is offered on an ad hoc basis, but is not based on a formal process of assessing staff needs nor is it linked to the organization's key priorities and changes in the health sector and health practices."

Evidence:

- **Staff training needs are not assessed in line with MOH priorities.**

Each year, each MOH Directorate is asked to submit their list of training requirements for their staff to the Human Resource Development (HRD) Directorate. The HRD Directorate determines priorities within the budget it has been allocated for in-service training.

The issue here is that there is no guidance given to Directorates on how to assess their staff training needs, nor, in the absence of a consolidated health strategy and goals, is there any clear agreement on priorities for MOH activities or performance.

3.20   Management & Leadership Development

Assessed Stage of Development = 2

"There is an emphasis on developing management capacity, but it is not done on a regular basis."

Evidence:

- **There is little recognition of the need to prepare health professionals to take on management responsibilities. Doctors can be appointed as hospital directors without any prior experience or training in management.**

- **Management training and development is not routinely planned for.**

Although there has been in-service management training provided to certain MOH managers, this has often been in response to donor agency funding rather than a defined need by the MOH itself.

3.21   Links to External Pre-Service Training

Assessed Stage of Development = 2

"There is a loose relationship between the organization and pre-service training institutions, but it is not used in any formal way for workforce training and development."

Evidence:

- **The MOH Director of Human Resource Development usually sits on the Board of a University.**

Even though there is a formal link between one Jordanian University and the MOH, this is not extended, on a general basis, to all institutions providing pre-service training in the health professions.

This can, over time, result in difficulties for the MOH in Jordan in ensuring that pre-service training curricula take the Ministry's needs into account. For example, nurse training carried out by the Universities tends to be hospital-focussed and graduates will leave their training with no experience and little motivation to work in primary health care at health centre level.

This can also cause difficulties if the MOH wishes to increase the number of graduates being produced by the non-MOH training institutions (the Universities and the Community Colleges). The MOH does not have an established forum at which it can raise its needs and start the process of negotiating any agreement.

3.20   Summary Rankings of Human Resource Management Components

The table below provides a summary of the assessment scores assigned to each of the 23 human resource management components covered.

Component	Assessed Stage of Development	Highest Possible Score	% Highest Score Achieved
Human Resources Capacity			
Human Resources Budget	2	4	50%
Human Resources Staff	3	4	75%
Human Resources Planning			
Organizational Mission & Goals	1	4	25%
Human Resources Planning	2	4	50%
Personnel Policy/Practice			
Job Classification System	3	4	75%
Compensation and Benefits System	3	4	75%
Recruitment, Hiring, Transfer and Promotion	3	4	75%
Orientation Program	1	4	25%
Policy Manual	4	4	100%
Component	**Assessed Stage of Development**	**Highest Possible Score**	**% Highest Score Achieved**
Personnel Policy/Practice			
Discipline, Termination, Grievance Procedures	2	4	50%
Relationship with Unions/Syndiacates	2	4	50%
Labour Law compliance	4	4	100%
HR Data			
Employee data	3	4	75%
Computerization of data	2	4	50%
Personnel files	4	4	100%
Performance Management			
Job descriptions	2	4	50%
Staff supervision	2	4	50%
Work Planning and Performance Review	2	4	50%
Training			
Staff Training	2	4	50%
Management and Leadership	2	4	50%
Links with External Training Organisations	2	4	50%
Total Assessment Score	**52**	**84**	**62%**

ANNEXES

I.   HUMAN RESOURCE MANAGEMENT ASSESSMENT INSTRUMENT

ANNEX I

HUMAN RESOURCE MANAGEMENT ASSESSMENT INSTRUMENT

HR Component	Stages of Human Resource Management Development and Characteristics				Evidence
	1	2	3	4	
	HR Management Capacity				
HR Budget	There is no budget allocated for HR staff or HR activity within the organization.	There is limited money available to fund an HR position or to conduct HR activities (e.g. training, systems development, performance planning and evaluation.	Budget is allocated for HR staff and related activities. Allocation is irregular and cannot be relied upon for any useful long-range planning or the development of HR systems.	Money for HR staff and related activities is a permanent budget item, reviewed annually and adjusted if possible.	
HR Staff	There are no staff specifically charged with responsibility for HR functions.	There are HRM staff in the organization, but they have limited experience related to this field (personnel, recruitment, management) and /or have other functions in the organization as well as HRM.	There are trained HRM staff in the organization, but only at a level to maintain basic procedures and record-keeping functions.	There are experienced HRM staff in the organization who maintain HR functions. They participate in long-range planning for the organization.	
	Human Resource Planning				
Organizational Mission and Goals	No formal mission statement or organization goals exist.	Mission/goals exist but are not formally linked to HR planning (e.g. staffing plan, training, etc.)	Mission/goals linked to annual HRD planning and also used for forecasting long-range staffing and recruitment needs.	Mission/goals linked to annual HR planning and also used for forecasting long-range staffing and recruitment needs.	
HR Planning	No annual HR plan exists.	Annual HR plan exists, but is not based on a formal assessment of the mission, organizational goals, staffing needs, training outputs or existing employee data.	Annual HR plan exists based on organizational goals, staffing needs, training and employee data, but it is not further evaluated for effectiveness.	Annual HR plan based on organizational goals and training outputs exists. It is implemented, evaluated and used for long-range strategic planning.	

HR Component	Stages of Human Resource Management Development and Characteristics				Evidence
	1	2	3	4	
	Personnel Policy and Practice				
Job Classification System	No formal system exists to classify jobs and the skills and qualifications required for each position.	There is some attempt to classify jobs, but it is uneven and incomplete.	A job classification system exists, but it is not used as a basis for other HRM functions (e.g. job descriptions, hiring, salary and benefits).	A job classification system exists and is used in a formal manner for other HR planning and staffing functions.	
Compensation & Benefits System	No formal system exists for determining the salary scale and benefits provided for each position within the job classification.	A formal system exists, but it is not used in a routine manner.	A formal system exists, is understood by all employees and used in a consistent manner.	A formal system exists and is used consistently. It is also used to determine salary upgrades and merit awards.	
Recruitment, Hiring, Transfer and Promotion	No formal process exists for recruiting, hiring, transfer and promotion according to job descriptions.	There are systems for hiring, etc. but they are not followed.	There are formal systems, based on established criteria, but they are not used consistently.	There are formal systems, monitored and used in all hiring, transfer and promotion decisions.	
Orientation Program	There is no formal orientation program for new employees.	There is a program, but it is not implemented on a regular basis.	Orientation is offered in a routine manner, but does not emphasize the mission, goals and performance standards expected by the organization.	Orientation is offered to all new employees, emphasizes the mission, goals and performance standards expected, and also makes people fees welcomed and valued.	
Policy Manual (Org'al chart, work hours, policy, discipline, grievances, benefits, travel, etc.)	No policy manual exists.	Policy manual does exist, but it is out of date and does not include all of the relevant information.	A current policy manual does exist but it is not available to all employees and is not always used as a basis for personnel decisions.	An upgraded policy manual does exist and is available to all employees. It serves as a reference guide to all questions about employment in the organization and is reviewed and updated regularly.	

HR Component	Stages of Human Resource Management Development and Characteristics				Evidence
	1	2	3	4	
Personnel Policy and Practice (continued)					
Discipline, Termination & Grievance Procedures	No formal procedures exist.	Formal procedures do exist, but they are not clearly related to performance standards.	Formal procedures based on performance standards exist, but they are not followed in any consistent manner.	Formal procedures based on performance standards are known to all employees and used consistently.	
Relationship with Unions (if appropriate)	There is no link between HRM, management and the union/s.	Links exist between HRM, management and union, but roles are not clear.	Management involves HR union issues, but on an irregular basis.	Management, HRM and the union work together to resolve issues and prevent problems.	
Labor Law Compliance	There is no review of HR policies to ensure compliance with local and/or national labor law.	There is some effort to review labor law, but it is not done on a regular basis.	A review of the labor law is done regularly as a formal part of the HR function, but policy is not always adjusted to ensure compliance.	HR policy and practice is adjusted as needed to be in compliance with the local and/or national labor law.	
Human Resource Data					
Employee Data (N°, where deployed, skill level, gender, cadre, year of hire, etc.)	None of this data is collected on any kind of systematic basis.	Most of this data is collected, but not maintained or kept up to date.	All of this data is available and up to date, but data is not formally used in HR planning or forecasting.	All of this data is available and up to date. Systems are in place. Data is formally used in HR planning and forecasting.	
Computeri-sation of Data	There are no computers or data systems available to the organization, externally or internally.	There are computers in place, but no resources to develop systems for data management.	Computers and data management systems are available, but HR information is not produced regularly for management decision-making..	Computers and data management systems are in place and data files are up to date. HR information is regularly produced and used for decision-making.	

HR Component	Stages of Human Resource Management Development and Characteristics				Evidence
	1	2	3	4	
	Human Resource Data (continued)				
Personnel Files	No individual employee records exist.	Limited employee personnel files are maintained but not regularly updated.	Personnel files for all employees are maintained & kept up to date but there is no policy for employee access or use of this data.	Updated personnel files for all employees exist & also policies for appropriate use (e.g. confidentiality, employee access).	
	Performance Management				
Job Descriptions	No job descriptions are developed.	Some staff have job descriptions, but they are not always up to date and/or are very general, lacking job responsibilities and supervision.	All staff have job descriptions, but they are not all complete or up to date with specific duties and lines of supervision.	Complete job descriptions exist for every employee and are kept up to date through a regular process of review. Specific duties are clearly stated.	
Staff Supervision	There is no clear system of supervision. Lines of authority are unclear. Staff are not recognised for their achievements.	There are established lines of authority, but the supervisor's role & function is not understood and little supervision takes place. Limited staff recognition.	Supervisors understand their roles & lines of authority and meet regularly with their employees to develop work plans, evaluate performance and publicly recognize staff for their achievements.	Supervisors & employees develop work plans jointly and performance reviews are conducted on a regular basis. Orientation sessions and a manual are provided to all staff. Reviews are used for personnel decisions.	
Work Planning and Performance Review	There is no work planning and performance review system in place.	A work planning and performance review system is in place, but it is informal and does not include work plans and performance objectives developed jointly with staff.	There is a formal system and supervisors are required to develop work plans and performance objectives with each employee and to review performance in the past, but this is not done on a consistent basis.	Supervisors and employees develop work plans jointly and performance reviews are con-ducted on a regular basis. Orientation sessions and a manual are provided to all staff. Reviews are used for personnel decisions.	

HR Component	Stages of Human Resource Management Development and Characteristics				Evidence
	1	2	3	4	
	Training				
Staff Training	There is no staff training plan.	Training is offered on an ad hoc basis, but is not based on a formal process of assessing staff needs nor is it linked to the organization's key priorities and changes in the health sector and health practices.	Training is a formal component of the organization and linked to staff & organizational needs, but it is not available for all staff, nor is it evaluated for results.	Training is a valued part of the organization and opportunities are developed for staff based on their needs and also on those of the organization.	
Management & Leadership Development	There is no policy or philosophy regarding the importance of developing strong management capacity and future leaders for the organization.	There is an emphasis on developing management capacity but it is no done on a regular basis.	The organization makes an effort to develop managers and future leaders through training, and also through mentoring and challenging job assignments, but participation is selective.	A plan for management and leadership develop-ment is in place and there is an opportunity for everyone to participate based on performance and other established criteria.	
Links to External Pre-Service Training	There is no formal link with the pre-service training institutions which train employees for the health sector.	There is a loose relation-ship between the organisation and pre-service training institutions but it is not used in any formal way for workforce training and development.	The organization and pre-service training institutions work together to ensure that the curriculum is based on skills, knowledge and attitudes required in the workplace.	The organization and pre-service training institutions also offer regular in-service training for staff already in the workplace to upgrade their skills and knowledge (e.g. mgmt. training)	