PN-ABL-113
ISN 76831

STRENGTHENING PERSONNEL SYSTEMS AND PROCEDURES IN MKOMANI

DECEMBER 1991

Peter Shipp

FAMILY PLANNING MANAGEMENT DEVELOPMENT

Project No.: 936-3055
Contract No.: DPE-3055-Q-00-0052-00
Task Order No.: TAP 60 KE

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1. INTRODUCTION AND SCOPE OF WORK

1.1 Mkomani Clinic Society is a private charitable organization founded in 1980 by a coalition of Asian and African community leaders to provide family health care services to poor and underserved families in Mombasa. It operates two clinics, each with laboratory and dispensary facilities, which offer maternal and child health care delivery with comprehensive family planning services, including male and female voluntary surgical contraception, and it now undertakes urban community-based distribution of contraceptives and programs of IEC in Mombasa Town.

1.2 In April 1991 The Pathfinder Fund agreed to support Mkomani for three years with the general objective of:

1. Strengthening service delivery and outreach through a program of CBD and community mobilization for family planning and health awareness.

2. Professionalizing management operations and enhancing income generation potential, in order to improve longer term project sustainability.

Professionalizing management operations will include the adoption of a number of new management systems and procedures including MIS, financial systems and personnel procedures and systems. These systems are to be developed and implemented in Year One, refined during Year Two based on the experience with them, and evaluated in Year Three. TA support in the development and implementation of these systems is to be given by the USAID-funded Family Planning Management Development (FPMD) Project being undertaken by Management Sciences for Health, and it is under this project the current assignment has been performed.

1.3 This assignment focuses on the development of personnel procedures and systems. Because it is the first such consultancy assignment since the project began, its main aim is to survey the current state of personnel management in Mkomani, identify the priority issues and propose a program of work to strengthen its personnel procedures and systems. There are also two specific but subsidiary tasks to be undertaken, in relation to salary scales and job descriptions, which in practice were covered in the more comprehensive survey and are not reported on separately. The detailed Scope of Work is set out at Annex A. Section 2 reviews the current personnel management situation in Mkomani, and Section 3 set out a program of work to strengthen its personnel practices and procedures.

2. THE CURRENT SITUATION

Job Descriptions

2.1 The only job descriptions which exist at present are the lists of principal duties in the project description for the nineteen jobs which are covered in the Pathfinder project budget. This includes an entry for Family Planning Nurse Assistant, although no staff with this title are employed by Mkomani. Four jobs in Mkomani are not included in the document: Clinical Officer, Assistant Administrator, Nurse and Pharmacist. While the principal duties listed are the most important item in a job description, other items (lines of responsibility and authority, qualifications, experience, personal skills and capabilities required, size and scope of the job, etc.) are also extremely useful.

2.2 Up-to-date job descriptions are the basis of job evaluation, staff grading, supervision, identifying training needs, etc., all of which need to be strengthened in Mkomani. They also identify where there are overlaps between existing jobs, which is the case now in Mkomani, and also where there may be gaps in the coverage of responsibilities. The proposed program of work includes an item to produce a more detailed set of job descriptions for all the current jobs in Mkomani; it is also designed to train two members of Mkomani staff to produce and update detailed job descriptions.

Salaries and Salary Scale

2.3 There has been no formal salary scale in Mkomani in the sense of a number of salary bands, each with an entry point and a number of incremental steps up to a maximum, which cover all of the staff grades. The Bellhouse Mwangi report suggested a set of salary bands for its proposed staff grades, but without incremental steps. Nowhere does the report say what job evaluation procedure was used to group the jobs into eight grades, nor does it indicate what survey or analysis was used to produce the proposed salary figures. Most of the current salaries are set according to the Pathfinder project budget, which includes 100% support for 46 posts and partial support for another 6 posts (total 52 posts) out of a current total Mkomani establishment of 59 posts. Some salaries do not correspond to the Pathfinder budget figures, a few below and the remainder (mainly senior staff) above. The relationship between the salaries within Mkomani, and also their level compared with the average level of salaries for the same jobs outside, appear to be generally acceptable to the staff.

2.4 Since his arrival in June 1991, the Project Accountant has produced a possible salary structure, with salary bands and incremental steps for each staff grade, which is consistent with the current salaries; it is in effect a post hoc rationalisation of the current salaries in a salary scale format. It may require a little adjustment, since

some of the salary bands overlap and some do not. It is usual for all the bands in a salary scale to overlap, or none of them, depending on the circumstances of the organization. For example, the proposed Bellhouse Mwangi salary bands did not overlap.

2.5 Salary increments have been given to staff, but at no fixed times or intervals; usually in an organization salary increments are given to each individual on the anniversary of his/her joining date, or to all staff at the start of the financial year. There has been no announced policy on the size of the increments (as there would be, for example, with the use of a salary scale). It is generally surmised that the increments have been based on performance, but there has been no formal staff assessment procedure in Mkomani.

2.6 Monthly pay is in the form of salary with statutory deductions (Local Authority Service Charge, NHIF, NSSF, PAYE) and Mkomani deductions (repayment of loans and advances, pension and medical scheme). No portions of the monthly pay are denoted as separate allowances e.g. housing allowance, transport allowance, leave allowance, etc. Salary and housing allowance are liable to income tax whereas most other allowances are not.

2.7 It seems very desirable to have a salary scale for Mkomani staff which is tailored to its own situation. This will entail:

a) producing a complete set of job descriptions;

b) a salary survey to set market salaries for staff;

c) deciding on the compensation package structure (whether allowances will be paid) and what portion of it will be basic salary;

d) designing a salary scale for staff;

e) implementing the salary scale (finding the appropriate salary steps for all present staff)

The proposed program of work includes items (a) - (e).

Staff Performance Assessment

2.8 Bellhouse Mwangi produced a draft Staff Performance Assessment form which was never used. Recently a new draft has been designed which is with the Director for consideration. A number of comments were offered on this draft, and these are set out in Annex B. In summary, there are two types of factor in every assessment form:

work activities/work-related factors; and individual characteristics. Assessments of work performance should focus more on the first group than on the second, whereas the ten items in the draft form included only two items related directly to work. The Director has selected the following ten items for inclusion in a new draft, from the list set out in Annex B:

Work-related factors

Ability to understand instructions

Ability to follow instructions and complete work on time

Quality of the work done

Knowledge of work methods/techniques

Willingness/ability to take on more responsibility

Relationship with patients

Punctuality

Individual characteristics

Ability to communicate effectively

Ability to assess/solve problems

Judgement

2.9 The design of the rating form is actually one of the smaller tasks in implementing a new staff assessment system. Rather more effort is required on each of the following:

a) define the items (as above) and the ratings (Excellent, Good, etc.) in operational terms so that results from different interviewers are consistent;

b) produce a set of instructions on how to operate the new procedure and use the form (preparations for the interview, conduct of the interview, subsequent activities);

c) train the supervisors in the new procedure.

2.10 The proposed program of work covers items (a) - (c) above.

Appointments: Recruitment and Promotion

2.11 Recruitment and promotion are conveniently considered together because the success of both depends fundamentally on the organization's capability to judge the fitness of an individual for a specified post, and the same procedure and criteria should be used for both. While the organization may favour promoting one of its own staff to a vacant position, other things being equal, its main aim should be to appoint the best person available for the job. Internal applicants should therefore undergo the standard recruitment interview and evaluation procedure, whether there are also external applicants for a vacancy or not.

2.12 Several staff have been recruited recently and no standard procedure has been followed. For at least one of these staff a fairly rigorous panel interview procedure was used, but for others the whole recruitment was apparently undertaken by one or more members of the Executive Committee. It would be most desirable to:

a) set out an explicit appointment (recruitment and promotion) procedure step by step;

b) enforce the procedure, so that it must be used for all appointments.

The written specification for the procedure should set out for each step what exactly has to be done, who has the responsibility for undertaking and completing the necessary actions, who else must be involved, and what records must be kept.

2.13 The proposed program of work covers item (a) above. The procedure can be designed to include some checks to establish whether all the steps have been completed, but its enforcement depends more on management action than on how it is drafted.

Supervision

2.14 The individual supervision in Mkomani is mainly supportive in style and largely unstructured. Interactions between supervisors and their staff deal with issues, problems and forthcoming activities in an ad hoc way as they arise or are thought of, and this operates efficiently and effectively. The daily morning meetings of CBD Workers in each clinic deal with immediate problems and issues and the regular meetings of the Senior Management Committee (now being held every two weeks) reviews and plans for performance in general. These supervisory interactions do not focus on the situation of each individual. This type of supervision is excellent for keeping the day- to-day work moving along, but it does not offer the opportunity for a regular longer-term review of individual performance and what can be done to improve it.

2.15 One possibility would be to arrange for regular meetings every three months, say, between each supervisor and each of his/her staff on an individual basis. These meetings follow a definite format and have a specific purpose. The aim of these meetings is not only to undertake a regular exercise in identifying and solving longer-term problems 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 as a whole. It is an opportunity to consider the larger aspects of the job. The style of these meetings would fit in well with the supportive supervisory style of Mkomani.

2.16 The proposed program of work includes the design and implementation of such supervisory meetings.

Communication and Lines of Authority

2.17 Any establishment which offers personal medical services must meet stringent requirements for the confidentiality of the information it collects and keeps about patients. There must be rules about what information can be held, what the security arrangements for it are, who can have access to it and under what circumstances. More generally, there should also be rules and procedures for dealing with incoming and outgoing communications of all sorts (mail, telephone and other messages, etc.) and for the maintenance and security of the organization's files, particularly the personnel files (there is already an exercise under way to ensure that a full set of complete personnel files are held). Specific rules and procedures are needed to regulate communications between staff and particular groups e.g. donors and the Executive Committee. Although the generally informal and supportive style of management in Mkomani makes for very efficient communication among staff, and this should be cherished, nevertheless it is also important that communication should respect the lines of authority if supervisory staff are to be held responsible for the activities of their staff.

2.18 While most of these rules and procedures can be adequately covered in the proposed Staff Handbook (see below), the question of communication between staff and members of the Executive Committee usually requires something more, particularly when (as in Mkomani) members of the Executive Committee have executive functions in relation to the operation of the organization. This calls for a companion document to the Handbook which at a minimum sets out the respective roles and functions of Mkomani staff and members of the Executive Committee, and the procedures which should be followed, for those activities where they interact directly. One extra complication here is that some members of staff are close relatives of Executive Committee members. It would also be desirable for the document to go beyond these specific rules and procedures to cover the more policy-oriented and forward looking functions of the Committee as a whole. This document, as with a Staff Handbook, must of course be approved by the Executive Committee.

2.19 The proposed program of work includes the production of a draft document setting out the roles, functions and procedures for activities where staff and Executive Committee members interact directly in the operation of Mkomani, and also a set of general policies or guidelines describing the more strategic and future- oriented functions of the Committee.

Mkomani Staff Handbook

2.20 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 documents should provide a complete specification of the non-technical or non-medical 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 would be:

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 would not cover the technical or medical 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.

2.21 Bellhouse Mwangi listed the personnel policies which they found in operation in October 1990, highlighting some of the major gaps, and produced a "Staff Manual on Terms and Conditions of Service" which filled these gaps. While this staff manual was an enormous improvement over the previous situation, it is already being reviewed and expanded by one of the Clinic Administrators. It has not been issued to staff and so the major benefits of having such a document have not been realized. While the present document can be expanded to include more of current practice, it is still in need of improvement in that it does not cover some major items e.g. recruitment (although this was covered to some extent elsewhere in the Bellhouse Mwangi report), supervision and staff development; in addition, other items which are mentioned do not include some essential information. In addition the Bellhouse Mwangi staff manual, as its name implies, focuses mainly on staff terms and

conditions of service whereas a staff handbook can with advantage go further and include information and procedures which are included as useful information, particularly to new members of staff.

2.22 During the assignment a start was made on producing a staff handbook. The Director reviewed a proposed contents list for such a handbook (see Annex C) and selected some items for immediate attention.

2.23 The proposed program of work includes the production of the first draft of a staff handbook for Mkomani.

Staff development

2.24 Although Mkomani staff do attend training events, each instance seems to arise ad hoc as a reaction to a particular situation or presenting need. There is at present no overview, even on an annual basis, of the staff training which may (or even should) occur during the year. This is understandable because at present there is no procedure for identifying staff training needs in any systematic way; if there had been the CBD Worker training would have been done some time ago. However, with the implementation of a Staff Performance Assessment procedure these training needs will be identified.

2.25 The question will then arise as to what should be done with this information. The first round of performance assessments will doubtless produce a compendium of staff training needs and the management will then be faced with the tasks of:

a) assessing what resources are or can be made available for staff development;

b) prioritizing the list of staff training needs according to their relevance to Mkomani's current or planned activities, the benefits to staff, etc.;

c) selecting who is to be trained in what.

These are fairly complex issues and a practicable procedure for assisting in these decisions would be useful.

2.26 The proposed program of work includes designing and implementing a system of staff development planning.

2.27 Two other aspects of staff development are also included in the proposed program of work:

1. The use of development experiences other than training courses e.g. visits,

tours, secondment to other organizations, etc.

2. Obtaining more general benefit from one person's development experience by arranging for that person to give talks to staff (and perhaps other organizations) on aspects which would be of value for others to hear about.

3. PROPOSED PROGRAM OF WORK ON PERSONNEL SYSTEMS AND PROCEDURES IN MKOMANI

3.1 It is a relatively straightforward matter to list the developments in personnel systems and procedures which would be of benefit to Mkomani. However, in proposing a program of work i.e. a scheduled sequence of activities, a number of other factors must be taken into account:

a) for technical reasons some of the items must be carried out in sequence e.g. a personnel review and evaluation should be implemented for all staff, to identify staff training needs, before a staff development planning system can be used to full effect; any changes in the structure of the reward package for Mkomani staff (transferring part of their monthly payments from salary to allowances) must be decided before a salary scale for staff can be introduced; at least some of the job descriptions must be completed (for the "benchmark jobs") before a salary survey can be undertaken;

b) some items could well affect the budget proposed by Mkomani for Year 2 of the Pathfinder project e.g. a salary survey or implementing a staff salary scale, and these should be completed in early February if their results are to be included in the Year 2 budget;

c) a document setting out the proposed roles, functions and activities of Executive Committee members in relation to the operations of Mkomani should be agreed with the Chairman and the Director by mid-February at the latest, in time for any changes in the constitution of the Executive Committee which may take place in the early months of 1992;

d) Mkomani is a relatively small organization with few senior staff who are already under considerable work pressure, and there is a very practical limit on the speed at which new systems and procedures can be introduced effectively so that they are digested (institutionalised) and after implementation will continue to operate as part of the normal management processes of the organization. This entails not only scheduling carefully the developments in personnel systems, but also coordinating these with developments in MIS and financial systems (for example the delivery of the computers is likely to curtail

other development activities for a period), and taking account of other major activities which will also involve senior members of staff e.g. training events. It seems unlikely that all the systems can be implemented in Year 1, according to the project timetable.

3.2 In the light of these technical and time constraints, the list of proposed personnel developments falls naturally into three groups:

a) the items which for budget deadline or other reasons should be completed by early or mid-February. These are:

1. Job descriptions
2. Salary survey based on job descriptions
3. Determining the appropriate reward package for staff (total amount and proportions to be paid as salary and as allowances), based on the survey
4. Designing a salary scale for staff
5. Implementing the salary scale (putting all present staff on salary steps in the scale and resolving any objections)
6. Executive Committee functions document

b) those items which are urgent and should be completed as soon as possible i.e. by mid-February if it is practicable. These are:

7. Recruitment procedure
8. Some sections of the staff handbook

c) less urgent items which could be left until after mid- February if necessary. These are

9. The remainder of the staff handbook
10. Staff performance review and evaluation
11. Staff development planning
12. Supervision systems

3.3 In setting times for these activities it is necessary to take into account the difference between the effort required for a task and the duration of the activity. For example, determining the appropriate reward package for staff (Item 3 above) will require consultation with Mkomani's legal advisor and perhaps discussions with the local tax office; while the effort involved is fairly small, the activity could extend over a number of weeks. Or again, producing job descriptions (Item 1 above) will take one week of effort of a consultant and two Mkomani staff -- the clinic administrators; since these two also have full-time jobs which must be maintained somehow, they cannot both be pulled off for a whole week at the same time, and the one week of

effort they each supply must be spread over two-three weeks to finish the task. During this time they should not be expected to spend time on other development activities.

3.4 Items 2-5 in group (a) above involve the Project Accountant, and the remaining item (6) will involve mainly the Chairman and the Director (and then only intermittently); all these can be undertaken by the consultant simultaneously with work on the job descriptions. Mostly these items involve considerable design and implementation effort for systems which are then very simple to operate (e.g. a salary scale) so the institutionalization problem for such a large group of items is minimal. The effort required from a consultant for the urgent items, groups (a) and (b) above, is:

Group (a), items 1-6:	3 weeks
Group (b), items 7,8:	1 week
	=======
Total	4 weeks

If items 1-5 are to be completed by early February and items 6-8 by mid-February, the work must start at latest by mid-January, say Monday 13 January. In addition, all members of the Senior Management Committee (Director, Deputy Director, project doctors, project accountant, clinic administrators) must be available during most of this period -- all must approve job descriptions and some will undertake part of the work as well.

3.5 The remaining group of items, 9-12, involve staff training (for the use of the staff performance appraisal system and for the supervision system) and for technical reasons it would be preferable to undertake the two items involving staff training on different visits. In addition it is desirable for senior staff to have a period for review of a complete draft of a staff handbook before it is finalized, and also one round of staff appraisals should be completed (to identify staff training needs) before the staff development planning system is implemented. Thus this group of items is best divided between two visits, as follows:

Visit 1:	Complete the draft of the staff handbook Performance appraisal system	3 weeks
Visit 2:	Finalize the staff handbook Staff development planning Supervision system	3 weeks
		=======
	Total	6 weeks

During the period between the two visits one round of staff performance appraisals and the review of the draft handbook must have been completed. The timing of these

activities is not so critical as for items 1-8 (although the sooner they are completed the better) and their dates are best decided later in the light of the plans for other development activities in Mkomani.

3.6 More detailed descriptions of the work to be undertaken on each of items 1-12 is given in the Annexes.

4. FINAL COMMENTS

4.1 It seems worthwhile to emphasize three points which have already been referred to in passing in the text above.

4.2 First, the timing of the next assignment is critical for Mkomani. If the results are not available in time to be used for their intended purposes, a vital opportunity will have been lost. The assignment should start on 13 January at the latest. An earlier start would be preferable.

4.3 Second, it would be very desirable for Mkomani to have a financial handbook which sets out the procedures and practices which must be followed. This would not be a large task for such a small and relatively uncomplicated organization, and its advantages would be great.

4.4 Third, Mkomani has relatively few senior staff and development activities are a significant added burden to their already full working days, both when a consultant is present helping to design and implement new procedures and afterwards when the new procedures usually need monitoring closely for a time. There does not appear to be any individual with the responsibility of maintaining an overview of the schedule of consultant visits to Mkomani to ensure that they are spaced according to their subject, which members of staff are most closely involved, and the absorptive capacity of the organization. For example, the start of the computer-based MIS is likely to preclude any other development activity for some time. Since the Pathfinder project calls for all the new management procedures to be implemented in Year 1 (which does not seem practicable now), there is a risk that an understandable pressure to complete this phase quickly may accidentally drive the organization into overload. If this happens the quality of the essential inputs to these developments from Mkomani staff are bound to less than they should be, the outcomes of the assignment will be deficient, and an opportunity will have been lost (since the assignment work is unlikely to be repeated). It would seem very desirable for one individual to be assigned the responsibility to maintain a consolidated timetable of all proposed consultant inputs to Mkomani, whether related directly to the Pathfinder project or not, and also all other major activities which will involve a significant proportion of the managers, in order to obtain the maximum benefit from the resources which are being made available to Mkomani.

ANNEX A: SCOPE OF WORK

For: Mkomani Personnel Development
Position: Consultant, Peter Shipp
Time: November 25 - December 6, 1991

The consultant's activities will be:

1. To review the Bellhouse Mwangi report on personnel.

2. To assist in identifying the priority issues in the development of personnel policies for Mkomani and to agree on what these personnel policies should be.

3. To recommend a policy for a salary scale.

4. To review job descriptions.

5. To submit a written report to the FPMD/Kenya Coordinator at the conclusion of the trip.

ANNEX B

To: Mrs. Wassuna
From: Peter Shipp
Date: 27.11.91

ANNUAL PERFORMANCE ASSESSMENT

1. The overall structure of the draft form is good, in that the different segments of the assessment procedure are set out in sequence. I would suggest that the segments are made more explicit by titling the pages as follows:

Page 1: Personal Data	Covering items 1-8
Page 2: Performance Assessment	Covering items 9 and 10
Page 3: Recommendations	Covering items 11-14 plus Director's recommendations (which should be item 15).

This makes the sequence and purpose of the form much clearer.

2. There are a number of relatively minor comments to be made about several of the items, but here I concentrate on item 9, the rating of a number of factors, which is at the heart of the assessment procedure.

3. There are two types of factors in every assessment form:

   a) work activities and work-related factors -- how well is the work done, etc.

   b) individual characteristics e.g. initiative, judgement, problem-solving ability, etc.

   In principle the first type is based more on observation and evidence, while the second is more a matter of personal judgement. I believe it is very desirable to separate the two groups, and to address work activities first in the assessment interview because that material is much more factual.

4. The ten items in the current draft include both types of factor, as would be expected. However, only two items (4 and 5) relate directly to work activities and two more (2 and 3) could be included in this group. The remainder are individual characteristics. My own feeling is that an assessment of performance should focus more on what has actually been (or not been) achieved i.e. work-related items than on personal

characteristics, and so I suggest that the balance in the current form could be improved. In the lists attached I offer a number of possible items in each group which you may like to consider. There are far more items in these two lists than should be included in an assessment form -- I think your figure of ten items for the form is about right. So I would invite you to select what you consider to be the ten most useful items, working from these two lists or using other items which you consider to be more important, bearing in mind that the purpose of the assessment is both to see what the individual's performance has been and also to identify where staff can be assisted or supported to improve their performance. You may find that some of the items are appropriate for some grades of staff and not for others. This simply means that two forms would be used which differed in some of the items but not in other respects, probably one for senior grades and the other for junior grades. This is a fairly common practice in larger organizations, but of course you should choose it only if it offers definite benefits.

5. It may also be timely to mention that the design of the rating form is actually one of the smaller tasks in implementing a new staff assessment system. One of the big problems in operating such a system successfully is to get consistency between interviewers and their judgements. This means that it is necessary to spell out as precisely as possible what is meant by the ratings (Excellent, Good, etc.) and also what is meant by the items used (initiative, creativity, punctuality, etc.) In other words there must be operational definitions of each rating and item so that the results from different interviewers are consistent. Clearly it is worth starting on these definitions only when the ratings and items to be used have themselves been decided. I imagine you may want to discuss the issue of the ratings and items to be used with other senior staff, so it may not be possible to complete this form in the time I have available on this trip.

6. Also a set of instructions on how to operate the procedure and use the form (preparations for the interview, conduct of the interview, subsequent activities) must be written and approved, and then supervisors must be trained in the use of the forms. This would definitely be a task for a later visit.

POSSIBLE ITEMS FOR STAFF ASSESSMENT

Aspects of Work

1. Ability to understand instructions

2. Ability to follow instructions

3. Ability to complete work on time

4. Quality of the work done

5. Work rate

6. Knowledge of work methods/techniques

7. Willingness/ability to take on more responsibility

8. Relationships with patients

9. Relationships with subordinates

10. Relationships with senior staff

11. Punctuality

Individual Characteristics

12. Ability to communicate effectively

13. Ability to use initiative in situations of uncertainty

14. Ability to be creative/innovative

15. Ability to assess/solve problems

16. Personal neatness and hygiene

17. Judgement

18. Leadership

It is important to include only those individual characteristics which are directly relevant to the work situation.

ANNEX C: DRAFT INTRODUCTION AND CONTENTS LIST OF MKOMANI STAFF HANDBOOK

INTRODUCTION TO THE HANDBOOK

Any organization which aims to be professionally competent in its services to others must also maintain the same degree of professionalism in its own internal activities and procedures. Mkomani owes a duty to its own staff to encourage good working practices and procedures which promote efficiency, economy and a high quality of service to the public.

This Handbook is designed to set out explicitly the practices and procedures of Mkomani 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 Mkomani, and so that Mkomani 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 of encouraging staff to work with a sense of individual responsibility for their own professional competence and honesty and also of meeting the requirements of good management of the organization as a whole. In an organization like Mkomani, where the quality of the services offered to the public is of paramount importance, it is essential that every member of staff, at all levels and in all work activities, feels a sense of personal responsibility for the quality of care which Mkomani offers. While the practices and procedures set out in this Handbook are designed to maintain an efficient way of working, they cannot replace this sense of personal responsibility which each member of staff must show if the public is to be served well.

FIRST DRAFT

MKOMANI STAFF HANDBOOK

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10. TRAVEL AND TRANSPORT

10.1 Authorization For Duty Travel
10.2 Travel Advances, Imprests
10.3 Obtaining Tickets
10.4 Claiming Travel Allowance and Expenses
10.5 Use of Local Transport
10.6 Access To Mkomani Transport
10.7 Use of Personal Transport for Official Business

11. REPORTING

12. COMMUNICATIONS AND RECORDS

13. STAFF TRAINING AND DEVELOPMENT

13.1 Induction Training
13.2 In-service Training And Development

14. ANNUAL PERFORMANCE REVIEW AND EVALUATION

15. DISCIPLINARY PROCEDURES

15.1 Application
15.2 Unsatisfactory Performance or Conduct: Warning
15.3 Unsatisfactory Performance or Conduct: Disciplinary Action
15.4 Gross Misconduct
15.5 General

16. GRIEVANCE PROCEDURE

17. TERMINATION OF EMPLOYMENT

17.1 Certificate of Clearance
17.2 Resignation
17.3 Retirement
17.4 Dismissal
17.5 Redundancy

18. MISCELLANEOUS

18.1 Change Of Personal Circumstances
18.2 Illness Or Injury At Work
18.3 Outside Services And Activities
18.4 Protection Of Mkomani Property And Interests
18.5 Gifts And Other Benefits

Annex D: Job Descriptions

D.1 The list of current jobs in Mkomani is as follows:

Project Director
Deputy Director
Project Accountant
Administrator (2)
Assistant Administrator
Receptionist/Clerk (4)
Secretary/Typist (2)
Storeman
Driver (2)
Messenger (2)
Cleaner (2)

Project doctor (2 + 1 vac)
Clinical Officer
FP Nurse (2)
Nurse (3)
Lab Technician (2)
Lab Assistant (2 vacs)
Pharmacist (2)
Theatre Assistant (1 + 1 vac)
CBD Coordinator (1 vac)
Senior CBD Worker (4)
CBD Worker (18)

D.2 The total comes to 22 different jobs and 59 posts; Mkomani currently employs 54 staff and has 5 vacancies. All but Clinical Officer, Assistant Administrator, Nurse and Pharmacist posts (6 staff) are supported wholly or partly by the Pathfinder Project.

D.3 The intention here is to train the two clinic administrators so that later either of them could produce a job description in Mkomani if required. New job descriptions will be necessary if some of the new activities now under discussion (dental clinic, eye clinic, male clinic) start operation and new posts are created.

D.4 For the purposes of producing job descriptions it would probably be convenient to divide the 22 jobs into one group of eight and two groups of seven as follows:

Consultant	Mkomani Staff 1	Mkomani Staff 2
Director	Clinical Officer	Lab Technician
Deputy Director	CBD Coordinator	Lab Assistant
Administrator	Senior CBDW	Pharmacist
Project Accountant	CBDW	Secretary/Typist
Doctor	FP Nurse	Storeman
Asst. Administrator	Nurse	Driver
Recepst/Clerk	Theatre Attdt.	Messenger
		Cleaner

By this arrangement the consultant covers the staff in the Senior Management Committee. Assuming half a day for producing each job description (interview plus write-up) and one day for training, the task will require one week of the time of each clinic administrator. Neither clinic administrator will be able to work full-time on the task for a whole week; the aim will be to finish it in two weeks.

D.5 The format and content of the job descriptions will be agreed with Mkomani before the work begins.

Annex E: Salary Survey

E.1 Some Mkomani staff supported 100% by the Pathfinder project are being paid above the amount shown in the project budget, with the difference currently being made up by Mkomani itself. If the intention is to support these staff 100% from the project budget, Mkomani must make the case for the higher salary. To do this it needs a salary survey covering similar staff in similar organizations. Even if such a survey were commissioned now, it could hardly be completed to fit in with the timetable for the budget submission for Year 2 of the project, and the cost of such surveys is considerable.

E.2 A practical possibility would be to use the results of a particularly thorough salary survey of staff in NGOs in Kenya carried out by the Federation of Kenya Employers in mid-1991. It covered a much larger number of contributing organizations than the usual survey by commercial consultants does, and its results are therefore a good deal more reliable. A copy can be obtained from FKE for a nominal sum (or FPAK's copy could doubtless be made available). If necessary, an adjustment for the effect of inflation since mid-1991 could be made to the figures it gives.

Annex F: The compensation package for Mkomani staff

F.1 Mkomani staff are paid wholly in the form of salary. No portions of the monthly pay are denoted as separate allowances e.g. housing allowance, leave allowance, travel allowance, etc. Indeed the Bellhouse Mwangi staff manual of terms and conditions of service for Mkomani includes:

> Except where otherwise provided for in the individual contract of employment, basic salary is deemed to include an element intended to enable the employee to provide himself with housing accommodation.

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In other words, housing allowance has been consolidated into salary, which has no financial effect since housing allowance is taxable.

F.2 Two points must be made here. First, salary and housing allowance are liable to income tax, whereas most other allowances are not. Second, the results of the FKE salary survey of mid-1991 showed that allowances and other benefits for NGO staff comprise about 50% of the monthly reward package for senior grades, reducing to about 30% for the junior grades. It would seem very desirable for Mkomani to come more into line with other similar organizations in Kenya and transfer some of the monthly pay from salary to the form of allowances. A number of possibilities arise e.g. pay increases could be paid in the form of non-taxable allowances rather than salary increases, etc.

F.3 Advice on whether such changes can be made, and how best to make them, must be sought from the legal advisor and perhaps from the local tax office.

Annex G: Designing a salary scale for staff

G.1 It would be very desirable for all Mkomani staff to be on a salary scale, which consists of a salary band for each staff grade and a number of incremental steps within each band. This would facilitate salary negotiations with new staff and offer all staff an annual salary progression according to performance.

G.2 Such a salary scale cannot be designed until the question has been decided of whether part of the monthly remuneration will be paid as allowances. The salary scales will cover the balance of the monthly remuneration. A salary scale consistent with current salaries has been proposed, but this assumes no allowances are paid.

G.3 A number of interdependent parameters must be juggled in the design of a salary scale e.g. the relative size of increments in adjacent bands, the number of steps within each band (the salary "ladders" in some salary bands may be longer than in others), the degree of overlap between bands, etc. The decisions depend on the personnel policies the organization wishes to implement.

Annex H: Implementing the salary scale

H.1 Current staff salaries have mainly been set in accordance with the figures given in the Pathfinder project budget. Only by chance will any of these figures be found equal to a step in the appropriate salary band which corresponds to the grade of the staff. The implementation of a new salary scale entails putting each member of staff on to a step in the correct salary band in such a way that the procedure is open and is perceived to be fair. Although all staff on the same salary now will move to the same new step, inevitably staff at different current salaries will experience different sizes of adjustment to get them on to one of the steps in a new salary scale.

H.2 A number of different procedures can be used for placing all staff on salary steps, and it is a time-consuming task to test the possibilities to see what the results of each would be in terms of the maximum and minimum individual adjustments and the total increase in the salary bill.

Annex I: Executive Committee functions

I.1 Where members of a Board or Executive Committee have executive functions in relation to the operation of their organization, it is very desirable to have a document which sets out explicitly these functions, the corresponding responsibilities of the members and staff, and the procedures which must be followed in undertaking these tasks. Both the Chairman and Treasurer of the Executive Committee have specific executive functions in relation to Mkomani and other members may too in certain activities e.g. as members of recruitment interview panels.

I.2 The document could with advantage go beyond these specifics to the wider and more forward looking functions of an Executive Committee and offer a set of guidelines or general policies which would encourage the Committee to spend time considering the strategic and innovative issues of importance to the future of Mkomani.

I.3 The document will be produced in a number of steps:

1. Consult with the Chairman and Director on the items which should be covered by such a document, and the content of each.

2. Draft the document in consultation with the Director.

3. The Chairman reviews the document and comments on it.

4. Produce the final draft for submission to the Executive Committee for approval.

Annex J: Recruitment procedures

J.1 Several staff have been recruited recently and no standard procedure has been followed. It would be most desirable to have a standard procedure agreed and enforced.

J.2 The specification of the appointment procedure should cover:

1. Internal decision on the vacancy (budget provision, job description).
2. Internal decision on the specification to be met (specific qualifications, experience, salary offered).
3. Advertising the position (minimum scope of advertising for each grade, authority for approval).
4. Shortlisting (procedure for each grade, who has final approval).
5. Interview and evaluation procedure (composition of the interview panel for each grade, design of a scoring procedure for evaluation which weights the factors according to their importance for the job).
6. Selection procedure (how to use the results of the scoring procedure, decision-making for selection).
7. Verification (taking up references, confirming qualifications).
8. Letter of Offer (content, conditions to be met e.g. medical examination, verification, acceptance).
9. Probationary period (length, procedure for evaluation).

J.3 A short training session will be conducted in order to familiarize those staff who will be involved in recruitment interviews with the scoring procedure.

Annex K: Mkomani staff handbook

K.1 A draft contents list for the handbook has already been agreed with the Director, and the existing material (the Bellhouse Mwangi manual of staff terms and conditions of service, and Mr. Were's redraft and expansion of parts of it) are to be entered in the appropriate sections to provide part of the first draft. A number of items have been selected by the Director for urgent attention; they are, in order of priority:

Appointments (recruitment and promotion)

Remuneration and Allowances

Reporting

Disciplinary Procedures

Grievance Procedure

Termination of Employment

These items are planned to be drafted during the first visit and completed by mid-February.

K.2 The remaining items will be drafted during the second planned visit, so that a complete draft of the handbook can be left with Mkomani Committee and staff members for review as a whole. During the third planned visit the final changes will be made to the handbook to produce the final version for approval by the Executive Committee.

Annex L: Staff appraisal

L.1 There is no regular staff assessment of staff in Mkomani and a procedure for objectively appraising staff performance is badly needed. A recently-produced draft of a Staff Performance Assessment Form has been reviewed and the Director has selected a different set of items for the form which now include a greater proportion of work-related factors.

L.2 The work now required is:

a) to define the individual items to be used in the form and the ratings (Excellent, Good, etc.) in operational terms so that results from different interviewers are consistent;

b) to produce a set of instructions on how to operate the new procedure and use the form (preparations for the interview, conduct of the interview, subsequent activities);

c) to train the supervisors in the new procedure.

Annex M: Staff development planning

M.1 One result or output from the performance assessment procedure will be the training needs of the staff member concerned. After one round of performance evaluations Mkomani will have a compendium of its staff training needs. These training needs must now be considered in the light of:

a) Mkomani's future plans -- what types of new staff knowledge and capabilities will be most relevant/ profitable/useful to Mkomani;

b) Mkomani's present and future resources -- how much support for staff training is available? how much absence for training could be tolerated operationally? what are the direct and 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.

Mkomani 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 programs or administration.

M.2 This procedure should not be restricted to formal training courses. Mkomani 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 Mkomani's work, and the secondment of staff to working situations where their learning and development are a major factor in the decision.

M.3 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 Mkomani. As one important aspect of the use of this knowledge, Mkomani 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.

M.4 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 into account the organization's priorities and the individual's situation;

c) design a method of selecting who is to be supported for training;

d) design a post-course review and dissemination procedure.

Annex N: Supervision system

N.1 The individual supervision in Mkomani is mainly supportive in style and largely unstructured; it deals efficiently with day-to-day situations, problems and issues. However, this type of supervisory interaction does not offer the opportunity for a regular long-term review of individual performance and what can be done to improve it.

N.2 One possibility would be to arrange for regular meetings every three months, say, between each supervisor and each of his/her staff on an individual basis. The meeting focuses on the individual staff member and takes a longer-term view of the staff's activities. It looks back to what has happened in the three months since the previous review, and then looks forward to the coming three 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? (One variant here is to use the list of principal tasks in the job description as the basis for these questions.)

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?

N.3 The meetings are based on a few simple rules:

1. The meetings discuss work only, not personal issues between the staff member and Mkomani.

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.

N.4 For both supervisor and staff the meeting results in a set of commitments, targets, actions, etc. for the next three months -- in effect a workplan for each. The staff's is naturally more comprehensive, whereas the supervisor's shows those specific items of support which he/she has committed to provide to the staff member during the next three 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 Assessments, which are quite different because in those meetings judgements are made.

N.5 Designing and implementing such a system would call for:

a) producing a briefing paper describing the proposed supervision system in detail, including the procedure for the meeting and a draft of the forms to be used;

b) discussing the proposal with senior staff in Mkomani and determining what should be implemented;

c) designing the implementation of the agreed procedure;

d) undertaking the training of staff who must operate the agreed procedure.