

PN-ABN-737
ISN 81694

**MANPOWER PLANNING-MANAGEMENT
REVIEW FOR THE 1991-1996 NATIONAL
STRATEGY**

DECEMBER 1991

**Stephen Reimann
Sara Seims**

FAMILY PLANNING MANAGEMENT DEVELOPMENT

**Project No.: 936-3055
Contract No.: DPE-3055-C-00-0051-00
Task Order No.: TAP 61 ZI**

Executive Summary:

1. ZNFPC is a very strong organization and has achieved great success. In order to move from the Council's impressive "steady state" so that national strategic goals in family planning will be achieved, functional and structural changes will need to take place.
2. While there is very good awareness of and commitment to the strategy within ZNFPC, there are insufficient plans to operationalize and implement the strategy. In-depth operational planning sessions, resulting in 1992 workplans, should take place in the first quarter of 1992. The Executive Director should work very closely with Unit Heads and PMs to ensure that the priorities in the workplan reflect to the greatest extent possible the goals of the national strategy.
3. Communication both within the headquarters and between the headquarters and provinces needs to be improved. At headquarters level, Program review and combined senior management meetings with well thought out agendas and with good follow up should take place without fail on a quarterly basis. ZNFPC headquarters level top management and Unit Heads should visit the Provinces and Districts with greater regularity. Provincial Managers should actively work with headquarters managers to arrange these visits.
4. Integration of some ZNFPC functions at the province level and below needs to be improved. This is especially true of supervision and IEC/YAS functions. Unit Heads and PMs should work to improve integration and the ERU should develop indicators to help assess progress towards this end.
5. More financial and administrative functions should be decentralized to the provinces. It is recommended that the Executive Director appoint a committee (perhaps consisting of the DDFA, Personnel Officer and half of the PMs) to review the situation and recommend a workable system which delegates more to the provinces and enables headquarters staff to better serve their policy making and support roles.
6. In light of the constraints of ESAP, ZNFPC should consider ways to use existing staff more efficiently. For example, Units with very similar mandates such as CBD/Medical-Clinical and IEC/YAS should be combined, and the functions of certain cadre, such as the Regional Educator, should be changed to more directly support the implementation of national strategic goals. Other possible efficiencies might include shifting some headquarters accounting staff to more directly supporting provincial bookkeepers. ZNFPC should actively seek other ways to reallocate human resources in light of economic realities which greatly restrict the possibilities of recruiting for needed new positions.
7. Certain staffing actions should take place as soon as possible. These include having the Internal Auditor report directly to the Executive Director and/or the Chairman of the Board instead of the DDFA, naming a Deputy Director/Programs who should have excellent planning skills, naming an individual to coordinate efforts to achieve progress towards cost recovery and privatization - the second of the two national strategic goals.

8. Salary levels are low in comparison to comparable jobs in the MOH and in particular to the private sector. This causes major problems for recruiting people with the experience and qualifications required and for retaining good staff. This applies to medical and non medical positions alike. Some nursing staff have already left to obtain higher salaries and the exodus will increase if salaries and benefits are not increased to reflect market conditions.
9. Many positions need to be repositioned in the staff grading system to reflect their level of responsibilities. Senior management positions are generally graded too low as are supervisory positions in the CBD Unit. We also recommend that some jobs be given a wider band range to allow more opportunity to advance in any position. We consider that many sub-grades are not performing any useful function.
10. Job descriptions need to be reviewed as soon as possible as a prerequisite to the salary and grading review. Job descriptions do not accurately reflect present duties and new responsibilities demanded by the strategic plan. Workshops should take place as soon as possible with the dual objective of introducing the implications of the strategic plan for peoples jobs and to develop individual job descriptions.
11. It is important that all unit, provincial and individual workplans reflect the strategic objectives of ZNFPC. At the moment the planning and control process stresses more doing things right rather than, in a strategic sense, doing the right thing.
12. The performance appraisal system needs to be re-designed to include specific Key Result Areas for every employee. The Key Result Areas should be linked to the strategic objectives in a coordinated way throughout ZNFPC. The Strategic Plan and other documents such as the recent Situational Analysis should form the basis for the identification of Key Result Areas. They should relate to a set 12 month period which will be the same for all staff. Training should be provided to help all staff use, manage and benefit from the system.
13. Although formal reporting will remain upwards, informal lateral communication among units and among provinces should be encouraged. It is important that staff have convenient access to each other so they can share information and experiences and support each other. It will require some bureaucratic structures breaking down and a matrix culture to develop.

Manpower Planning-Management Review for the 1991-1996 National Strategy

In 1990 Zimbabwe, under an effort led by ZNFPC, prepared a 1991-1996 National Family Planning Strategy. The Council's efforts are now focused on implementation of the strategy and in ensuring that their structure (allocation of roles and responsibilities) and practices are consistent with successful achievement of the strategic goals and objectives.

This consultancy has briefly reviewed the structure of ZNFPC and makes observations and recommendations in the following categories: 1) ZNFPC direction, 2) terms and conditions of employment, 3) administrative support systems, and 4) current and future staffing needs.

The following two overriding observations should be kept in mind at all times:

1. ZNFPC is a very strong organization. Its leadership is open and its staff are confident. It is an organization where people feel free to speak their mind and where management goes out of its way to ensure that staff rights to freedom of expression are respected.
2. Staff at ZNFPC are extremely committed to the social purpose of the organization and dedicated to the work they do.

Since the purpose of our assignment was to advise ZNFPC on areas which need improvement rather than congratulate them on the excellent work they do, the following comments concentrate on what needs to be changed in order to implement the strategy. One should not lose sight of the fact, however, that ZNFPC is an extremely successful organization and the following suggestions are designed to help the Council move from its impressive "steady state" to meeting the challenges of the future.

1. ZNFPC Direction:

This section contains observations and recommendations concerning the allocation of roles and responsibilities at top management level within ZNFPC, between headquarters and provinces and within headquarter level units.

A. Management:

a. While there is very good awareness of and commitment to the strategy, there are insufficient plans to operationalize and implement the strategy. The Acting Executive Director or delegee should hold in-depth operational planning sessions with each of the technical unit heads and provincial management teams to ensure that these key groups allocate their limited human and other resources in a manner consistent with strategic objectives.

We recommend that these planning sessions take place very early in 1992, that Units and Provinces submit operational workplans by March 1992 and that achievement of workplan objectives be part of every manager's performance review. (more will be said about this later.)

b. In order to implement the strategy, more effective communication mechanisms need to be put in place. Program review meetings should take place regularly on a quarterly basis. Responsibility for scheduling the meetings, preparation of the agenda and overseeing follow up should be the responsibility of the Director's Office. The schedule of these meetings should not slip and attendance and active participation of Unit Heads and top management should be a performance objective.

Other simple mechanisms should be put in place to facilitate information sharing. For example, personnel making work related overseas trips should always hold debriefings at which time they can share their learnings and insights. The ZNFPC library or notice board should include information about staff development opportunities, notices of publications of interest, etc.

Responsibility for implementing these mechanisms should be assigned possibly to the Personnel Office.

B. ZNFPC Headquarters/Provinces:

a. There is insufficient programmatic interaction between ZNFPC headquarters and the provinces. The insufficient number of visits and often insufficient length of the visits when they do take place, has caused serious problems in communication between the headquarters and the provinces. Each group has difficulty seeing the other group's perspective. The Unit Heads, for example, feel inadequately consulted about what is going on at the provincial level and are not sure what their role is vis a vis the PM. The PMs feel neglected, ignored and upset that their technical cadre do not get enough support.

Since ZNFPC is committed to an active policy of decentralization, we strongly recommend that the Director, Deputy Directors, and technical Unit Heads visit each province at least twice annually and stay at least two days so they can visit some of the districts. These visits should be well planned to ensure that as much familiarity as possible can be obtained about the needs of the provinces, their problems and agreement on how the centre can help. PMs and Unit Heads should schedule these meetings as a matter of priority. We further recommend that undertaking these visits be part of all performance objectives of top management, PMs and unit heads.

b. There is insufficient integration of some ZNFPC activities at the province level and below. For example, YAS/IEC messages and materials, while highly interrelated, are delivered as separate programs. Clinical supervision can also be more effectively integrated. This inadequate integration results in inefficiencies and frustrations. ZNFPC leadership must continue to stress the "team spirit" and intolerance of bureaucratic impediments, without which the strategy will not be achieved.

Unit Heads should work closely with the PMs and their technical cadre to ensure better integration. The ERU should develop indicators for this improved integration which should become part of Unit Head and Provincial Program staff workplans and performance objectives. Combining some of the relevant units would make this problem much easier to resolve.

c. More financial and administrative functions should be decentralized to the Provinces. There also needs to be better communication between headquarters and provinces about financial and administrative matters and there should be a fresh look at which of these functions is appropriately undertaken and headquarters and which should be assigned to provinces.

As far as communication is concerned, PMs strongly felt that they are asked to prepare budgets with insufficient information about revenues and when changes are made at the headquarters level (and these changes are usually cuts in the budget) no explanations are given to them. Frustrations have been expressed at what is regarded by the PMs as micro management in terms of frequent questioning of small expenditures, headquarters interventions in the hiring and firing process which sometimes act as blockages instead of helping and rigid procurement policies which cause long delays.

It is strongly recommended that the Director appoint a committee (perhaps consisting of the Deputy Director of Finance and Administration, Personnel Officer, Administration Officer and half of the PMs) to review the situation and recommend a workable system which delegates more to the Provinces and enables headquarters staff to better serve their policy making and support roles. The Director, upon approving these recommendations, can present them to the Board and other appropriate bodies. It is also recommended that the committee complete its work during 1992, since the current situation is impeding the efficiency with which ZNFPC is implementing the national strategy.

C. ZNFPC Units:

Overall the structure of ZNFPC makes sense and to a large extent has assisted the Council achieve impressive levels of service. However, now that the national goals call for great leaps forward and in light of structural adjustment which necessitates more than ever the most efficient use of existing resources possible, certain changes are in order.

The following section assumes that each unit and technical cadre will prepare their annual workplans in close conformity to the strategy. Certain workplan activities have been highlighted and certain changes have been suggested, but these are by no means inclusive of all the items which must be on the workplan nor of all the structural changes which may need to take place.

ERU:

Achievement of the strategy relies heavily on the skills and competencies of the ERU. In fact, the responsibilities of this Unit are increased dramatically as a result of the strategy. Currently, the unit is insufficiently staffed to do everything it is called upon to do and if further staff are not going to be forthcoming, there may need to be a change in priorities. At the moment, the Unit head, who has multiple responsibilities, emphasizes research functions and providing technical expertise to the Council, MOH and other bodies. Less emphasis is placed on quality control of service statistics and assisting ZNFPC management interpret and understand research findings.

ERU cannot do all the required research itself. Some research activities are contracted out. It is not clear to us that the criteria for what is done in-house and what is contracted out is based as much as it should be on the goals of the strategy. In fact, since the ERU is the main resource at the Director's disposal for implementing performance based planning, the Unit may need to shift its focus quite considerably to more directly support the strategy.

Therefore, we strongly recommend that the Director hold a 1992 workplanning meeting with the ERU and that the following be included in ERU's workplan and as part of the performance objectives of ERU staff:

- .. assisting provinces and perhaps other unit heads set quantitative objectives for implementing strategic goals one and two
- developing criteria concerning which pieces of work are done in-house and which should be contracted out
- prioritizing the multiple research activities the Unit Head and his staff are called upon to undertake to ensure that priority is given to that research which is most closely linked to the achievement of strategic objectives. For example, perhaps the ERU should play a more active role than currently envisaged in undertaking the research to document

client demand for Depo. Evidence strongly suggests that this method is in great demand by the population and enthusiastically supported by providers, but until the School of Medicine undertakes and analyzes a survey on the subject, consistent with MOH objectives, depo's legal status will preclude larger scale provision.

- establishing indicators concerning better integration of activities in the field (e.g. YAS/IEC and clinical supervision)
- establishing indicators which will enable the appropriate Unit Heads and province level staff to take corrective action regarding problems identified in the 1991 Situation Analysis and which will enable ZNFPC to monitor how effective this corrective action has been.

Service Delivery: CBD/Medical-Clinical:

CBD is the backbone of ZNFPC and can quite rightly be proud of its achievements. The cadre are effective and industrious and are a model for similar programs elsewhere. The coverage of the program has, however, peaked. It too must change and adapt to the two major strategic goals of shifts to longer term methods and increased cost recovery. In order to facilitate this change and to better integrate services in the field, we recommend a new service delivery unit be formed, under which CBD and clinical services can be directed as one coherent and integrated program.

Some structural changes should also take place with the CBD program. The current system is extremely hierarchical with CBDs being supervised by Group Leaders who are in turn supervised by Senior Educators who are then supervised by Regional Educators. We recommend that the position of Regional Educator be eliminated and that the incumbents change their role to assisting the new Service Delivery unit marshal the resources of ZNFPC towards the achievement of national strategic goals.

In order to be responsive to these national goals, the CBD program during 1992 should include:

- implementation of the findings of the Situation Analysis in particular:
 - a) improving referral to longer term methods, especially for the one third of the CBD clients who wish to limit subsequent births.
 - b) improving counselling for breastfeeding clients.
 - c) anticipating client problems and questions so that continuation rates will be increased
 - d) trying out new ways to deliver services, especially in light of the overwhelming willingness of clients to go to a source in the village for resupply.

- e) increasing the amount of time CBDs spend recruiting new clients.
- f) improving the information CBDs provide about condoms.
- development of improved mechanisms to evaluate CBD cadre performance in light of the strategic goals.
- development of improved mechanisms to reward CBDs based on these new evaluation criteria.

IEC/YAS:

The two units provide services in demand generation and information. YAS, with its provincial cadre of 32, provides information on family life, sexuality and contraceptives (although no methods are distributed) to young people, especially adolescents. The IEC program, often in collaboration with the MOH Health Education Unit, aims to improve family planning information given to clients, providers and influentials. The functions of these units are extremely interrelated and in most countries they are merged into one unit. As mentioned earlier, because of the unit separation, there is insufficient integration of these functions in the field.

We recommend that these two units be merged and perhaps renamed to reflect the importance of special efforts to be devoted to youths. We also recommend that the functions of the current YAS cadre be expanded to undertake some of the responsibilities not being adequately addressed in the IEC area because of the lack of a field cadre. The current YAS Unit Head could be named as Associate Unit Chief of this expanded unit and continue to fill the very useful function of representing the Council on key committees and strengthening policy makers support of family planning information being provided to young people.

According to the strategy, both units must shift away from actual performance of IEC/YAS activities to that of conceptualization and coordination.

Based on the strategy, the 1992 workplan of the IEC/YAS unit and subsequently the performance objectives of the managers should include the following:

- establishment and implementation of targets concerning the integration of family life, sexuality and contraceptive education into the various schools of education and teachers training colleges.
- progress towards increasing the availability of contraceptives for sexually active young unmarried people.

- implementation of findings of the situation analysis such as the need to increase the availability of IEC materials in clinics and greatly reducing the number of clinics which do not have signs indicating that services are available.
- improved capacity to evaluate the impact of IEC efforts.

Training:

The Training Unit is moving away from being a pure provider of courses to facilitating the development of family planning training courses, overseeing the provision of courses by other agencies and establishing and maintaining nationwide standards.

Key to the implementation of the strategy is a greatly increased number of users of longer term and permanent methods (from 52,000 acceptors in 1990 to 191,000 by 1996). The Training Unit, in collaboration with the Director, is going to have to carefully prioritize the competing demands made on the Unit and focus activities so as to be as responsive as possible to the strategic goals. In particular, the 1992 workplan and related Unit performance objectives should include:

- expediting the process of bringing Norplant to scale and training non-physicians in its use.
- increasing the clinical and counselling skills for sterilization including those of private sector physicians who might work on a contract basis for ZNFPC.

(the above two activities may need to take precedence over IUD training and follow-up)

- using the human resource analysis undertaken in collaboration with the SEATS project to review staffing needs, staff training needs and allocation of responsibilities within the two training centers.
- improving district level training capacities.
- better integrating clinical supervisory functions

Finance and Administration:

ZNFPC staff are very relieved that the position of Deputy Director of Finance and Administration has been filled and there also appears to be strong support for having a full-time Personnel Officer.

However, there are certain structural changes which are recommended for the Unit and certain activities, highlighted below, should receive priority attention during 1992.

a. Structural:

- the Internal Auditor should report to the Executive Director and/or the Chairman of the Board. Alternatively, the Internal Auditor could report to the external auditing organization. The current situation where the Internal Auditor reports to the DDFA is not consistent with good financial control practices.
- the rather large number of accounting staff should devote more time to upgrading the skills of provincial bookkeepers so that more financial management activities can be decentralized. Consideration should be given to transferring some of this central level staff to the provinces to assist the decentralization process even further.

There will be further discussion of financial and administrative matters in the next sections of this report.

2. Terms and Conditions of Employment:

A. Salary Levels:

ZNFPC has continued to provide a high quality of service through its dedicated staff. The professional staff we interviewed indicated that their reasons for staying with ZNFPC were the rewards they got for performing a valued social service rather than any financial rewards. Indeed, they realized that salaries outside ZNFPC were considerably better. This is a major problem for the organization. It is difficult to recruit staff with the qualifications and experience required. It will also become increasingly difficult to retain good staff and this will pose a major problem for the achievement of the national goals. For some technical staff such as nurses even the salaries and other benefits of working in the MOH are significantly better. For all technical staff conditions in the private sector are much better. For administrative and support staff the same problems exist but are exacerbated by their ability of being marketable in many of the other sectors of the economy. Support staff are also less likely to be motivated by the social mission of the organization and be more influenced by financial rewards. The compensation of all staff needs to be addressed with urgency.

B. Grades:

The Paterson Grading System used by ZNFPC consist of 6 main bands. ZNFPC uses only 5 of the bands (Band F, the top one, is not used). Within the 5 bands ZNFPC currently has 21 different divisions (although 4 of these currently have no posts designated to them).

A review of the current grade levels needs to be done but appropriate grading should be reviewed in the light of the changing responsibilities of each post holder. As these responsibilities are not accurately defined in the current job descriptions and as the strategic plan calls for certain post holders to exert increased decision making authority in the future, the grading exercise should not take place until after job roles are reviewed. Even given the current responsibilities as defined by many of those interviewed, and in particular Unit Managers and the Directors at Head Office, the current grades given to these post holders seem low when measured against the Paterson criteria. The criteria categorizes staff who are:

At F Band

1. At top of the organization.
2. Involved in making long term policy decisions and establishing criteria for internal planning.
3. Involved in decisions that would involve answering some or all of the following questions:
 - a. What business are we in?
 - b. What markets are we in?

- c. What production process should we use?
- d. What finance should we use?

At E Band

1. Involved in decisions on long term programmes, plans or budgets for a major function/group of functions where co-ordination across other major functions is a critical activity.
2. Where such programmes, plans or budgets stem from statements of policy and decisions made in F Band.
3. Required to set objectives for the functional areas/s and to allocate resources to meet such objectives

At D Band

1. Involved in taking decisions to interpret the overall programme and develop plans to make the programme work within that functional area.
2. Where such plans detail the specific organization, systems and processes which will be followed as routine procedures in the future to meet the objectives of the programme.
3. Involved translating the plan into action making the best use of the men, money and machines/facilities.
4. Involved in the co-ordination of workers from disciplines outside the job of the incumbents own skills area to ensure optimum performance.

At C Band

1. Involved deciding which process to use from those established either within the organization or in a trade or in occupational theory.
2. Required to have a thorough understanding of the theory and/or systems behind the processes.
3. Only required to act within his/her own skills area even where supervising is concerned.

At B Band

1. Involved in occurrences or situations which cannot be foreseen which means that the job cannot be completely procedurised and that he/she must have some experience in the job before it can be done successfully.
2. Deciding how best to carry out the operation within the process which has been selected. i.e. regarding tools, sequences, timing, etc.

At A Band

1. Involved in a job that is completely defined involving only simple decisions on how the elements of an operation are carried out. e.g. how fast or slow to work.
2. Involved in a job which is defined by the very nature of the tool/implement to be used and the process or procedures in the work place.
3. Involved in a job that can be completely procedurised with all possible occurrences foreseen and catered for.

Given this criteria it is probably valid to have the senior management positions designated to the following Bands:

Band F: Executive Director
Deputy Director of Administration & Finance
Deputy Director of Programmes

Band E: Financial Controller
Personnel Manager
Unit Heads of ERU, MC, IEC, Training, CBD.
Head of YAS (combined or not combined under IEC direction)
Administration Manager

Band D: Provincial Managers*
Unit Heads at Provincial Level

* This assumes that Provincial Managers exert the same level of decision making influence as they do now. However, if their future role involves more strategic decision making authority there could be an argument for raising them to Band E.

At the lower level we recommend that within the CBD Unit the Senior Educator be regraded to Band C and Group Leader be given a wider range within Band B. The main bands for the other lower banded staff seem appropriate.

The dissecting of each band into so many sub-bands may be inappropriate. Some of the sub-bands may not be performing any useful function and may even be harmful. Many professional staff have long service with ZNFPC and have reached the top of their sub-band. Their salary is therefore static except for any cost of living increases that all staff would receive. Long serving staff that we interviewed complained about lack of incentive to stay with ZNFPC. Eliminating some of the sub-bands and increasing the opportunity to advance higher in a given band would address this. If the advancement were linked to performance objectives set each year and reviewed as part of the performance appraisal process, incentives to perform would be established and career development would be enhanced. It would also help to motivate staff towards achieving the strategic objectives.

C. Other:

Other terms and conditions of employment seemed appropriate but we would recommend all are compared with market conditions when the salary survey is done.

3. Administrative Support Systems:

A. Recruitment:

The major issues arising out of recruitment are:

- the difficulty in hiring sufficiently qualified and experienced people because of uncompetitive salaries (according to some Unit Heads, blame is then being unfairly attributed to the Units Heads by top management for not hiring quality people).
- the inordinate amount of time recruitment takes because it is required to have Head Office orchestrate the process. The result has been insufficient speed in advertising and arranging interviews despite timely notification by units needing staff, and delays in obtaining approval after a candidate had been selected.

For senior posts, i.e. Band D and above as defined under the new grading recommendations already mentioned, it would certainly be appropriate for central input to be sought; for grades Band C and below, it would seem appropriate for all decisions and interviewing to be confined to the unit, province or function concerned. This would greatly speed-up the process.

B. Staff Appraisal:

The staff appraisal system has been highlighted by ZNFPC as needing improvement. We strongly recommend that this takes place as part of this exercise. We feel it is important that at a set time every year targets are set by each employee that are discussed and agreed with their supervisor which then form a contract between the employee and the organization. These targets should be in the form of Key Result Areas (KRAs) which are expressed in the form of specific, measurable, attainable, realistic and time bound objectives (SMART objectives). It is important that these targets are consistent with the work plan of the Unit, which itself is consistent with ZNFPC strategic plan. It is important that these targets are developed in a collaborative way and that both parties reach agreement on them. They should be written down and then agreed with the Unit Head. All parties should sign that they agree with them. This document then forms a contract for the next 12 months. At the end of the period the job holder and supervisor can review progress as part of the performance review/appraisal exercise. Lessons can be learnt and new KRAs can be set for the next 12 months. Performance can be used as the basis for salary increments. The development of individual KRAs should coincide with the yearly planning cycle of the ZNFPC.

Senior management's KRAs would be expressed in terms of key overall objectives. For example for the Executive Director a KRA could be: "By 1st July 1992 to have reached an agreement with the Minister of Health to bring the legal status of Depo before the appropriate committee and to have it declared an appropriate method of family planning for Zimbabwe".

Further down the organization the KRA's of other staff would be linked to senior managements, which of course are linked to the strategic objectives. For example: in the case mentioned above, a KRA of the Unit Head of ERU could be: "By 1st May to have assisted the Obstetrics-Gynecology Department of the School of Medicine to complete a survey to document the demand for Depo by women in the age range of 18 - 39 years as a preferred method of birth control". The KRAs of Research Officers would similarly reflect this task. In subsequent periods, the KRAs of CBDs would also reflect the increased responsibilities to refer clients for longer term methods. For example a KRA of a CBD could be: "During 1993 to have counselled women clients and to have converted 20% of women currently using the pill to use longer term methods". Similarly, the Unit Head of CBD could have as a KRA: "To implement a study of the efficiency of using depot holders as a means to increase availability of family planning in the community and make recommendations to the Executive Director by December 1992".

C. Supervision:

For staff to be motivated towards strategic objectives requires special supervision. It is important for supervision to be more of a collaborative process rather than one where controls are exerted. ZNFPC is excellent at running its current operations, but the service is by and large in a steady state situation. To make that extra leap requires change and change can be threatening and anxiety provoking. It is important that staff realize the need for change (i.e. understand the strategic objectives, at least as they will effect their jobs), have a positive attitude towards it, and realize that change will require them to meet perhaps more regularly with their staff and be more supportive. The appraisal system with the KRAs is a key part of the supervisory process and to the strategy of getting people on board. It is important that supervisors and supervisee understand this, feel comfortable and are competent to conduct appraisal discussions and to supervise on an ongoing basis. Extra training and support from the Personnel Department will ideally be necessary.

D. Staff Development and Training:

Staff development and training is being done reasonably well for some staff and not so well for others. Some felt programme staff were favoured to the detriment of administrative staff. Some felt Head Office staff were favoured at the expense of provincial staff. Most training for internal staff is on outside courses. We feel there needs to be more consistency in nominating staff for external courses and that internal training should be increased substantially.

All staff development should be linked to the needs highlighted in the performance appraisal and planning exercise. A development plan for each staff member should be derived between the job holder and his/her supervisor and presented to the Unit Head and the Personnel Manager for approval.

There are, however, organizational training needs that should be addressed in order to implement the recommendations contained in this report. All staff will need to have training in:

- understanding the strategic plan of ZNFPC and how it is to be implemented
- writing their job description
- understanding the principles of performance appraisal
- setting KRAs
- conducting and participating in a performance appraisal discussions

Ideally those involved in staff supervision should have training in supervisory skills.

The most immediate need is for job description training. This could coincide with, and be part of, the process of developing job descriptions. But writing job descriptions cannot be done without an understanding of the strategy of ZNFPC and the implications it has for people's jobs. We therefore recommend that the two issues are combined in a single workshop. This would have the combined benefit of galvanizing all staff in ZNFPC behind the strategy, and developing job descriptions. We recommend that there be a series of workshops held at Head Office and in each province for all staff in Bands B and above. They should be designed so that as far as possible staff attend with their supervisors. We recommend that the workshops are 2 days in duration; the first day being on ZNFPC strategy, the second on job descriptions.

The objectives for the workshops would therefore be to:

- understand the implications of the strategic plan on participants jobs
- understand the principles of job descriptions
- write a job description for their own job and set agreement for it with their supervisor

Job descriptions could then be passed to the Personnel Department for final ratification. Job description for Band A could be developed by the relevant supervisors as soon after the respective workshop as possible.

It will be necessary to secure the services of a professional management trainer to work with the Personnel Manager to design and facilitate the workshops. The Personnel Manager should attend all workshops ideally with the Director of Programmes.

The workshops should be held as soon as possible. It is anticipated that the schedule would take a minimum of 2 1/2 months to complete. A tentative outline is suggested below.

<u>Workshop Number</u>	<u>Attended By</u>	<u>Anticipated No. Length of Participants (Days)</u>	
<u>Head Office</u>			
1	Admin, Typing, Personnel, Finance, Audit	34	2
2	Training, ERU, YAS, IEC, MC, CBD	32	2
3	Canteen, Security, Transport, Laundry, Hostel, Grounds, Janitor	14	1*
<u>Spilhaus</u>			
4	All	17	2
<u>Provinces</u>			
5	Matabeleland South	22	2
6	Matabeleland North (Med/C)	26	2
7	Matabeleland North (Admin, YAS, Training, CBD)	22	2
8	Mashonaland West	20	2
9	Mashonaland East	29	2
10	Mashonaland Central	19	2
11	Masvingo	31	2
12	Manicaland (Admin, YAS, Med/C)	26	2
13	Manicaland (CBD)	13	2
14	Midlands	30	2

* Job description writing only

Number of workshop days	27
Number of travel days	16
Workshop design days	5
Total days	48

Following the job description exercise, a comprehensive salary and grading review can be done. The next stage would then be to conduct training in performance appraisal methodology, setting objectives and KRAs, and conducting a performance appraisal discussion. All topics should be addressed in the same workshop. Again these workshops should be for all staff of Band B and above. We recommend a similar 2 day format, as used in job description workshops.

E. Structure and Reporting Relationships:

The development of job descriptions and the subsequent development of KRAs should highlight if there is need to change the organizational structure and reporting relationships. A conclusion that we anticipate is that the provinces will need to be more proactive, have more authority and be more accountable. This will necessitate Provincial Managers playing a more proactive role in coordinating the Unit activities and developing with Head Office the overall strategy of their provinces. As such, a reporting link to the Deputy Director of Programmes rather than to Director of Finance & Administration might be more appropriate. Provincial Managers will be key to the implementation of ZNFPC strategy. They should therefore be encouraged to develop their management and technical skills appropriately. All of them appear to have sufficient technical understanding of family planning to take on this responsibility.

The provincial staff (mainly the Provincial Managers) felt they performed well in spite of the central management and organization rather than because of it. They regard themselves as the people doing the work and representing the organization within the country. They had little contact with the centre. The centre rarely visited the provinces (for example, the Unit Chiefs each visited a province on average less than once a year, although some Units, notably CBD, ERU, and IEC did have representatives visit fairly regularly when project commitments required it) and the quarterly meetings intended to coordinate the management of the provinces were often delayed (only two have been held during 1991), and when held were not as useful as they could have been. Provincial staff were all eager for more direction and support. However, they considered the management the centre exerted was restrictive and not particularly helpful. Headquarters felt the Provincial Managers did not always welcome their participation and in some cases actively did not want interaction with headquarters.

Inadequate communication between the center and the provinces appears to have been a problem for many years. Previous consulting reports have cited this issue. The strategic plan which comprehensively maps a path for the organization until 1996 is exciting and comprehensive. But it is clear that if it is to be achieved it will be necessary to link unit, provincial, and individual goals and work plans to these strategic objectives. This is currently not being done. In a sense ZNFPC at provincial level is doing things right but in a strategic sense in many instances is not necessarily doing the right things.

It is also clear that individuals are not performing their roles in the most effective manner. In particular, senior staff, and probably less senior staff too, are spending a lot of time doing routine administrative tasks and chores that they should not be doing at all. This is mainly due

to the lack of administrative staff. An extreme case is in the Training Unit (and in particular the Chief of Training) where because there are no support people, professional staff are using a considerable amount of their time doing the work themselves; not a good use of scarce technical resources.

In the way the organization works it should be appreciated that there should be a shift from rigid vertical communication to more lateral communication. The strategy calls for more coordination and more inter-unit and inter-functional liaison. Although formal reporting relationships will be upwards ZNFPC leadership will need to encourage many more informal sideways relationships. In operational terms ZNFPC needs to adopt more of a matrix, and reduce the bureaucratic, culture.

4. Current and Future Staffing Needs:

There was insufficient time during this consultancy to thoroughly analyze the current and future staffing needs. However, summarized below are some recommendations which we would like to bring to the attention of the Executive Director but we wish to underscore the need for a more in-depth analysis in this area.

- a. An Acting Deputy Director of Programs should be appointed and a permanent Deputy should be recruited as soon as possible. The individual in the Acting capacity as well as the permanent Deputy must have excellent planning skills. The urgent need to prepare operational workplans based on the new strategy at the national level, and the preparation of provincial/district operational workplans should be coordinated and supported by this position.
- b. An individual needs to be appointed to coordinate efforts in cost recovery and privatization, the second of the two major strategic goals. Whereas many key professionals within the Council are actively working towards achievement of the first goal, increasing contraceptive prevalence and the number of users of longer term methods, there does not seem to be a similar directed effort for the second goal. This individual, who should be senior and very well trained in financial management and sustainability techniques, could work out of ERU. A possible title for this position might be Senior Coordinator for Cost Recovery and Privatization. A major responsibility for this position would also include disseminating the Council's work in this area, since so many other family planning programs throughout the developing world can benefit from Zimbabwe's experience.
- c. Shortages of physicians are reported to cause a major bottleneck in the expansion of sterilization and possibly Norplant. If this is the case, the Council should consider hiring private sector physicians on a contract basis to provide these services for a carefully defined number of hours/days per week at ZNFPC facilities.
- d. Whereas there are almost certainly shortages of technical staff at the provincial level, better use can be made of the personnel already in place. During 1992, we recommend that ZNFPC assess how cadre might be more efficiently utilized (particularly for clinical supervision and IEC/YAS functions). Forming a Service Delivery Unit which combines CBD and clinical services and a combined IEC/YAS unit should greatly assist with a more efficient use of existing staff.
- e. Currently there is a shortage of efficient and well trained secretarial support staff. One of the main reasons for this shortage is the below market salaries ZNFPC pays for these individuals. Once the salary situation has been rectified, ZNFPC will be able to judge whether or not they actually need more secretarial positions or if better qualified incumbents will solve this problem.