

HUMAN RESOURCE ASSESSMENT

Managing MNCH Programme, Pakistan

Author: Alia Zafar

Contents

Section No 01:	4
1.1 Objectives of Report	5
1.2 Task And Deliverables	5
1.3 Executive Summery	6
1.4 Programme Description and Background	10
1.4.1 Introduction	10
1.5 Conceptual Framework of Structures proposed	11
Table 1.4.a: Project Management Issues and Considerations	13
Section No 02: MNCH programme and Review	15
2.1 Review of the Federal Programme	15
2.2 Review of Provincial Programme	19
2.3 Review of External Assistance	22
Table 2.3.a: MNCH Counterpart for Technical Assistance	24
Section No 03: Recommendations	26
Section No 04: Detailed Recommendations	27
4.1 Technical Strategy Overview Committee	27
4.2 Structure and its linkages with provincial programme units	27
4.3 Detail of Structure and Functional Alignment	28
4.4 Technical Assistance	29
4.5 Job Descriptions for Federal and Provincial Programmes	31
4.6 Information Technology	32
4.7 Resource Pool for Support Staff	32
4.8 Recruitment on Vacant Positions	32
4.9 Coordination	33
4.10 Capacity Development Areas	34
4.11 Initial Structure of National MNCH in PC-1	38
4.12 Proposed Structure of National MNCH Cell	39
4.13 Initial Structure Proposed in PC-1 – Large Province	40
4.14 Structure Proposed for Large Provincial units	41
4.15 Initial Structure Proposed in PC-1 – Small Province	42
4.16 Structure Proposed for Small Provincial units	43

Annexure:	44
Annexure No 01: Federal MNCH Programme- Job Descriptions	44
1.1 Job Descriptions provided in PC-1 OF MNCH	44
1.2 Job Descriptions provided In HR Report-DFID July 2008	44
Annexure No 02: Review of Recruitment Process at Federal and Provincial units	48
2.1 Gaps in the Recruitment Process	49
2.2 Recommendations for Federal MNCH Programme in terms of Recruitment Process	50
2.2.1 Position Identification	50
2.2.2 Approval Process	51
2.2.3 Recruitment & Selection Methods	51
2.2.4 Vacancy Announcements	52
2.2.5 Receipt of Applications	53
2.2.6 Notification of the Selection Committee	54
2.2.7 Contact with the Short-listed Candidates	55
2.2.8 Liaison with the Selection Committee	55
2.2.9 Interview Process	56
Annexure No 03: Proposed Ideal Structure in case PC-1 can be amended	57
3.1 Federal Programme value addition	57
3.1.1 Proposed Structure	58
3.1.2 Ideal Federal MNCH Structure	59
3.1.3 Services Support	60
3.1.4 Technical Support	61
3.1.5 Risk Management	63
3.1.5.1 Ideal Services Support Structure	64
3.1.5.2 Ideal Technical support Structure	65
3.1.5.3 Ideal Risk Management Structure	66
Annexure No 04: Approved Federal PC-1 Headcount & Vacant Positions	67
Annexure No 05: Approved Province wise PC-1 Headcount	68
Annexure 06: Recommendations	69
Table 3.a: Priority Table	69
Annexure No 06: Acronyms	70

Section No 01:

1.1 Objectives of Report

This report is a review of the structure and its efficacy in terms of its alignment with the provincial structures. Moreover, the report also attempts to review the existing structure of the federal programme unit and stipulations of management structure as well as evaluation of the provincial programmes limited to the management unit structures.

The structure is reviewed in respect of alignment of functions and whether functional efficacy is present or can be present once requirement of structural modifications is met.

The intent of the report is to provide a practical structure to the federal and provincial units with strong inter-linkages. The objective of the proposed structure is to bring about effective management of the programme with the outcome to make the programme units in provinces standardised, more efficient and productive. Furthermore, the suggested changes are intended to assist the federal programme unit in becoming more effective in its pivotal leadership and steering role.

The PC-1 provides a broad framework through which organizational and management reforms can be brought in through various options /innovations . The new management systems can be tested for creating and strengthening the structure which is viable and effective

The report further attempts to assess the available Human Resource and capacity development issues which the programme may be confronted with and provides a framework for the way forward.

The report and the implementation of the suggestions put forward needs to be linked to a relevant time frame of six months so that effective results for the programme can materialize out of this technical assistance.

This report builds on the already existing literature relevant to management and human resources available with the MNCH programme unit and provided by the unit for this assessment.

The report is also based on feedback acquired through field visits to the MNCH provincial programmes, interview with key personnel at various provincial locations, interview of provincial coordinators as well as review of existing structures and processes. All the large provincial set ups including Punjab, Khyber Pakhtoonkhwa and Sindh were visited. The provincial coordinator of Balochistan was interviewed. FATA unit was also visited for the purpose of getting information regarding working of smaller units. Information on federal unit was gathered from interviews of unit lead and deputy programme coordinators and a review session was held with the National Programme coordinator.

1.2 Task And Deliverables

The technical assistance sought for this report pertained to the following two areas. The output was envisaged to be a review of the existing management structure, identification of gaps and recommendations for remedial measures. The intention of the review envisages a more effective and functionally aligned structure.

- Structure review of the existing and optimal human resource requirement specified according to the PC-1.
- Identify gaps in the management units of MNCH programme in terms of human resource and recommend adjustments required to ensure the appropriate skill mix needed for efficient implementation of the MNCH programme at all levels.

The following outputs of this review of Human resource were solicited within the TORs:

- Review the job descriptions as approved in PC-1 of support functions of the programme at different levels, identify gaps and suggest changes.

- Assess the available human resources at different level in accordance with their job descriptions and capacities.
- Identify the human resource gaps at the federal and provincial programme management units and suggest recommendations to address these gaps.
- Identify the staff positions that are not yet filled and the reasons for it
- Assess, review and audit the recruitment process of different staff on the management positions against the required qualifications and experience, suggest improvements in the process of recruitment
- Suggest generic professional development needs for the existing staff at management units.

1.3 Executive Summary

The National Maternal, Newborn and Child Health Programme was initiated in 2007 with an overall objective to realize international commitment, to improve upon maternal health and child mortality, by implementing specific and targeted programmes.

The inception of the programme witnessed a number of challenges, including leadership vacuum. The structure of the federal and provincial programmes was conceptualised in the PC-1. The challenge which the programme faced initially was the implementation of the structure. The envisaged structure within PC-1 specified a clear demarcation between the roles of the federal programme unit and the provincial units. The federal unit remained primarily responsible for strategy, policy and process where as the provincial units remained solely responsible for implementation of the strategy as provided by the federal programme unit. The PC-1 also envisaged the federal programme unit providing effective support in technical and administrative areas in terms of programme management.

At the inception of the programme due to the lack of an effective federal programme unit structure; the provinces created hybrid structures .These structures lacked centralized control at the federal level on strategy, policy and processes and relied on provincial structures to support the three aspects which

were the domain of the federal programme unit along with implementation of the MNCH programme outputs.

Some reasons which made the federal programme unit ineffective are quoted. The primary reasons for the programme unit's ineffective performance are as follows;

- Key positions remained vacant within the federal programme unit.
- Recruitment at key positions ignored the PC-1 recommended qualifications and profile for the recruitment. The skill, knowledge and abilities as specified in PC-1 were not adhered to at the time of recruitment, resulting in an overall low capacity of the Programme to deliver the results as expected .The resources hired lacked the skill and expertise required to perform their function
- The federal programme unit due to low capacity of its resources was not able to provide the support that it should have provided to the provincial programme units
- The PC-1 was not adhered to in most of the areas of management. The human resource made available for the programme unit fell short of optimal resources .The reason for this was shortage and gaps in PC-1 approved positions at the technical level.

Consequently the provincial programme units instead of focusing on the implementation of the programme objectives, focused on strategy and policy creation without any specific federal programme unit support. The resultant variation in organizational structures in each province hindered the capacity of provincial units to deliver the results uniformly.

The Programme from its inception was supported by international organizations in financial and technical areas. The technical support, however, fell short of capacity development of the MNCH programme's human resources at the federal and provincial levels.

The roles and responsibilities of the resources deployed at key positions at the federal and provincial units further displayed vaguely demarcated or defined

direction. A recent restructuring of the organizational structure attempted at the federal level, has not yet been supported by job descriptions, or placement of resources at key positions. The restructuring relying on unit based approach has not been able to deliver any meaningful result. The overall impact of structural misalignment, low capacity of available resources and resource gaps at critical positions has saddled the programme with lower productivity.

The structure within the federal MNCH programme unit and at the provincial units also shows highly centralized and person based authority with minimal empowerment of key positions or reliance on process based management. There are gaps in the structure in terms of monitoring and evaluation, human resource management, procurement as well as finance among others, which require immediate attention and placement of resources along with technical assistance to bring about focused and effective change. There is resource gap on key positions, and officer to staff ratio, especially for large provinces, shows deviations, with placement of support staff through the use of funds allocated to the programme units under the head of contingency. The reappropriation of these funds towards recruitment of extra support staff has further deteriorated the capacity of the programme units to deliver results .It also has revealed the financial mismanagement associated with utilization of funds which ideally are allocated to meet exigencies rather than pay for support staff on a regular basis. Moreover, there is lack of an information technology infrastructure along with gaps in implementation of communication programmes. The support from the federal unit to the provincial units in terms of key information technology linkage areas; working without LAN and WAN, is at a very basic level. There is a vacuum in terms of application of a performance management system and succession planning along with absence of related processes and procedures.

The span of PC-1 and its parameters define the boundaries of the possible areas of improvement. It is recommended to bring about changes within a specified time frame, by placement on key positions of suitable resources along with incorporating technical assistance and utilizing it to build overall capacity of the human resources of the Programme. The ideal structural link between the federal programme unit and the provincial programme units should rest upon the

concept of a centralized strategic control over structure, strategy, processes by the federal programme. On the other hand the provincial units should ideally function as the implementation units supported in technical areas from the federal programme unit. This ideal framework is absent at present from the MNCH Programme unit. Effective changes in the outcomes and output of the MNCH Programme unit can be attained by creation of a viable link between the federal and provincial Programmes; where the federal Programme is the driving force of all policy making and setting of strategic direction of the provincial programme units. The federal Programme unit also should serve as a guide on all technical areas and support the provinces in centralization and dissemination of processes relating to human resource management and administration . There is a requirement to incorporate process changes especially in the realm of job descriptions, recruitment and selection process, performance management and evaluation process along with overall structural improvement of the Programme.

There is a well defined clear requirement of technical assistance which can be provided by the supporting organizations. The areas identified with resource gaps are the areas where there is the least likelihood of finding appropriate skill mix and the right person for the right job. There is thus a requirement that placement of resources is augmented with technical assistance which is able to provide the appropriate skilled assistance required. The partner organization, such as TRF, have the resource capability and expertise in identified areas and the programme should partner with them for provisioning of technical assistance to the programme at this stage .However, the technical assistance needs to be linked formally with the capacity development of the resources within the federal and provincial units. The federal and provincial units require placement of technical assistance in line with the proposed re alignment of the structures. The placement of external technical assistance at provincial level specifically will support the programme in its implementation framework.*This is a unique opportunity with the federal programme unit to take assistance on all areas where resource gaps have been identified . The federal programme unit needs to take this opportunity to utilize the technical assistance as support to the programme and this role of technical assistance can only be fulfilled if the key positions within the programme unit are filled on urgent basis .*

1.4 Programme Description and Background

1.4.1 Introduction

Pakistan struggles to live up to its commitments to realize Millennium Development Goals four and five relating to maternal health and child mortality. The Pakistan government, therefore, is seeking to improve the situation by cooperating with international partners, to better the quality of its health delivery systems and to make these accessible to ordinary people.

The initiation of the first national health policy in 1990 coincided with the inception of the Millennium Development Goals. Reducing maternal and child mortality by 2015 is part of the Millennium Development Goals (MDGs) set forth by the international community and endorsed by the Government of Pakistan; by virtue of which we are committed to reach the stated targets in the next five years. Responding to this need for a coherent, innovative, sustainable and reliable strategy and outcome, the Ministry of Health commissioned its National Maternal, Newborn and Child Health Programme's strategic framework in April 2005. Strategic directions for a nationally integrated MNCH program are provided in the Strategic Framework document of PC-1. The proposed program is based upon the recommendations of the Framework, which was a result of extensive discussions at provincial and district levels, and which was endorsed by the Prime Minister of Pakistan and unanimously adopted by all provinces and AJK in the National Public Health Forum in April 2005. The framework pledged to ensure availability of high quality MNCH services to all, especially for the poor and the disadvantaged.

The MNCH programme was subsequently initiated on 7th of March 2007, with a view to help achieve the above stated objectives and goals. This is a comprehensive program aiming at strengthening, upgrading and integrating ongoing interventions and introducing new strategies. The Programme aims at functional integration of the ongoing maternal programmes and therefore builds and adds upon the existing initiatives of the Government in this direction.

The following outputs were envisaged in the strategic frame work of the MNCH programme;

- Improved access to high quality MNCH and FP services.
- Deployment of community based skilled birth attendants.
- Provision of comprehensive EmONC services in secondary hospitals and of basic and preventive EmONC services in primary health facilities.
- Family planning services in all health outlets.
- Training of health facility staff in IMNCI.
- Positive changes in behaviour and practices of families on MNCH issues.
- Creating demand for high quality MNCH services, especially among the poor.
- Innovate and test alternate management models to strengthen provincial and district MNCH programmes.
- Building strategic partnerships to enhance the role of NGOs and private sector.
- Evidence based programme management and capacity building.

The estimate of cost at the inception of the programme was planned at Rs 19.994 billion with external funding from international donors as a considerable component. The external budgetary and technical support was thus made available from its inception.

1.5 Conceptual Framework of Structures proposed

The structures proposed within this document are based on the specified and already available positions within the PC.1 framework. *The proposal of re-designation of positions and functional alignment in this document does not generate any new positions for which a revision in PC 1 would be required.*

The proposed structure is reviewed in the context of the following possible organizational options displaying characteristics of the structure. The role of the federal programme unit as envisaged in the PC-1 and that of the provincial programme units follows a demarcation of roles and boundaries in to strategic

and operational , however, over a period of time the PC-1 structure has not been implemented fully and there have been restructuring of the existing structure .

The present structure of the MNCH programme unit at the federal level does not support the basic function of the programme unit.

The structure has no link with the provincial programme units in terms of performance, coordination, strategic support, technical assistance as well as monitoring and evaluation. The human resources deployed at both the federal and provincial level lack the capacity to deliver the required results. The optimal resource allocation has not been devised in the PC-1 and neither has it emerged after the recent restructuring attempted at the federal MNCH programme unit.

In terms of options available for the federal programme unit relating to possible changes in the structure and linkage with the provincial programme units, the following points illustrate the characteristics of the present structure:

- The National Programme coordinator devised a new structure wherein separate programme units have been created within the federal programme unit to oversee and streamline the work of the provincial units in specific areas.
- The initiative of the National Programme coordinator in restructuring the federal programme unit set up makes the Deputy Programme Manager responsible for a specific component in its entirety. The span of operations starts from planning, coordination, training, finance component of the unit, all resource management and administration as well as monitoring and evaluation.
- The structure creates a position which ideally requires a varied skill set and competencies. However, as specified during interview with the National Programme coordinator, it has not been possible to assign work to the redefined positions, or to get work from them according to the renewed structure due to absence of resources and extremely low capacity of the available resources.
- The unit based structure also requires as a prerequisite, a variety of skill sets for the key positions, which is difficult considering the span of the

competencies. It would not be possible to acquire resources that have all the skills required to perform within this structure.

Table 1.4.a: Project Management Issues and Considerations

Project Management Issues and Considerations					
Summary of Organizational Option					
Characteristics/Type	Functional	Matrix			Unit based
		Weak	Balanced	Strong	
Project lead's Authority	Divided/Shared	Limited	Low to Moderate	Moderate to High	High to Almost Total
Project Lead's Role	Strategy/ Technical	Part-time operations	Part-time operations/ technical	Full-time operations	Operations/ Strategic/Technical
Common Titles for Lead Role	Coordinator	Project Coordinator/ Project Leader	Project Leader/ Project Manager	Project Manager/ Project Director	Project Manager/ Programme Manager
Project Management Administrative Staff	Minimum/1:2/ Part time and some full time	Close to minimum / part time staff	Part-time/ full time staff	Close to maximum/ full time	Maximum /1:4/ full time
Influence on Projects					

Considering the constraints of the present structure, an alternative structure can be proposed.

The above table describes the possible options for a structural review of the programme. The purpose of the table is to display characteristics relating to each organizational structure in order to make an informed decision about the impact of structure on the programme's results.

There are five possible options in terms of structure which rely on a number of linkages between the project leader's authority and the effect of specific programme structure on various aspects of the programme. The areas which are reviewed are the four options on the extreme left of the table displayed in the pink panel.

The organizational options displayed above range from unit based on one extreme where the programme unit is functioning currently; to functional organizational structure as the second extreme with three options varying

between these two structural programme management options. The programme management structure chosen depends largely on the type, duration, impact, span of control and spread of the programme. While reviewing the MNCH programme units at the federal and provincial levels, the ideal option to become more task oriented and effective in output rests in aligning the structures as close to a functional organizational structure as possible.

The structure requires a link in operational efficiency, standardization, empowerment, with centralized controls and decentralized implementation. The empowerment of each functional head to the extent of his responsibility and accountability area provides the coordinator with more time to focus on the strategy development area. The structure shall become more effective with the federal programme unit providing the strategic support to the implementation plans of the provincial units.

Section No 02: MNCH programme and Review

2.1 Review of the Federal Programme

A fundamentally sound national health plan can fall short due to challenges confronted in its implementation. This report explores the reasons as to why MNCH Programme unit at the federal level falls short of delivering effectively on its goals and mission due to constraints of the structure as well as resources. Relying on a capacity development lens, this review explores some of the reasons why MNCH programme units at the provincial level may have been constrained and why federal programme units has not been effective in its supportive role. The policy development in terms of the conceptual framework provided in the PC-1 suggests that MNCH programme's primary role pertained to policy development, and the primary role of the provincial units pertained to implementation. Shortcomings in implementation are attributed to a number of factors, some of which are internal to the health sector, including management issues, relationships including political influences, financing arrangements, the skills of health practitioners especially in the public health sector, and external factors, such as the institutional/ governmental rules which affect the behaviour of sector stakeholders.

The federal MNCH programme unit has progressed over the period with a number of challenges, which included the programme unit remaining without leadership. The inception of the programme and its initiation without a National Programme coordinator put the structure to stress and areas which should have been governed in terms of strategy, policy and process at the federal unit level did not remain within the domain of the unit due to leadership vacuum and low capacity of the available resources.

The lack of leadership constrained the progress of the project to quite an extent and burdened the fledgling programme units within the provinces with a role they were neither designed to play nor were they prepared for. The role was that of strategy formulation and process design apart from their defined role of project

implementation. The lack of a strong federal supportive structure caused hybrid structures take root in various units in different provincial programme units.

National Programme Coordinator's vacant position was filled, which provided a much needed support to the federal programme unit. The position has made the federal programme commence a number of initiatives which were required at the commencement of the project but due to a delayed recruitment of the National Programme Coordinator these initiatives are now getting started.

The National Programme Coordinator recently restructured the programme in to units. The National Programme Coordinator has inherited some of the already recruited staff at the federal unit. As specified during the interview with the National Programme Coordinator, the federal MNCH programme is saddled with key positions having been occupied by resources which do not have the capacity to deliver results. The recruitment criteria in selection process of the key positions were overlooked resulting in an overall lower output of the federal programme. Some observations on the structure and system are quoted as follows;

- The programme units function as standalone projects within the main MNCH programme unit with focal responsibilities lying with the deputy programme coordinator placed at federal MNCH programme unit. The deputy programme coordinators require a multifaceted and diversified exposure to a number of functions and elements of the project to be able to do justice to the roles appointed to them. The diversity of a generalized role encompassing a variety of skills exposes the Programme's federal unit to greater risk in operations and management areas, as well as foreshadows hindrances in functional alignment of the structure. The human resources at key positions within the federal programme unit lack the capacity to ably manage the programme components assigned to them. There are gaps in skills and competencies as well as in the basic parameters which define the jobs and the incumbents, resulting in lowering the overall capacity to deliver the objectives of the programme. The area which requires immediate attention and improvement is the human resource assigned to the role of Deputy Programme Coordinators. There is a gap in the basic specifications

of recruited resources when their profiles are linked with what was envisaged within the PC-1 framework of job specifications and person specifications.

- The programme structure rests on a central span of control and authority within the programme. These are highly centralized in the position of National Programme Coordinator. Centralized authority points to lesser empowerment of functions and units performing under the central structure. This affects the speed of operations and can also cause delays in decision making.
- There are no job descriptions available with the Deputy Programme Managers for the new roles.
- The roles and responsibilities are vague due to absence of clear demarcation and there is overlapping of functions and responsibility. An example of this is the area of human resource management, administration, as well as recruitment and trainings.
- There are serious gaps in human resource due to pending recruitments. Two of the Key Deputy Programme coordinator positions as envisaged by the PC-1 are lying vacant at the federal programme unit.
- The monitoring and evaluation area shows serious gaps in the strategic framework, implementation and three key positions are lying vacant. There may be a resource constraint as well as capacity constraint of the programme resources, to deliver the required level of expertise in this area.
- The finance unit shows the position of Deputy Programme coordinator as vacant along with two positions of account assistants. The unit is led by technical assistance provided by UNFPA. There is no counterpart from the programme who is being assisted by this resource. There are capacity issues with the existing resources which require assistance and focus.
- There is a resource gap at the communication/knowledge management unit. At present it is being looked after by technical assistance and the position of Deputy is currently vacant.
- There are severe gaps in the area of procurement where the federal programme unit does not have a position which is dedicated towards this very important component of the programme. Presently procurement is being looked after by the Finance function. There is a need to segregate

these two as this exposes the programme unit to greater risks. There is also the capacity and skill absence within this important segment.

- The structure lacks opportunity for growth and development of the key positions within the federal programme unit and does not prepare the incumbents for a leadership role. The lower capacity of the Deputy programme Coordinators may not be an outcome but the structure does not support future growth options.
- The programme unit appointments are all contract appointments. However, the separation clause and other severance procedures are not laid out in the contracts at the federal unit.
- The programme unit has not been able to create a linkage of performance of individuals with compensation. There is a project allowance being paid to the employees which is over and above their salary and deputation allowance. However, due to absence of any mechanism to connect the receipt of this project allowance with any objectives or deliverables, it is being provided to all the employees or this may be stopped for all. This points to lack of a structure where variable component is recognized as a variable with linkage to objectives and performance.
- The institutional knowledge remains at personal levels. Knowledge management has remained behind in its primary role of institutionalization of knowledge. There is no succession plan available within the federal structure. This exposes the programme to a great risk. The separation due to any reason of National Programme Coordinator can put the programme at risk, to the extent that there may be a vacuum again in the federal structure.
- The National MNCH Programme oversight and coordination mechanism has been reviewed as it was defined in the PC-1. The structure proposed by PC-1 is viable and can provide an overall framework of reference at the federal and provincial levels. At federal and provincial units, the Steering Committees envisaged in the reports are already formed and the purpose of their constitution is policy and strategy formulation. An additional role is of being the reviewing authority / body of the programme. These committees have been notified and now functional. Regular meetings of the steering committees are held especially at provincial levels.

2.2 Review of Provincial Programme

In order to assess the structure of provincial units, some of the large and small programme units were visited. The provincial coordinators were interviewed in one to one interviews and key positions within the provinces were also interviewed for receiving feedback and understanding of the programme's administrative and structural set up.

The provincial programmes can be divided in to two categories of small and large units. Both show a clear demarcation in terms of productivity of the programme along with how human resources are deployed and utilized.

The following areas reviewed require to be addressed:

The structure at the provincial programme units according to the PC-1 was designed to support the implementation of the strategy adapted by the federal programme unit. The technical positions created within the provincial programme units were not based on optimal resources allocation and lacked some key positions due to which the structure has not been able to support the programme in all its implementation areas. The structure in its present form can not provide effective help in implementation of the programme objectives due to the following areas;

- *There is lack of empowerment in the structure with the decision making centred at the Programme coordinator level.* This makes the programme less effective in its functionality. This applies to most programme units and the reason is a non system based and more of a personality based approach in management. This poses great risk to programme management as the replacement of any key staff exposes the programme to risk of collapse.
- *The purpose of provincial programme units as mentioned in PC-1* relied on the creation of a viable implementation platform for all health initiatives being initiated or incorporated in to the MNCH programme. It also required coordination and collaboration between other programme. The structure required to be flexible and adaptable to change. The structure in

place, however, is rigid, hierarchical and lacks any flexibility to incorporate change, innovate and add components as specified in the strategy for MNCH programme.

- A few key programme positions are still vacant in the provincial programme units. A case to be quoted is of Punjab. The Punjab unit does not understand or acknowledge the requirement of recruitment on these vacant positions. Two key positions of Epidemiologist and communication officer are both lying vacant, however, the programme leadership is of the view that both positions are not needed and can be left vacant. This indicates another important element of variation in actual structures. This variation is borne of completely independent decision making and operational process within these large units. The variations in terms of key position identified can affect the programmes in service delivery and defeats the purpose of having any consolidated policy parameter. The variations also make it difficult to monitor the provinces effectively.
- The provincial units' existing positions show a number of variations from the original roles and responsibilities assigned to various positions in PC-1. The roles and responsibilities assigned on the ground and being performed reveal a major skew and variation from the defined parameters of job specifications / descriptions as ordained within the PC-1. Each provincial unit has their own version of roles and responsibilities for each position. An example in case is the FATA position of Epidemiologist. The employee does not dedicate more than ten percent of his work time on his main area of responsibility. He has been assigned the work of the Finance department as he is responsible for making of work plan and cash plan along with other responsibilities of a Finance manager.
- There is ineffective coordination mechanism between other federally administered programmes like EPI Programme, LHWP, Nutrition and MNCH Programme as envisaged in PC-1. All the above mentioned components were to work closely to achieve programme outputs. There is a lack of functional coordination mechanism with other health partners and programmes at provincial and district level.

- The smaller units are being managed within the structure provided by the PC-1. There are fewer variations and the scope of these programmes is limited in functions. The officer to support staff ratio shows a stable trend and by far these programmes are adhering to the PC-1 plan for the structure.
- There is very little emphasis on job descriptions and the programme key resources are mostly unaware of their roles as specified in the job descriptions. The PC-1 job descriptions are the referring point for the units and not the later DFID funded project job descriptions which apparently were not circulated or endorsed by the Ministry of Health. The job descriptions are not available or on hand as a reference. The exception being Lahore where job descriptions have been put in place. The job descriptions created by Punjab programme unit were reviewed, and although these were found to be extremely basic and deficient, however, it showed an attempt by the programme unit to provide some structured means for the resources in attempting to accomplish their work. This deviation, however, also indicates that provinces are creating processes which should be standardised and provided for by the federal programme unit. Lack of effective standardised mechanisms further weakens the operational efficacy of the Federal Programme management unit.
- There is no recognition of the importance of implementation or application of a performance management framework. As earlier defined for the federal programme unit, the positions at the provincial programme units are all being provided with a project allowance over and above the compensation and 20% deputation allowance. There is, however, no accountability mechanism where the performance is linked to the achievements of the individual in any particular year. The ACR system of appraisal as applicable in Government is not being uniformly adhered to in all provincial units. A mention may be made of FATA where there is general unawareness regarding the appraisal process and apparently no appraisals had been conducted. There is lack of uniformity in appraisals as some units are conducting the appraisals (ACR) through their respective parent departments with no linkage to the Federal programme

unit, as is the case with Punjab. Another case observed is that of Sindh, where the provincial Programme unit does not have an appraisal system for the management unit, however, they are attempting to create one. All the mentioned above instances indicates lack of standardization within the various provincial units. It also suggests that the federal programme unit has not been able to provide policies, processes and procedures relating to management structure and human resources and has not created a clear link with the provincial programmes units in terms of performance review and appraisals.

- The large programme units have elaborate structures in place in terms of human resource availability at the support staff level. The structure within the PC-1 have been modified to a considerable extent with the use of staff hired either through funding from external sources, or through the utilization of contingency funds which are allocated to each provincial unit for utilization in case of any emergency fund requirement. The large programme units have a much skewed officer to staff ratio. There are too few technical positions and support staff is in abundance. This makes the programme less effective in its implementation as it is counterproductive and shows less coherence in structure through segmentation of small tasks. The highest contingency support staffs being utilized is in Khyber Pakhtoon khwa and Sindh. The creation of these positions is mostly in providing support to the key positions and this recruitment has created a significant imbalance between officers to staff ratio. The provincial programmes units are not being managed as modern efficient structures, wherein, pooled support staff having multi tasking abilities is utilized.

2.3 Review of External Assistance

The MNCH programme unit at the federal and provincial units have been supported from its conception stages by external assistance, which has been in the form of budgetary and technical support from partner organizations. The federal programme unit is supported by DFID, WHO and UNFPA along with partner organizations of TRF and RAF.

The Technical Assistance provided at the federal programme unit is of long term duration. The technical assistance may be providing the best possible support to the programme, however, it was observed that no employee attachment of TAs was made to any Deputy Programme coordinator or any other key resource within the Federal Programme unit and the provincial programme units were mostly working without any external technical assistance. The provincial programmes units other than Sindh province are not capitalizing on technical assistance available. The TRF and other partner organizations can step in and provide support in targeted areas which have been identified in this report. The identified areas require focused technical expertise which is presently not fully available due to capacity issues which confront the federal programme unit. This is the most reliable and efficient method of providing the required support to the programme.

The sustainability and capacity development of the programme depends upon a structure where the technical assistance is utilized as assistance to an available structure which is further strengthened by knowledge and skill transfer. This is one of the missing elements in the federal unit. In the provincial units apart from Sindh, which is utilizing the skills of partner organizations in a more collaborative manner, other provincial units have not been able to build synergy and utilize the expertise of partner organizations. The component of technical support and its efficacy was reviewed in the context of its utilization by the programme as well as the capacity development of the counter parts in the MNCH programme units.

- It was observed that the role of TA has been modified to replace the operational requirement of human resource within the Federal Programme. This is one of the major areas which require a revision.
- There is a requirement to place technical assistance according to the framework of proposed structure.

The following table provides an overview of technical external assistance being provided to the programme by one of the partner organizations and the MNCH counterparts who are assigned as partners to the technical assistance. In the below mentioned support , Dr. Arif Hussain was the focal person from TRF in all

the Technical Assistance provided by TRF to MNCH other than allocated individual experts for specific assistance.

Table 2.3.a: MNCH Counterpart for Technical Assistance

TA Title	Focal Person
Financial Management Review and Development of Risk Mitigation Plan	Dr. Saleem Wali
Developing Annual Progress Report for the MNCH Programme 2009	Dr. Saleem Wali
Operationalising the M&E framework for MNCH Programme	Dr. Farooq Akhtar, NPM & Dr. Salim Wali, Dr Dawar
Developing of National Deployment Guidelines for Community Midwives.	Dr. Saleem Wali
Mapping of MNCH Related Projects	Dr. Saleem Wali
Assessing Quality of CMW Training	Dr. Saleem Wali
Implementation of MNCH Communication Strategy	Ihtesham
Training of MNCH procurement staff	Mansoor Ahmed Account Officer MNCH
Assessment of Human Resources for Managing MNCH Programme	Dr. Saleem Wali
Development of monitoring mechanism & tools for procurement cycle of MNCH	Mansoor Ahmed Account Officer MNCH and Dr. Saleem Wali (TA)
Joint annual review of MNCH Programme	Dr. Farooq Akhtar, NPM & Dr. Salim Wali, TA
Strategy for knowledge management unit	Dr. Farooq Akhtar, NPM & Dr. Salim Wali, TA
Third Party Evaluation of the MNCH Programme	Dr. Farooq Akhtar, NPM & Dr. Salim Wali, TA
Conducting health facility assessments & developing district profiles for MNCH	Dr. Farooq Akhtar, NPM & Dr. Salim Wali, TA
Development of standard specification	Mansoor Ahmed Account Officer MNCH and Dr. Saleem Wali (TA)
Need identification for Medical Equipment	
Training on the TA Procurement	Mansoor Ahmed Account Officer MNCH and Dr. Saleem Wali (TA)
Mini Review of MNCH Programme	Dr. Farooq Akhtar, NPM & Dr. Salim Wali, TA

The table demonstrates that focal persons in all technical assistance being provided by partner organization of TRF are centred on two to three persons, one of these is the Programme leader, while two others specified are both part of the technical assistance provided to the programme from partner organizations. This indicates imbalance in allocation as well as lack of opportunity for programme positions in terms of their capacity enhancement through interaction with partner organizations. It can also put undue workload pressure on TAs and create

disarray resulting in delays. The Technical Assistance is meant to augment and strengthen the programme positions and the purpose is not to replace programme key positions with Technical assistance.

Section No 03: Recommendations

Recommendations - Actions

- Separation of all resources from the federal programme unit which have been identified by the National Programme coordinator as lacking the skills, experience, qualification and expertise to manage the specific function for which they are currently responsible.
- Immediate recruitment of key positions at the federal and provincial programme units according to the new recruitment process.
- Placement of corresponding technical assistance to support the federal and provincial programme units in areas of technical expertise. The opportunity of capacity development of the staff by utilisation of these resources is unique and should be taken up immediately.
- Placement of the resources at the federal programme unit and formation of a Technical strategy overview committee along with a business process improvement committee.
- Segregation along functional lines of the federal and provincial programme units' structure. The proposed draft organizational structure to be made operative.
- Creation of Job Descriptions according to the new structure and redefined roles.
- Support Staff Pool Creation & Separation of Services of Support Staff whose services are not required by the programme.
- Designing of HR Processes (Performance Management System
- Designing of Training Strategy and IT Systems
- On going Capacity development initiatives

Section No 04: Detailed Recommendations

4.1 Technical Strategy Overview Committee

The purpose of having a technical overview strategy committee is to align all technical areas and provide a strategic direction to the provincial units on all strategic technical prioritization and focus development. The epidemiologist positions may be called in periodically in to these meetings to provide data analysis and input on provincial outputs and results and the same may be utilized by the committee in its decision making process. Any other technical input area or areas of concern may be referred by the provincial functional heads to the committee for resolution. The provincial coordinators may also be called in, as well as some technical assistance and outside organization expertise for input in to the working committee.

The core members and technical members are suggested to be as follows:

- National programme coordinator
- Communication Functional Head
- HRM Functional Head
- Technical Assistants from partner organizations
- Two members from relevant field as technical specialists.

The committee meetings should be held fortnightly and progress on various issues should be highlighted by each relevant segment.

4.2 Structure and its Linkages with Provincial Programme Units

The federal programme unit requires specific and concrete measures to bring about a comprehensive and clear linkage with the provincial units for functional efficiency of the programme. The redesigned structures' implementation can plug the gaps and provide standardization and functional alignment. For the purpose

linkages with the federal programme in the following areas can improve the overall effectiveness of the programme;

- Monitoring and evaluation
- Procurement
- Financial compliance
- Human Resource Management including
 - Job Descriptions
 - Recruitment and Selection
 - Performance management including performance appraisals
 - Contracts and severance procedures
 - Disciplinary procedures
 - Reward and Recognition policy
- Communication programmes
- Risk evaluation
- Information Technology

4.3 Detail of Structure and Functional Alignment

The structures of the federal and provincial programmes require segregation along functional lines. The proposed draft organizational structure provides a clear functional alignment and demarcation upon these lines. The following considerations need to be incorporated while introducing a functionally aligned and segregated structure;

- *The first and foremost important element of this structure is the viability of having an area expert look after the specific function for which he is responsible.* The functional structure provides empowerment to the functional head positions and creates space for the national programme coordinator to provide strategy and direction in a more focused manner. The provincial counterparts in these cases require having a direct reporting relationship with the federal counterparts in terms of work responsibility and accountability. The federal

counterparts in each function are required to provide the overall policy framework, processes and technical expertise wherever required. This is also to be supervised by the technical strategy committee wherever required. The structure, moreover, creates vertical reporting lines directly amongst the functional heads at the provincial programmes to the functional heads at the federal programme, thus providing very clearly demarcated areas of responsibility and accountability which will assist in performance evaluation at a later stage. This structure can provide speed in delivery, in decision making and in effective implementation of a standardised procedure for all provinces to follow.

- The federal functions are to provide the annual review of performance and appraise the functions within the provinces upon set objectives which are well defined and shared at the beginning of the appraisal period. The federal programme after completion of appraisal is to send the same to relevant offices for record, keeping a copy for programme record.
- The contract between the programme and the employees hired requires very clear and concise demarcation. The contract terms require being clear to provide a ground for mutually beneficial working relationship between the two contracting parties. The severance clause requires to be clearly termed so that in case of non performance resources can be separated from the programme. This would require endorsement from the Ministry of Health.

4.4 Technical Assistance

It is recommended that technical assistance in all cases should have human resource counterparts from the programme units. This would assist the programme in two ways; first in equitable allocation of work to relevant positions and second in capacity development of the programme positions. The work flows and decision making enhancement would have a positive impact on all programme deliverable areas. The TORs of such assistance should incorporate

knowledge transfer as one of the primary deliverables. The external assistance should also be withdrawn immediately if a function or unit falls vacant in terms of key position. The terms of external assistance should be restricted to a maximum of one year.

The following areas at the federal and provincial levels would require Technical assistance from partner organizations;

- *There is a requirement that the programme be provided a procurement specialist due to severe resource and capacity constraints in this area at the federal and provincial level.* The procurement specialist providing technical assistance can be placed at the federal unit to support and assist the Procurement Officer in the initial phase of the process. There is a requirement that Procurement guidelines, process and procedures are prepared at the federal unit and the guidelines to be followed are shared with the provincial counterparts to bring about clarity and transparency in to the procurement function. PC-1 position can be re-designated for the purpose. Technical assistance in this area can bring about efficiency in management of this important function.
- *Monitoring and evaluation framework including strategy, policy and processes require external assistance at the federal programme unit . The implementation at provincial programme unit also requires assistance due to shortage of expertise in this area.* The programme has capacity issues in this area at both the federal and provincial units and a focused external assistance provided to a counterpart dedicated to monitoring and evaluation function can bring about alignment and efficiency in to the system.
- *The federal programme unit requires urgent attention in the area of financial management.* There is financial risk in non placement of a Deputy Programme Coordinator as well as in continuing with low capacity and skill deficient resources. The introduction of technical assistance in this area can enhance the performance, decrease financial risk and provide a sound financial support to the programme.

- There is a requirement to immediately complete Job Descriptions for Federal and provincial Programmes units along the revised structure and align the same with the objective of the programme. Ideally this exercise should be completed without delay according to the time line and priority table provided as annexure.
- A structured Training strategy incorporating all elements of training cycle is a requirement for enhanced efficiency of the programme unit's service delivery function. This area requires a technical expertise which at the moment the programme does not carry and can be acquired through partner organization as technical assistance.
- A streamlined Performance management system linking objectives, performance, evaluation of performance and pay for performance is a requirement for the federal programme unit and the expertise for it can be provided through external technical assistance. This requirement is for the federal unit where the same should be conceptualised with technical assistance and shared with all provincial programme units for uniform application.
- A uniform IT system incorporating all elements of administration and day to day processes is a requirement for which technical assistance can be sought from partner organizations.
- Communications are another important area which requires urgent assistance to a counterpart designated for both internal and external communication programmes. As this is a highly technical area and there may be capacity issues with placement of resources from existing government set up, it is suggested that this may be augmented with technical assistance.

4.5 Job Descriptions for Federal and Provincial Programmes

The job descriptions flow from the following three questions:

- ▶ Why the position exists (authority)
- ▶ What must be done (responsibility)
- ▶ How it should be done (accountability)

The job descriptions for the programme need to be redesigned according to the above mentioned conceptual guideline. The competency framework required should be driven by the goals and objectives of the programme and linked to the job descriptions. External assistance should be sought for creation of job descriptions; however, the process needs to be consultative in nature so that for future the programme unit's resources can redesign these job descriptions without assistance. The external assistance for creation of job descriptions, should form a cross functional group of programme individuals from different levels and the external assistance should be able to provide them with the framework or structure of the job descriptions along with the knowledge of how the job descriptions are to be designed.

4.6 Information Technology

There is a strong need to introduce Information technology as an aid to programme management. The staff available within the framework of approved positions in the PC-1 can be made more productive by utilizing IT in every segment of the programme. Incorporation of IT in to systems can provide a more structured and efficient method of working with the available resources.

4.7 Resource Pool for Support Staff

The resources in support staff can be pooled together for a more efficient utilization of these resources. A pool of support staff is suggested, which will perform the functions as and when assigned to them through a supervisor. It is suggested that all work requirements should to be routed through the work supervisor who would assign the best resource to that area. This will assist in keeping the office to staff ratio at an optimal rate of 1:2 and also provide multi tasking opportunity to the staff which would enhance their capacity. This will also lead towards non utilization of contingency funds for hiring of support staff.

4.8 Recruitment on Vacant Positions

- The recruitment process has been dealt in detail in annexure 2. A more stream lined and structured process is recommended. The recommendations separately provided in this review are driven by empowerment of the federal programme in terms of recruitment with process application to make it transparent, efficient and provide the right person for the right job.
- The federal programme unit needs to be functional in all its areas of operation by recruitment on an urgent basis on all the key positions which are still lying vacant or which may fall vacant due to decision of severance from the programme units of low capacity resources. The impact on the provincial programmes and on the overall efficiency and efficacy of the programme can be seriously undermined if continued in the present manner. It is recommended that recruitment process should be initiated immediately.
- The amended recruitment process needs to be implemented in letter and spirit to bring about uniformity and transparency in the recruitment process. The incorporation of Internal Job Postings and simpler procedure to follow the recruitment can enhance capacity of the programme to hire the right person for the right job.
- The federal programme unit's resources should have very strong exposure to provincial projects and issues. The lack of capacity to understand on ground situation at provincial level may result in faulty policy, strategy and direction.
- The federal Deputy positions may be opened for Internal Job Posting process. This will encourage the provincial resources to apply for the positions and if found competent, they can be placed at these positions. This would serve two purposes; one of career growth, and second of capacity enhancement of these resources which are moved from the provinces to the federal unit. It would also provide opportunity to the provincial resources to apply for the vacant position created due to movement of resource to the federal unit.

4.9 Coordination

At the federal level, the steering committee has had the opportunity to meet only once since its inception. The recommended structure is in place; however, there is lack of implementation of the framework to make this body effective tool for the management of the programme.

A quarterly steering committee meeting would be effective, where the programme can present target based progress on deliverables and it can provide the federal programme unit with a platform where any strategic or policy impediments can be corrected and coordinated .

The same degree of non action is witnessed with technical coordination committee which also has met once since inception. The programme effectiveness in technical areas can be enhanced manifold with the active involvement of the technical coordination committee taking the leadership role in resolving macro level policy issues.

4.10 Capacity Development Areas

The review presented here points to underlining the value of relying on a systems perspective on capacity development in MNCH's programme units a strong focus on the federal unit as the provider of policy, direction and thinking in terms of a complex 'capacity ecosystem'. MNCH programme is a complex of competing and occasionally complementary policy objectives, institutional arrangements, relationships, incentive systems or the lack of them, and political interests, some of which support efforts to strengthen sector capacity and improve performance, and others which can undermine it. It is further emphasized that Pakistan's culture, traditions and diversity are also factors influencing organizational behaviour, stakeholder collaboration, and even the perceived legitimacy of the programme.

It is strongly suggested that capacity issues need to be more at the forefront of deliberations in MNCH programme unit as a whole, not just as a series of technical constraints to be 'solved', or gaps to be filled, but as a complex of issues - soft and hard - which need be dealt with in a complementary and systematic manner in order to address the development challenge of improved

health for mothers and Child. Doing this, it is argued, will require a clear commitment to and shared appreciation of what capacity development entails, rooted in a broader partnership involving the Ministry of Health, other government actors (including senior representatives of Ministry of Health), Provincial Health departments and civil society actors and donor partners.

The capacity development initiatives undertaken throughout the project need to address capacity development requirements at the individual, organizational, and multi-organizational levels.

It is proposed that the following areas of capacity development may be addressed

- Learning and growth opportunity is not available for provincial staff. The introduction of Internal Job postings may be a first step where, the project staff at the provincial level may be provided with an opportunity to work in another province or in the federal unit in case they are selected. This will create a channel of growth within the programme and will motivate the staff to remain with the project till its successful completion
- The programme unit resources at the federal level and the resources at the provincial units require a structured capacity enhancement plan. This needs to incorporate, rotation, secondment, on the job trainings, utilization by attachment of technical assistance to the key positions and certification programmes.
- There is a need to create knowledge management systems within the organizations to enhance capacity at all levels. The MIS and knowledge management databases are still in infancy at the federal programme unit level and nearly nonexistent at the provincial level. The programme is resting upon a personality based management system rather than system based placement and adherence, which create sustainable and effective knowledge transfer and process dependence impossible to achieve.
- The programme leadership at the federal and provincial units requires to be trained in the following areas ;

Table 3.4.a: Management Trainings (Recommended)

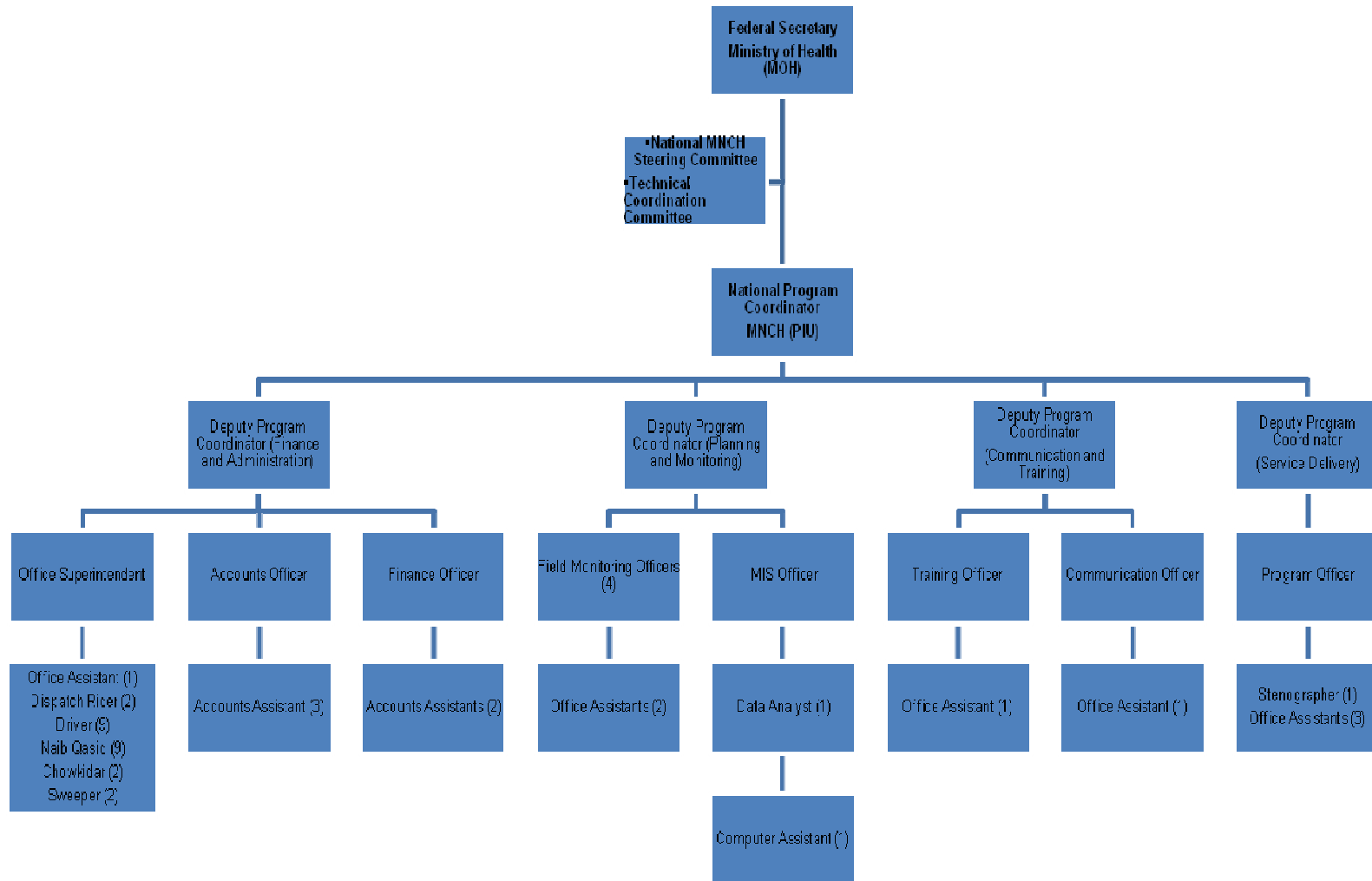
Management Trainings (Recommended)	Cadre / Level					
	National Programme Coordinator	Provincial Programme Coordinator	Deputy Programme Coordinator	Federal Functional Heads	Provincial Functional Heads	Support Staff
Behavioural Interviewing skills	√	√				
Leadership	√	√		√	√	
Programme Management	√	√	√	√	√	
Information Technology	√	√	√	√	√	√
Team Building	√	√	√	√	√	√
Analytical Skills			√	√	√	√

Table 3.4.b: Technical Trainings (Recommended)

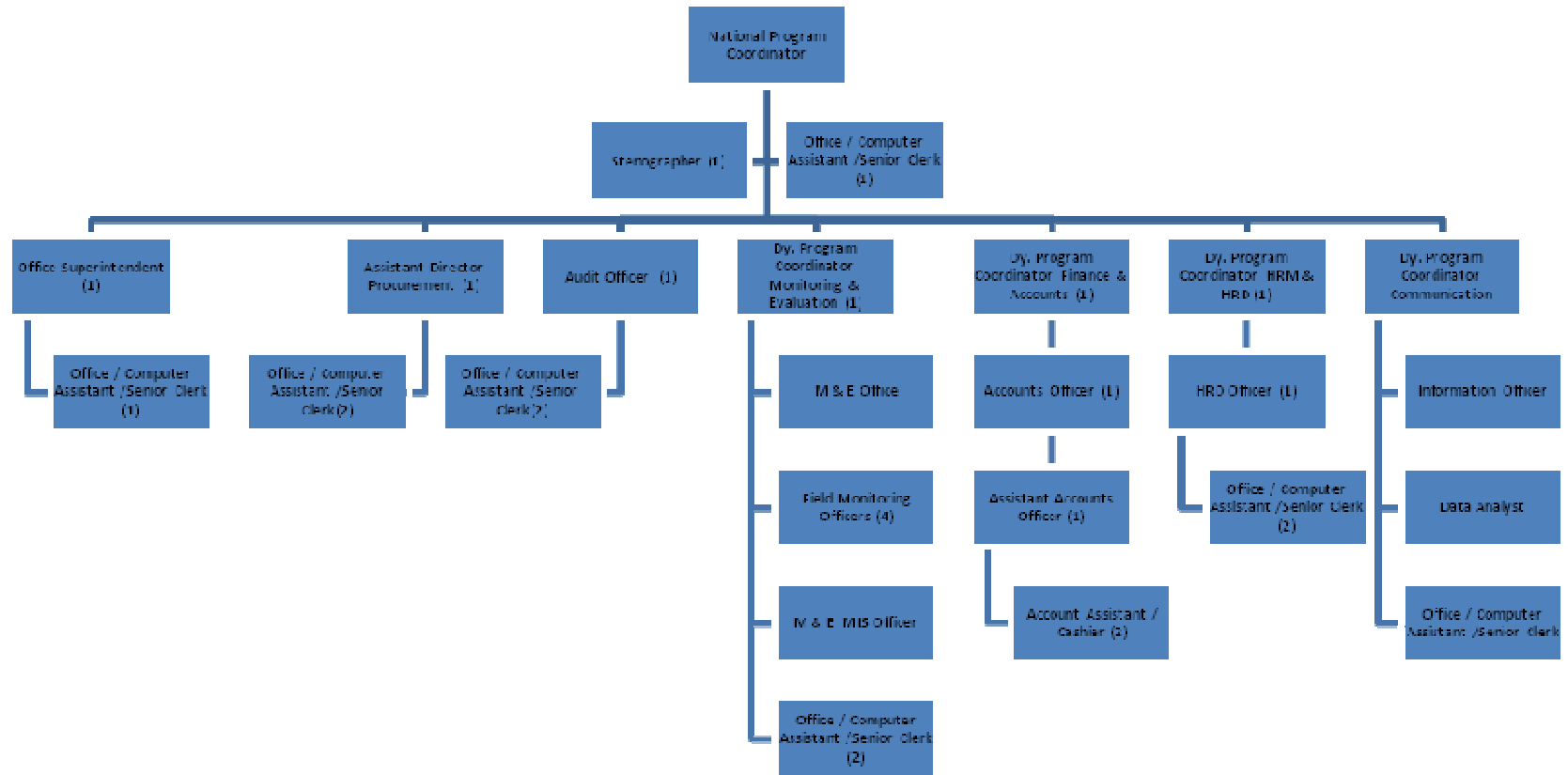
Technical Trainings (Recommended)	Cadre / Level									
	National Programme Coordinator	Provincial Programme Coordinator	Deputy Programme Coordinator	Federal & Provincial Functional Head HRD	Federal & Provincial Functional Head Audit	Federal & Provincial Functional Head Finance	Federal & Provincial Functional Head Procurement	Federal & Provincial Functional Head M & E	Federal & Provincial Functional Head Communication	Support Staff
Monitoring & Evaluation								√		√
Human Resource Management				√						
Audit					√					
Communication									√	
Procurements Processes / Guidelines			√				√	√		√
Finance for Non Finance People		√	√	√	√	√	√	√		√
Financial Reporting	√	√	√		√	√	√			√

4.11 Initial Structure of National MNCH in PC-1

The Human Resource structure according to the PC-I of the project specified the following tiers of management and associated staff positions;

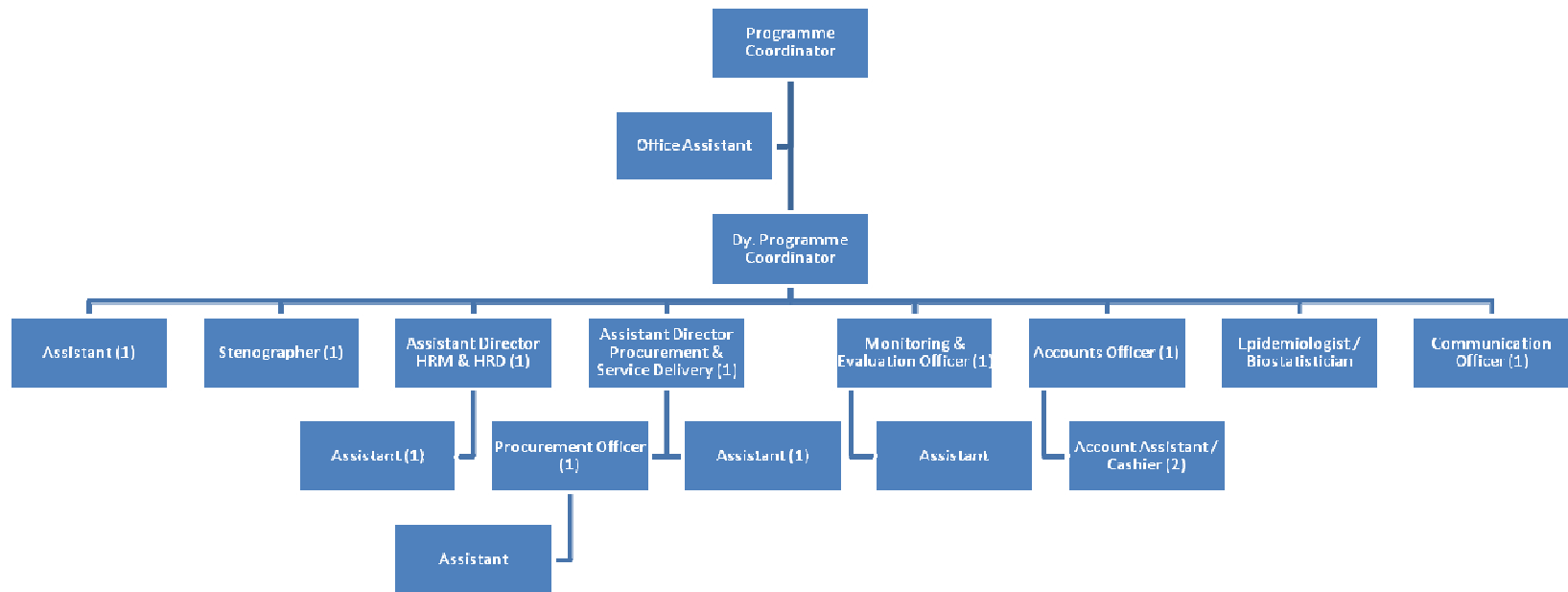


4.12 Proposed Structure of National MNCH Cell

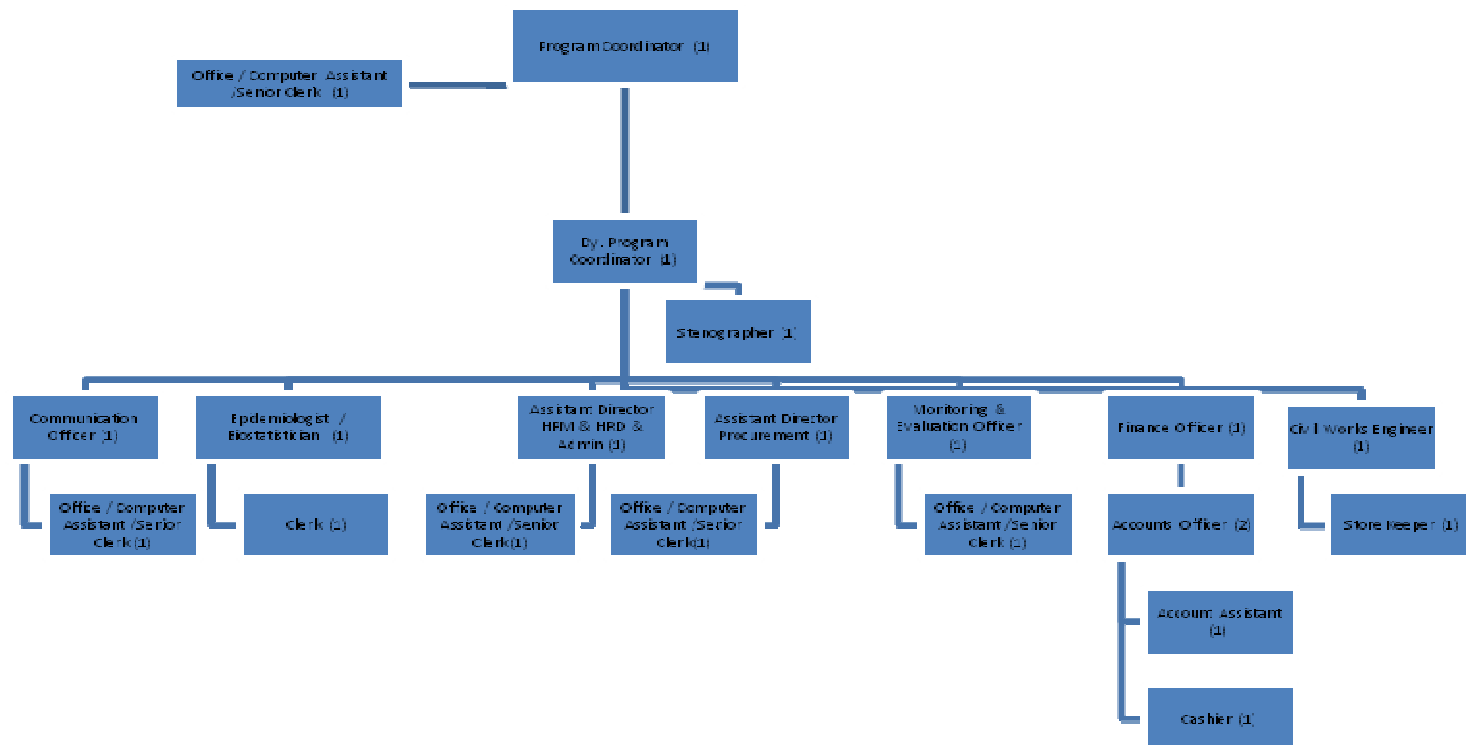


Pool: Driver, Naib Qasid, Chowkidar & Sweeper (24)

4.13 Initial Structure Proposed in PC-1 – Large Province

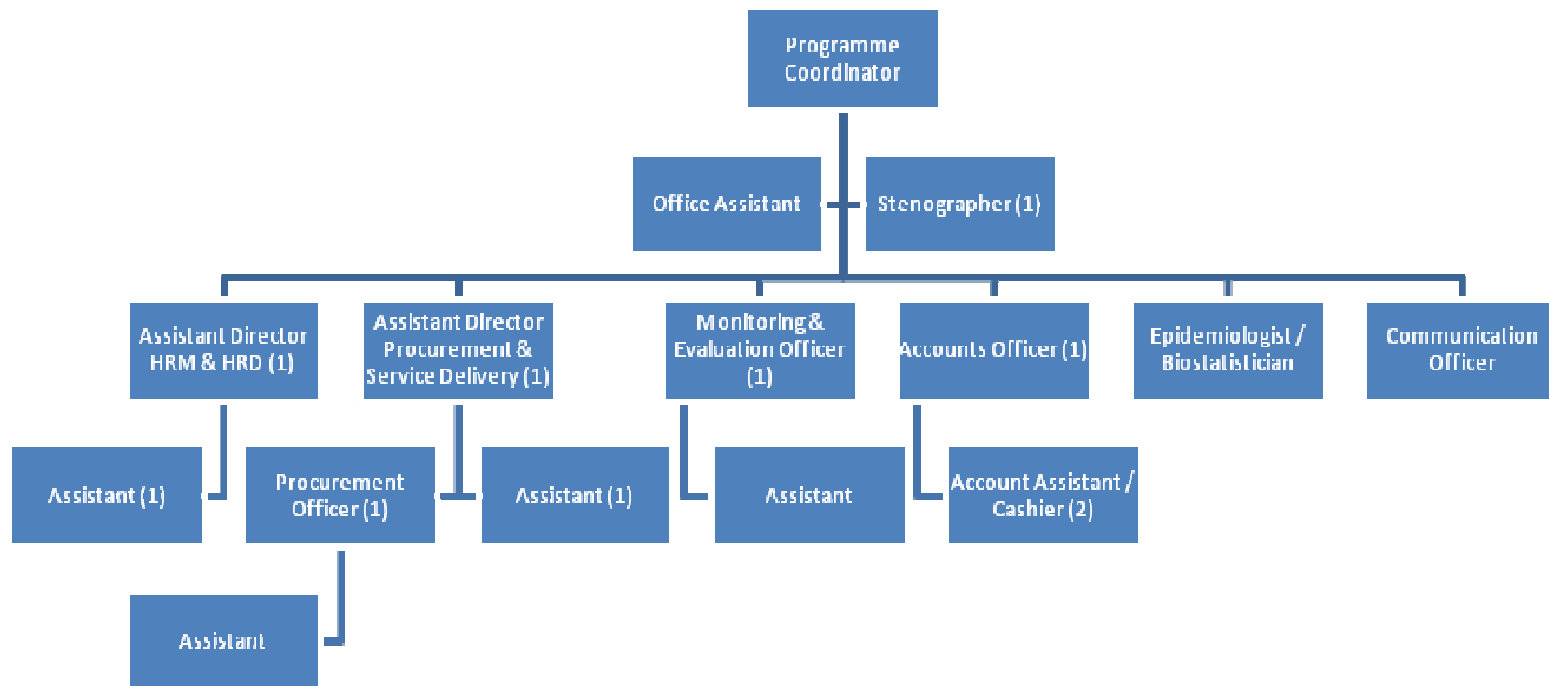


4.14 Structure Proposed for Large Provincial units

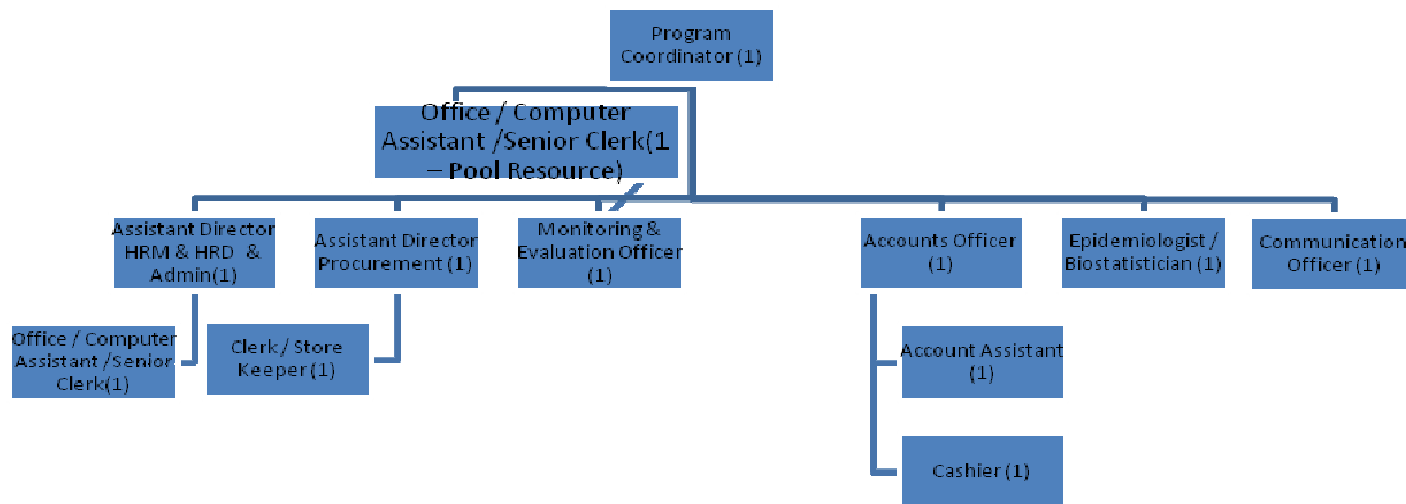


Pool: Driver & Naib Qasid (7)

4.15 Initial Structure Proposed in PC-1 – Small Province



4.16 Structure Proposed for Small Provincial units



Pool: Driver & Naib Qasid (4)

Annexure:

Annexure No 01: Federal MNCH Programme- Job Descriptions

The following areas were reviewed and a summary of each is provided as under

1.1 Job Descriptions provided in PC-1 OF MNCH

Job descriptions are designed to help articulate the most important outcomes that are required by an employee performing on a particular position. They are an integral part of the performance development planning process. Thus these are the basis for initiating a well designed outcome oriented performance culture. The job descriptions also provide a legal backing to the recruitment process and justify placement and recruitment options of particular individuals. The job descriptions within the PC-1 were reviewed as to their efficacy in imparting the goals of the project and in imparting the important outcomes required from that specific position. The PC-1 job descriptions are brief and provide a very short overview of basic responsibility along with person specification for the same.

1.2 Job Descriptions provided In HR Report-DFID July 2008

The existing job descriptions within the PC-1 were supplemented later on by DFID funded review. The resultant job descriptions were available for implementation. However, the same have to date not been implemented or endorsed by the Ministry of Health. Job Descriptions were prepared for the following positions of Federal MNCH-PIU;

- National Programme Coordinator
- Deputy Programme Coordinator (Finance and Administration)
- Deputy Programme Coordinator (Planning and Monitoring)
- Deputy Programme Coordinator (Communication and Training)
- Deputy Programme Coordinator (Service Delivery)
- Office Superintendent

- Accounts Officer
- Finance Officer
- Field Monitoring Officer
- MIS Officer
- Training Officer
- Communication Officer
- Programme Officer
- Accounts Assistant
- Data Analyst
- Computer/Office Assistant
- Stenographer

The job descriptions were based upon the following parameters;

- Job Code
 - Job Title
 - Pay Grade
 - Report To
 - Direct Reports
 - Employment Status
 - Purpose of Classification
 - Examples of Duties
 - Knowledge, Skills and Abilities
 - Minimum Qualifications
 - Date Prepared
 - Date Revised
- The review of job description shows that they have the following gaps in their basic format and structure;
 - **Basic parameters** defined for the job descriptions are according to the universally held principles and are formatted appropriately

- **Core parameters** have a number of areas missing, which makes the job descriptions less usable in terms of their applicability. The details of the missing areas is as under;
 - The job descriptions are lengthy and provide examples of duties making them extremely generic and providing no tools for control on objectives.
 - The key performance indicators are not made a part of the document of job descriptions
 - The standards of performance linking the key performance indicators to the actual target of performance are missing. The absence of the standards in a job description is a critical omission and this makes the job descriptions non specific and inapplicable in terms of the linkages to performance, pay for performance and performance evaluations. The above areas drive the performance of individuals within the programmes and their absence makes the programme less effective in delivery of its functional role.
 - The job descriptions also contain knowledge, skills and abilities segment. This segment does not provide clear and concise link to the example of duties from which the same need to have been derived.
- The concluding basic parameters have been defined appropriately and do not present any area of improvement
- **PROCESS TO BE FOLLOWED FOR JOB DESCRIPTIONS:** The job descriptions should be written by the programme unit cross functional team and the external assistance should provide guidance along the process. This will create a sustainable method of reviewing of job descriptions at later stages.
- The job descriptions after completion should be provided to the concerned employees and training on the same along with its linkage to performance evaluation should be made.

- The final job descriptions should be available with all employees of the programme at each level and should be a ready guide to be used as a live document.
- The review of performance of individuals and the incentive plan should be linked with the job descriptions

Annexure No 02: Review of Recruitment Process at Federal and Provincial units

In a previous “Organization & Staffing Report” dated, July 2008, which was funded by DFID, the recruitment process was reviewed. The present review builds on the earlier reports and provides a workable option of recruitment process which will take in to account issues communicated as hurdles in the process of recruitment by various programme units.

Recruitment process starts with the need of the organization to fill up a position for which specific deliverables are already conceptualised.

The process has the following key steps;

- Vacancy Announcement
- Receipt of Applications
- Notification to selection Committee
- Initial Short listing
- Contact with short listed candidates
- Liaison with the Selection Committee
- Interview Day / Interview
- Post Interview
- Day of Joining
- After the Joining

The base documents upon which the recruitment is pivoted are the Job Descriptions. Separate committees are formulated in the provinces for selection and recruitment of BPS 1 to 16 and BPS 17 and above. The recruitment philosophy is driven by the concept of transparency and merit. However, the review did come up with a number of grey areas within the recruitment process including a fundamental area of concern relating to political pressures in the recruitment process. Some of the gaps thus identified are elaborated below

2.1 Gaps in the Recruitment Process

The existing Human Resource available with the programme and the job descriptions / specifications does not provide a right fit in terms of placements. This indicates that at the time of recruitment certain basic criteria specified within PC-1 were overlooked.

There are a number of areas within the recruitment process which require attention. The gaps are identified with a view to be able to propose a plan which can avoid loopholes and create a more transparent system of recruitment and which also recognizes the capacity development and progression requirement of the human resource.

- Positions identified at federal level are not properly structured / aligned.
- Capacity development of the programme management at the federal level, the provincial level or for the selection committee in terms of interviewing skills has not been built. This is a major gap in the skills of the resources to be able to identify the right person for the right job.
- Certain required positions are improperly merged or not properly named/designated/identified
- There are inordinate delays in recruitment of key resources. An example in case is the vacant staff positions at the federal and provincial units.

The structure at the provincial level requires alignment with the federal programme.

- Structure;
 - The structure specifies a de centralized process of recruitment. However, without any intervention of the federal unit, there is a possibility that the process comes under pressure from vested interests. There is presence of the federal programme in the

selection committee; however, the process of recruitment is not monitored from the federal programme in any structured process.

- Roles & Responsibilities;
 - The role and responsibility in terms of which Department /Unit /person is responsible for the recruitment process has not been laid down either in the PC-1 or in any other later document. Historically this role has been taken by Provincial programme coordinators or their deputy in larger units and by one or the other assigned person at the federal level; however this is an area which requires attention.
- The authorities to Initiate, Review, Recommend the recruitment have not been specified. In this context, controlling mechanism is also lacking at the provincial level.
- Standards and time lines are not defined and the lack of these creates time lags which are counterproductive for the programme management.

2.2 Recommendations for Federal MNCH Programme in terms of Recruitment Process

- Based on the existing study and the observation mentioned in previous Para, It is recommended that the following Recruitment & Selection Structure should be adopted, keeping in view the principle of Transparency, Meritocracy, Equal opportunity and right fit.
- The programme coordinator should be the final authority in placement decisions and especially in severance of any programme staff due to non performance. The delegation of this power from the Ministry of Health to the programme shall make the recruitment, selection and separation processes more smooth and time efficient.

2.2.1 Position Identification

- Vacant position identification should be done by the concerned (national / provisional) Human Resources Management unit with due consideration to the followings;

- Approved head count according to the PC-1
- Criticality of the position to be filled
- Job description shall form a standard measure of requirement along with job specification which would point to the right fit for the position.

2.2.2 Approval Process

- Human Resource Management at the provincial and federal level, in both cases should forward the case for necessary approval by the National / Provisional Programme Coordinator to initiate Recruitment & Selection process along with the following documents;
 - Approved head count
 - Organizational structure
 - Job description and job specification
 - Justification of criticality of the position

2.2.3 Recruitment & Selection Methods

- After seeking, required approval to initiate Recruitment & Selection Process, Human Resource Management unit within the federal and provincial units shall initiate the process by the following two methods:
 - Internal (Internal Job Posting)
 - External (Other Ministries)
 - Market(where specified in PC-1)
- Internal (Internal Job Posting) should be part of the process and it should be carried out first. The reason for the internal job posting process is to provide professionals working in the provinces, an opportunity for growth and capacity development by joining the federal programme. Internal vacancy notification for the specific positions should be sent out to all units. This notification can be communicated through circular and e-mails.

- All vacant positions within the provincial management unit and the federal unit should fall under the ambit of internal job postings. The district level positions should not be placed in this category as it would lengthen the process where speedy placements are essential.
- The federal and provincial units should provide one week for internal applicants to send their applications to the respective unit for which recruitment is taking place.
- The Human Resource Management shall receive these applications and shortlist the prospective candidates for interview.
- The interview committee should be utilized for these interviews.
- Where suitable candidate is not identified through this process, the Human Resource Manager should opt for external recruitment.

2.2.4 Vacancy Announcements

- Based on the Job Descriptions and Specifications, a placement advertisement should be prepared by the Human Resource Management Unit. The advertisement ideally should cover the following information, for each of the position:
 - Name of the Position(s)
 - Major Role of the Position(s)
 - Educational and Experience requirements for each position
 - Other Skills and competencies requirement for each position
 - Closing Date (At least 15 days after the publication date)
 - Contact email and post office box number for applications receipt. In no instance should the name of the organization appear in the print media as it generates a number of pressure groups and can undermine the recruitment process at its initiation.
 - Contact information in case of any questions.
 - Any other instructions such as a request to have the email address and the cellular number of applicants for further contact
- The advertisement should be placed in the national (all major English / Urdu dailies) preferably in Sunday Edition, and also be placed on the website of the

Ministry of Health, with a prominent link on the main page but without mentioning the organization specifically.

The above mentioned process can be followed for key positions as well as support positions but these should be clubbed together for cost effectiveness

2.2.5 Receipt of Applications

- All the applications should be received (through surface or electronic mail) by the Human Resource Management department. Date of receipt should be recorded and in no case should the end date of application receipt be overlooked.
- Initial short listing should be taken up by the designated employee of Human Resource Management. There may be a number of applications not fulfilling the basic criteria. These should be weeded out at this stage and the best fit applicants should be listed .Only the information regarding short listed process should be shared with the National programme coordinator as well as the Provincial programme coordinators .The short listing process should be recorded and put in to confidential files. The record of all received applications and the process should remain on record for the duration of the project for monitoring purposes.

2.2.6 Notification of the Selection Committee

- A Selection Committee should be formed in writing and notified by the Human Resource Management. The membership of the selection committee may include the following: as a minimum:

Table 2.2.6.a: Interviewing Committee

Post / BPS1- 17 and Above	Committee Members
National Programme Coordinator	<ul style="list-style-type: none"> - Federal Secretary Health - Director General, Health - Human Resource Management(observer/ Facilitator of process)
Provincial Programme Coordinator	<ul style="list-style-type: none"> - National Programme Coordinator - Secretary, DOH - Human Resource Management
Deputy Programme Coordinators (Federal-PIU)	<ul style="list-style-type: none"> - Secretary Health - National Programme Coordinator - Human Resource Management
All Others (Federal-PIU)	<ul style="list-style-type: none"> - National Programme Coordinator - Respective Deputy Programme Coordinator - Human Resource Management
Deputy Directors (Provincial MNCH Cells)	<ul style="list-style-type: none"> - Secretary, DOH - Provincial Programme Coordinator - Human Resource Management - Representative of federal programme
All Others (Provincial MNCH Cells)	<ul style="list-style-type: none"> - Provincial Programme Coordinator - Unit Deputy Director - Representative of federal programme - Human Resource Management

- In all committees the Human Resource Management would be placed as committee secretary and custodian of records.
- The short-list at a minimum, should include the following information:
 - Name
 - Application # and date received
 - Position applied for

- Education
- Summary of prior experience
- Other qualifications
- Ideally for each senior position there should be a minimum of four candidates. This would provide ample room for the committee to assess and come up with the best fit.
- There should be a certificate placed on record in all recruitment cases from the committee secretary for adherence to selection and recruitment process compliance at this stage.

2.2.7 Contact with the Short-listed Candidates

- After the short-listing, Human Resource Management should liaise with members of the selection committee to fix the date of the interview. All the short-listed candidates should be sent a written letter through the email/reputed courier company.
- Interviews should be scheduled with a minimum 60 minutes gap for NPC and PPC positions and 30 minutes for all other positions and candidates should be directed to strictly adhere to the specified timings. Three days in advance of the interview date, the administration department will confirm the interview meeting through personal telephone calls to all of the short-listed candidates.
- The candidates should be advised to bring the following documents at the time of interview;
 - Identity cards
 - Original documents and degrees
 - Last pay slip of present employer
 - NOC in case of government employees

2.2.8 Liaison with the Selection Committee

- The committee members should be trained in behavioural interview training skills initially.
- The details of the short listed candidates should remain confidential and the resumes should only be provided to the committee members at the time of interview along with job descriptions and specifications.

Note: Continuous follow-up would be required with the members of the Selection Committee to ensure their timely availability for the interview.

2.2.9 Interview Process

- The interview should be properly spaced out for key positions in the provincial and federal units. The confidentiality should be ensured and candidates should not be allowed to interact with each other. The designated receiving officer from Human Resource management should verify that the candidate present is indeed the person who applied for the position and all documents tally with the C.V of the prospective employee.
- Interviews should be conducted according to the structure of behavioural interviews and evaluations should be recorded at the close of interview individually. The data should be collected by the Human resource management and the same should be collated and recorded immediately.

The selected and second possible candidate should be confirmed at the conclusion of the interview time and the same should be recorded and handed over to Human Resource Management or the designated employee.

The offer letters and other formalities should be handled by Human Resource Management unit. The offer letters should be signed by the National Programme coordinator.

Annexure No 03: Proposed Ideal Structure in case PC-1 can be amended

The long term perspective may also be able to incorporate changes which can be made to the PC-1 document after due approvals. As the duration of the project is nearly half way through, so any structural change should not take more than three months to be put in place. In a scenario where the PC-1 can be re designed, there is a possibility of a best case scenario which is presented hereunder;

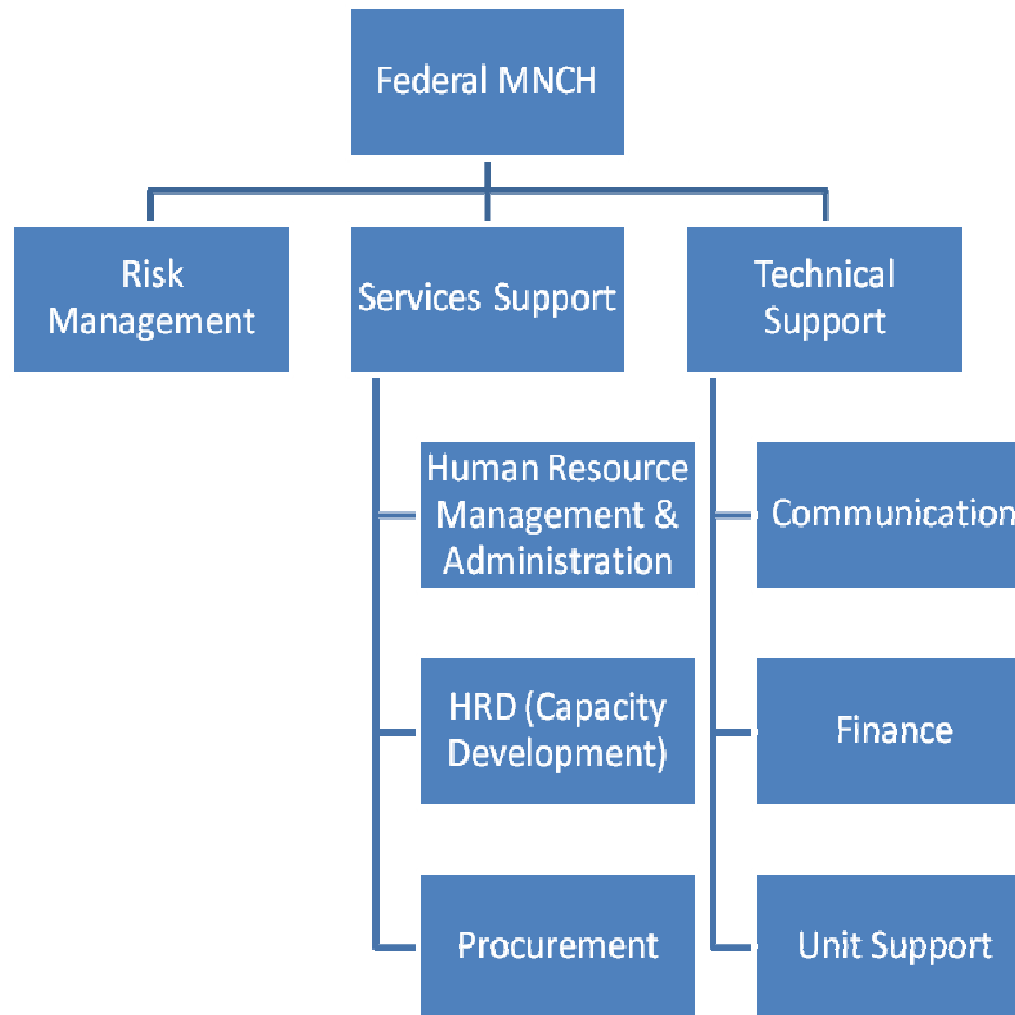
3.1 Federal Programme value addition

- Strong technical and services support (Provide advisory services to the provincial units on technical and administrative issues)
- Strong Monitoring and evaluation Mechanisms

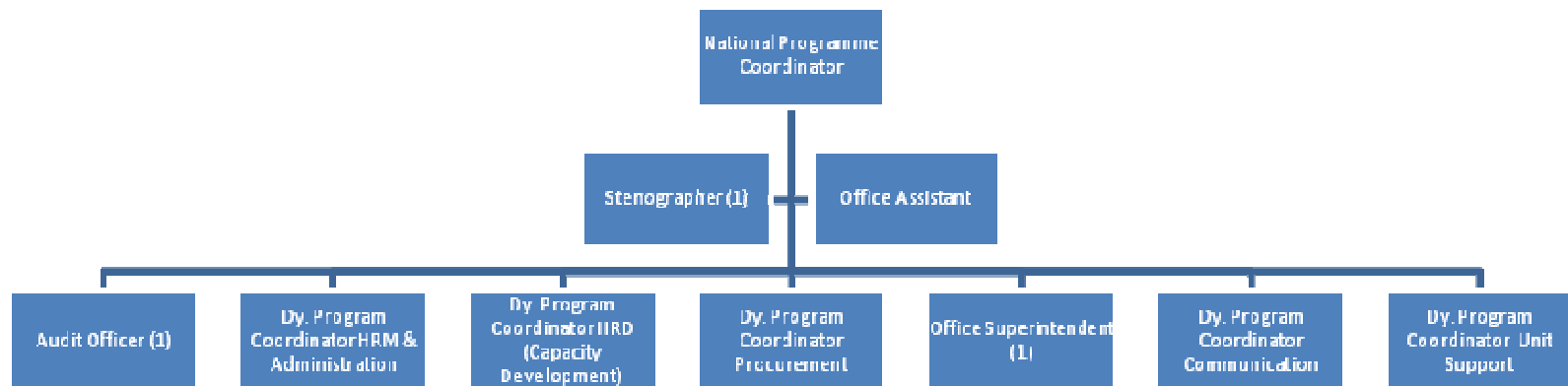
The objective of the value addition is to create a strong centre of the programme at the federal level and empower the provinces with effective mechanisms to evaluate the provincial programmes on an ongoing basis. The devolved system of management can only be effective if the centre provides adequate and effective technical and service support augmented by a vibrant monitoring and evaluation system. The checks and balance creation is a pivotal focus of such management measures.

3.1.1 Proposed Structure

Elaboration of Federal Structure 1-1



3.1.2 Ideal Federal MNCH Structure



3.1.3 **Services Support**

The support to the provincial units in terms of service delivery can be bifurcated and functionally aligned by segregating;

- **Training**
 - The training component in the federal unit should aim to provide the strategy for each year in terms of the training cycle.
 - The programme unit at the federal level requires to be able to support all training design areas and ensure compliance to training strategy
 - This component should also be able to provide direction to the provinces on nominations of appropriate human resource
 - The training effectiveness and the efficacy of training programmes and post training improvement in skills to be monitored and evaluated by this unit.

- **Administration**
 - This segment should provide logistics support to the provinces
 - The overall administration of the federal programme falls under the ambit of this segment.
 - The maintenance of properties shall also be a part of the administration along with maintenance of all record of assets

- **Finance**
 - The primary function of the Finance at federal unit should be bifurcated in to provision of timely financial support and funding to the provinces as well as budget making support. This includes not only timely allocation of funds to the unit but also timely delivery of financial disbursements.

- The financials aspect of the whole programme to be handled by this unit.

II. **Human Resource Management**

- The whole ambit of Human Resource management from recruitment to retention and release to be the responsibility of this segment
- The primary role for the Human Resource management to encompass for the federal unit
 - Recruitment and Selection
 - Performance Management System
 - Compensation structure
 - Rewards and Recognitions
 - Release, transfers and separations

3.1.4 **Technical Support**

- **Communication**
 - Communication has to be recognized as a separate and technical function requiring the expertise of resources trained to deliver the most for any programme. The primary responsibility of this unit shall be to provide a strategy and policy framework to the federal and provincial units for conducting all types of communications. This would include written communication as well as print and media communication and all community communication plans. This unit is to provide the guiding lines, where the provinces are to follow the guidelines and utilize the expertise of the federal unit in implementation.
 - The type, mode, media and channels of communication are to be identified by this unit for the federal as well as the provincial units. A strong

framework of guidelines on all types of communication to be provided by this unit to the provincial units for implementation

- The branding of the programme to be carried out by this unit. All materials, including written communication guidelines, fonts, formats, to be provided by the federal communication unit to the provinces for implementation and utilization. This shall bring uniformity in the types of messages sent out to stakeholders as well as provide a standardised method of conveying messages.

- **Unit Support**

- a. This unit is to liaison with the technical coordination committee and collect information and materials for which support of technical coordination committee may be sought
- b. The technical support of all provincial units in terms of deliverables is to be provided by this unit

- **Procurement**

Procurement should be the sole responsibility of the federal unit as a structured procurement can provide savings not only in terms of economies of scale but also in terms of quality assurance and standardisation. The procurement specialist at the federal unit should be able to have the procurement cycle defined in such a manner that the procurement and supply of items to respective provinces and districts is made according to a well laid out plan which does not require store keeping at the provincial level. Moreover, procurement guidelines are followed for quality assurance checks which shall be the responsibility of the respective districts and provinces in line with the guidelines provided by the federal programme.

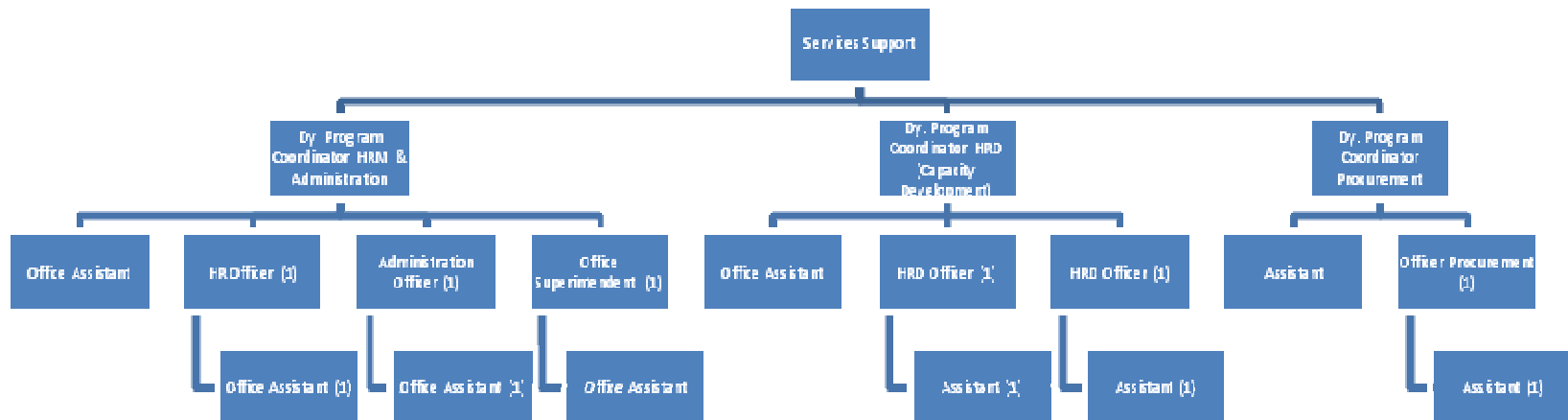
- Pre qualification of manufacturers and firms before bidding process to be initiated
- Compilation of requirement of procurement for each year after taking consultation from the provincial programmes.
- Review and adjustment of procurement requirements of the provincial units.
- All procurement for the following
 - Drugs and medical supplies
 - One supplier procurement
 - Imported procurement
 - Other stores procurement
- Creation and application of Procurement guidelines and their dissemination to the provinces

3.1.5 Risk Management

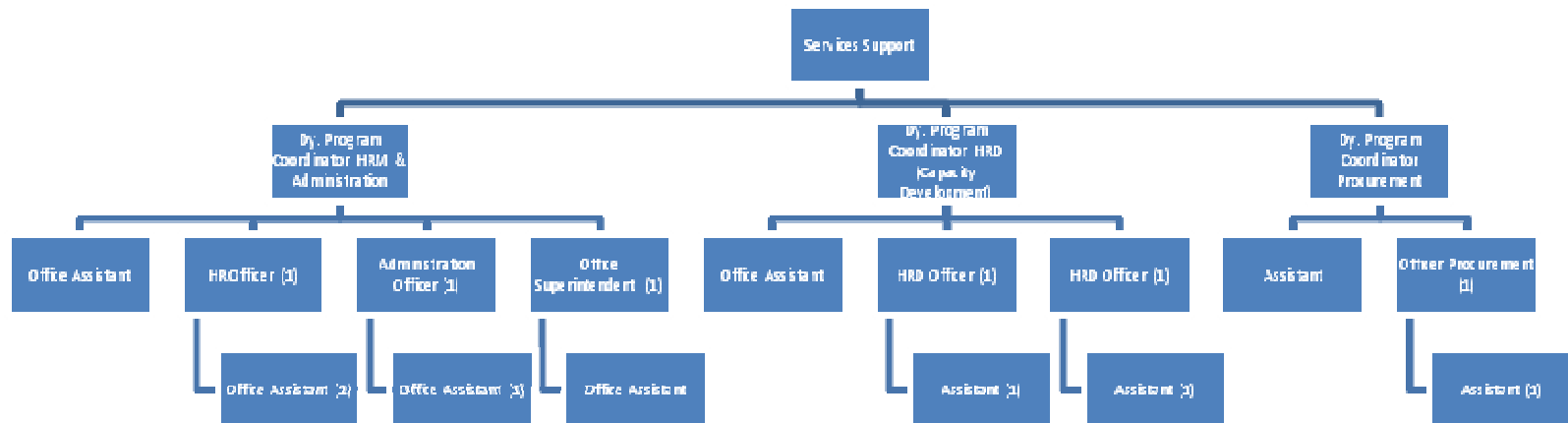
This unit should ideally have separate reporting line to the D.G Ministry of Health .The unit should be located within the federal programme with the following areas as their core responsibilities

- Pre audit and financial monitoring of provincial units
- Monitoring and evaluation of programmes on administration and human resource management
- Monitoring and evaluation of operations
- Monitoring and evaluation of procurement procedures and guideline application
- Evaluation at the federal and provincial units
- Evaluation of compliance to standards and SOPs as provided to the provincial units by the federal programme

3.1.5.1 Ideal Services Support Structure



3.1.5.2 **Ideal Technical support Structure**



3.1.5.3 Ideal Risk Management Structure



Annexure No 04: Approved Federal PC-1 Headcount & Vacant Positions

S. No	Designation	BPS	Total No. of Approved Positions	Vacant Positions
1.	Programme Coordinator	Market Salary	1	0
2.	Deputy Programme Coordinator	19	4	1
4	Accounts/Audit Officer	17	2	0
5	MIS Officer	17	1	1
6	Information Officer	17	1	0
7	Field Monitoring Officer (at provinces)	17	4	3
9	Office Superintendent (protocol)	16	1	0
10	Assistant Account Officer	16	2	0
11	Stenographer	15	1	1
12	Office/ Computer Assistant/senior clerk	12	9	0
14	Account Assistant/Cashier	12	5	3
15	Driver	4	9	2
17	Dispatch Rider	4	2	0
18	Naib Qasids	1	9	1
19	Chowkidar	1	2	0
20	Sweeper	1	2	1
TOTAL			55	16

Annexure No 05: Approved Province wise PC-1 Headcount

S. No	Designation	BPS	Punjab	Sindh	Baluchistan	Khyber Pakhtoon Khwa	FATA	AJ & K
1	Programme Coordinator	Market	1	1	1	1	1	1
2.	Deputy Programme Coordinator	19	1	-	-	-	-	-
3	Communication Officer/Health Education	18	1	1	1	1	1	1
4	Programme Officer MCH	18	-	-	-	1	-	-
5	Assistant Director MNCH	18	2	3	2	2	2	2
6	Epidemiologist/ Biostatistician	Market	1	1	1	1	1	1
7	Finance Officer	18	1	1	1	1		
8	Monitoring & Evaluation Officer	17	1	1	2	1	1	1
9	Accounts Officer	17	2	2	2	2	1	2
10	Stenographer	15	1	1	1	1	-	-
11	Office Assistant/ Computer Operator	12	6	6	6	6	2	3
12	Clerk/Cashier	12	2	2	2	2	2	2
13	Account assistant	12	1	1	1	1	1	1
14	Driver	4	4	4	4	4	2	2
15	Naib Qasids	1	3	3	3	3	2	2
TOTAL			27	28	27	27	16	18

Annexure 06: Recommendations

Table 3.a: Priority Table

TASK	TIME LINE (180 Days)
Separation of all resources from the federal programme	10 Days
Recruitment of key positions at the federal and provincial programme units	30 Days
Placement of corresponding technical assistance to support the federal and provincial programme units in areas of technical expertise	10 Days
Placement of the resources at the federal programme unit and formation of a Technical strategy overview committee along with a business process improvement committee.	20 Days
Segregation along functional lines of the federal and provincial programme units' structure	10 Days
Creation of Job Descriptions	30 Days
Support Staff Pool Creation & Separation of Services	10 Days
Designing of HR Processes (Performance Management System)	30 Days
Designing of Training Strategy and IT Systems	30 Days
On going Capacity development initiatives	Ongoing Process

Annexure No 07: Acronyms

ACRONYM	ELABORATION
MNCH	Maternal, Newborn and Child Health
MOH	Ministry of Health, Pakistan
CMW	Community Midwife
PC-1	Planning Commission – Performa 1
DDHO	District Coordinating Officer
WHO	World Health Organization
EmONC	Emergency Obstetric and Newborn Care
MDGs	Millennium Development Goals
FATA	Federally Administered Tribal Areas
IMNCI	Integrated Management of Newborn & Childhood Illness
TA	Technical Assistant
AJ & K	Azad Jammu Kashmir
IMNCI	Integrated Maternal Newborn and Child Health
BPR	Business Process Re-engineering

