

**Final results of functional analysis
in the
Department of Planning and Health Information
(Ministry of Health)**

June 2003

**WHO
Ministry of Health**

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1. Executive Summary

As part of its work to strengthen personnel management the Personnel Department , Ministry of Health supported a process of functional analysis in the Planning Department. Data for FA was collected from Planning Department staff during a number of meetings, from technical advisers working with the Planning Department and from secondary sources. The Planning Department has considerable capacity and is the led department in health sector development. .

The analysis noted a change in the Planning Department’s management structure to line management. It identified the need to review the current management roles so that the department gains the benefits of “line management. A review of the allocation of some roles and functions for the HSSP is also advocated. Some of the management roles in the HSSP are incongruent with existing departmental management roles.

FA found that work in the Planning Department is organized through an ad hoc”, events focused approach to This approach can be useful in some settings with highly trained, highly paid and highly motivated staff but in the Planning Department it actually de-motivates staff and fails to develop skill and capacity.

A more forced coordinated approach to organizing the work of the planning department and the tasks in the HSSP is advocated. A number of approached to achieve better organization are suggested they include:

- clearly defining and focusing the work of each bureau, reallocating staff to bureaus according work requirements, developing the skills of staff in each bureau so that they do the work required and allocating work to allow staff to practice their skills
- making it clear who is responsible for delegating “demand driven” work from all sources so that work is allocated in a way that builds expertise and skills in a greater number of staff
- developing the necessary skills among senior manages to adopt a team approach to managing/organizing the department's work.

FA also identified a gap in critical personnel management functions. A review of the role and function of Deputy Directors, Bureau Chief and Vice Chief is advocated focusing particularly of the personnel management role of monitoring staff performance, developing staff and providing support and supervision.

The staff in the Planning Department identified three main areas of work (posts) - policy analyst, policy and planning officer and administration assistant. These posts should form the base for individual job descriptions for all staff. Individual job descriptions are important in the Planning Department because all staff are receiving some form of salary supplements. Job descriptions will allow their performance to be monitored.

It was not possible to identify establishment (the number of staff needed to do the work required). Few staff were able to define work functions, that would fill half a working day although most attended work regularly. However, the Bureau of Information does seem to be overstaffed, in relation to the other bureaux and the bureau output. Data collected did allow the allocation of staff currently employed to the new posts

- 3 policy analysts
- 17 Policy and planning Officers
- 6 Administration assistants

Overtime if stronger employment policies are applied the establishment will be “right sized”.

Functional analysis suggests that there is considerable human potential that is underutilized in the Planning Department. There has been a significant investment in knowledge but additional investment is needed in developing practical skills especially in policy development and in providing staff the opportunity to practice the application of knowledge over time in an enabling and supportive institutional environment. A “fast track” personnel management strategy is suggested that would include a contractual arrangement between the Vice Directors and some staff to achieve specific development goals. Fast tracking should aim specifically to ensure a clearly defined number of staff could function at policy analyst level within a set timeframe.

Two other issues effecting efficiency were identified, one related to the rationalization of field work and attendance at workshop, the other to bureaucratic procedures.

Recommendations

1. The overall role of the Planning Department be reviewed to include all key roles and functions
2. The allocation of roles and functions for the HSSP be reviewed so that the MoH builds on experience of staff in all departments and allows staff in the planning department to focus on the “core functions” of the department
3. Consideration be given to reviewing the roles and staff mix in each bureau so that work is allocated evenly among the bureaus the work for each bureau is more focused .
- 3.4. The Planning Department documents how it will implement line management. The implementation be reviewed after a year and, if successful, lessons learned be used to introduce line management to other departments.
- 4.5. The role and function of the Vice Directors be reviewed and functions such as staff coaching, support, supervision and performance monitoring become institutionalized functions of the Vice Directors
- 5.6. Posts descriptions be prepared for the three posts identified and used as a base to prepare individual job descriptions for all staff members
- 6.7. Staff establishments be determined overtime by careful employment practices
- 7.8. An investment be made developing practical skills in policy development to complement the investment already made in developing staff knowledge
- 8.9. A way work is organize be changed so that structured teams focus on a specified area of planned work taking into account work that is funded from external
- 9.10. In the spirit of “line management “ the Planning Department adopts a stronger team approach to management using the DFID leadership development programmed to support its efforts if needed.
- 10.11. The Director and Vice Directors meet weekly for the specific purpose of organizing the departments work, joint problem solving and decision making
- 11.12. A "fast track" goal directed staff development strategy be initiated to build the capacity of selected staff

2. Introduction

The Council of Administrative Reforms advocates functional analysis as a tool to improve the effectiveness and efficiency of the public sector. In 2001, the Personnel Department, Ministry of Health, started a process of functional analysis in a number of units as a step toward improving personnel management in the public health sector and to strengthen the capacity of the health sector to meet the health needs of the people of Cambodia.

This paper reports on the initial results of functional analysis (FA) for human resources in the Planning Department Central Ministry of Health . It provides a brief background on functional analysis in the Ministry of Health, explains the method used to collect data, reports on the findings, discusses issues arising from FA, and makes recommendations for further work.

The purpose of functional analysis (FA) for human resources is to:

- Identify the current and future roles and functions of the organization;
- Identify training and skills needed to fulfill current and future roles;
- Group staff with similar roles and functions and define the work they do;
- Provides information to prepare post description for each group (or post) so that staff have a clear understanding of what is expected of them; and,
- Identify other personnel management and institutional development issues arising from the analysis

Functional analysis is about improving personnel management by:

- having the **right** people
- doing the **right** job
- in the **right** numbers

The analysis in this report is based on information shared by staff in the Planning Department at two meetings a review of the allocation of tasks for the HSSP and input from Technical Advisers working with the Planning Department.

The Planning Department has considerable capacity and has been the led department in the health sector development for the last 6 years. With the advent of the HSSP the planning department identified the need to clarify its roles and functions more clearly.

3. Background

Functional analysis is a process of collecting and analyzing data about the work people do so that we can be sure the right people are doing the work needed to meet the goals of the Ministry of Health as efficiently and effectively as possible. In other words, it is about having the right people in the right job in the right numbers.

The expected outcome of functional analysis in the short term is that all staff will have

post descriptions so that it is clear to each individual staff members what is expected of them. Some staff , especially those receiving salary supplements should also have individual job descriptions which will provide the bases for monitoring their performance.

In the long term, it is expected that revised personnel procedures will ensure that staff will only be employed when there is a post with clearly defined tasks and that that post contributes to achieving the overall goals of the unit concerned.

The Personnel Department, Ministry of Health has developed tools for collecting, processing and analyzing data for functional analysis, with assistance from WHO. The Personnel Department advocates full involvement of all staff in the functional analysis process. An external facilitator facilitated the data collection for FA in the Planning Department.

4. Method of collecting data for functional analysis

In the Planning Department a modified procedure was used to collect data. Usually data for functional analysis in non-patient (or back offices) is collected through group “brainstorming” sessions and individual interviews. However, lessons learnt from functional analysis at provincial health departments and operations district offices found that completing individual questionnaires is time consuming and the quality of the data collected is questionable. In place of individual interviews Planning Department staff were asked to fill in a form estimating the time they spend on each function. While this approach did not provide detailed quantitative information it gave an estimate of whether or not there was “free” capacity in the planning department or if the capacity is stretched.

Once the data is collected it is collated and analyzed. Input is sought from any technical advisers involved in the work area under study. An interim report is then prepared for further discussion with the senior staff in the unit concerned before the final report is completed.

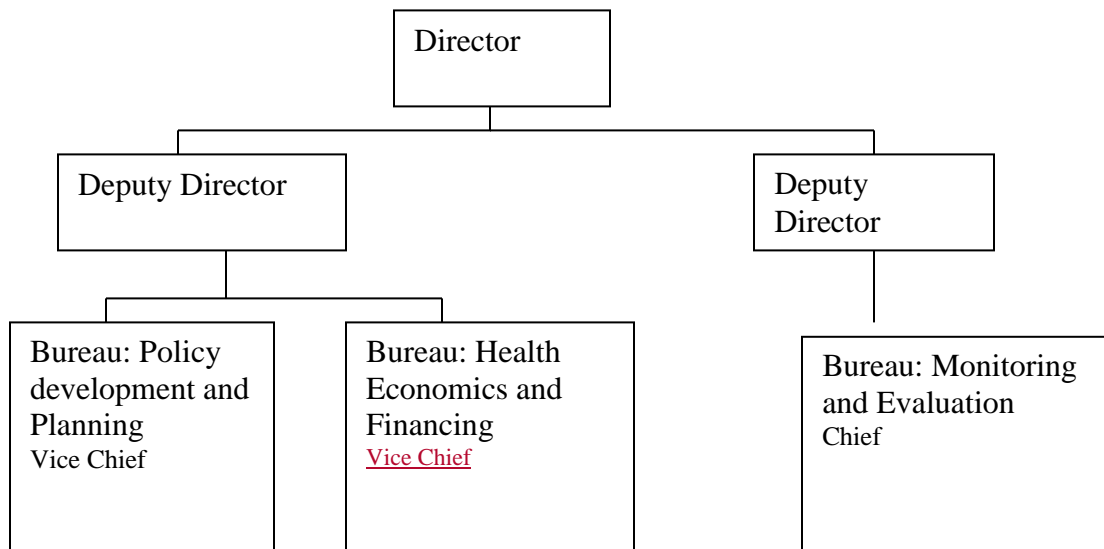
5. Findings

5.1 Organizational structure

Two organograms were provided for analysis. One signed April 2002 had one director and one deputy director. The Director appeared to have three-bureau chief (or Deputy Chief) reporting directly to him. The Vice Director had a functional/advisory role.

The most recent organogram (see below) has two Deputy Directors each with line management responsibilities.

Organigram Planning Department



5.2 Overall role of the planning department

The overall role of the Ministry of Health and its departments, as specified in the guidelines for the development of operational districts, is to support the provinces by:

- defining health policies and strategies
- national planning and support to provincial planning
- monitoring and evaluating policies and plans
- training senior staff
- allocating and mobilizing additional funds
- support to provinces and districts to implement policies and plans and deliver services
- research, legislation and coordination of health activities and external aid resources

5.3. Specific roles and functions

Table 1 shows the current key functions identified by staff in each bureau in the Planning Department .

Table 1: Key functions of the Planning Department/Bureau

Bureau of Policy Development and Planning

Key functions
Provide guidelines and support to PHDs for developing annual implementation plan
Review and develops policy, plans and guidelines related to health sector development in coordination with other bureaus in the dept
Provide assistance/support and input/review to other depts and national programmes in developing policy, strategy and guidelines, -checking stats on national budget planning, with Dept of Finance
Participates in project review, planning of other technical department and NGOs
Liaison with donors, partners and other ministries
Disseminating policy and guidelines to the provinces
Prepare speeches for Minister
Field visits – on request from PHDs
Producing work plans and budgets for the Planning Dept
Attend international conferences
Prepare/maintain MoH website
Prepare annual reports and technical documents for Health Service Congress
Planning ToTs for PHDs
Administration, requesting office supplies for dept from Admin and Finance, filing
Preparation/logistics for HSSP

Bureau of Health Economics and Financing

Function
Monitor quarterly reports from referral hospitals (User Fees schemes) Field visits to supervise user fees schemes (via PHDs, sometimes ODs) Routine visits and on request (problem solving) Assess new user fee proposals Analyse User Fees data to Collect quarterly reports on user fees schemes from PHD, and enter data assess access to health services for poorer people Training on monitoring forms for new User Fees schemes
Organise health insurance working group document work on health insurance pilot (as part of developing policy) and Equity Fund. Incs. running workshops, collecting best practise. Developing policy and strategy on health financing issues
Filing
Give input to Bureau of Planning Comment on documents for director (social issues, e.g. public expenditure review) Costing / data collection (to send to WHO) Liase with ADB and other partners on contracting in/out pilots Commissioning research on health seeking behaviour (only done once so far)

(Monitoring and evaluation)

Function
Secretarial support / coordination of Dept budget plan
Send monthly health stats to national programmes
Produce logistic report for dept – annual inventory and monthly stationery requests, plus distribute stationery
Provide basic info to DG of Finance and Admin – stats, personnel info Respond to ad hoc requests for data and prepare reports Send ad hoc patient stats report to finance (response to requests)
Admin – order supplies Filing / admin on behalf of director Filing for personnel issues (collect evaluation forms – analysis/decisions from SMT; hand out leave request forms. Individual . Staff are responsible for getting form signed by Bureau chief, Dept Director, Director General and Minister.) Management of Dept. equipment
Data entry / check computer data against written reports and question validity Field supervision of data collection (routine) Collating data from PHD reports PHD-level training on using data entry / data for planning Maintain database
Supervision of GIS software (installation and training)
Produce annual health statistics report
Analyse patient coverage (per OD and PHD), collect morbidity and mortality stats
Data collection spot checks (not as part of routine supervision; in response to problems identified)
Dissemination of DHS during PHD trainings)

In addition to the current functions senior staff identified a number of new future functions these are listed in table 3

Table 3. Additional future functions

Monitoring sector performance Providing effective feedback to PHDs and national programmes Reviewing monitoring framework / developing indicators Data analysis Reviewing information systems to ensure data needed for monitoring is available Linking data analysis to health service implementation; Taking the initiative to suggest ways of improvement Commission and coordinate surveys TA into research design
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In addition, new tasks have been assigned to staff in the Planning Department arising from the Health Sector Support Project supported by the World Bank , DFID and the Asian Development Bank . These tasks include:

- health infrastructure development and maintenance;
- the development of a legislative and regulatory framework; and
- resource management .

The “core work” of the Planning Department currently is: annual planning; policy advice and support to the Minister and other senior officials; the management of the HIS; project management; donor collaboration; and development work such as financing policy and health sector development. The development work is generally linked with donor

funding.

The Monitoring and Evaluation Bureau currently is mainly involved in administrative functions , data collection and, entry and processing functions.

Time spent on analysis appears to be limited. The role of the Bureau of Health Economics, as its title suggests, is limited to developing and monitoring health-financing schemes although it does perform some functions related to donor co-ordination. There may be some value in expanding the role of the Bureau of Health Economics to focus on broader policy issues, as all policy issues should take into account funding and economic issues.

The Policy Development and Planning Bureau has a broad scope of functions related to both planning and policy, development. Some desegregation of these role and allocation of policy functions to the Bureau of Health Economics and Financing may result in a more even distribution of work among the bureaus.

Most future functions of the Planning Department are related to monitoring and evaluation. These functions will require a different level of skill. This requirement has implications for staffing in the Bureau of Monitoring and Evaluation Bureau.

Some of the functions carried out by the Planning Department are not identified in its overall role. Providing technical advice (speeches, briefings, accompanying to meetings etc) to the Minister of Health and senior officials is an important role that is omitted. This important role should not be under-stated . A revision of the overall role of the Planning Department is warranted.

The reviewed role could read: It may read

The overall role of the Planning Department is to:

- provide technical and policy briefings on sector development and financing, to the Minister of Health and other senior officials
- co-ordinate, facilitate and support sector wide planning at all levels
- develop policy, strategies, legislation and guidelines related to overall health sector development
- monitor and evaluate the implementation of sector plans, polices and guidelines
- provide reliable data to inform policy and, monitoring
- co-ordinate sector wide management through donor co-ordination, negotiation and support

The role of the Director appears to focus on donor/project support and management, whereas the role of the Vice Director's focus mainly on technical functions such policy analysis work, however, Vice Directors also distribute work, sign holiday request forms, and assign staff to field-based missions.

The role of the Bureau Chiefs and Vice-Chief is unclear. They appear have some basic administrative functions in addition to some technical planning/policy functions. Work is allocated to staff through a number of people, Vice Directors, Bureau Chief, other senior

managers from within the MoH often on request of donor agencies, technical advisers and other government departments..

Staff are often left without clear tasks and functions and it appears that existing skills and knowledge are not always being used effectively.

Overall there is a lack of personnel management functions in the Planning Department . It is unclear who is responsible for staff supervision and other “personnel management ” functions such as monitoring staff performance and attendance and staff development. This deficit may arise from lack of knowledge on personnel management or a lack of general awareness that staff need active management i.e. development, supervision and performance review. (see annex 3)

There is a need for increased and active personnel management functions in the Planning Department

5.4 Posts

With the exception of the Director, Vice Directors, Bureau Chief and Deputy Bureau Chief the current post titles (or categories of staff or positions) in the Planning Department relate to the professional qualifications of the individual in the job i.e. doctor, medical assistant, pharmacist, nurse. There is also a general post of “staff” that is applied to all non-health professional staff.

The current posts have limited use in describing the work actually done by staff in the Planning Department. During functional analysis, the Planning Department grouped staff doing similar or related functions and assigned them a post title. The Planning Department had little difficulty with this task demonstrating that there is a clear view of what has to be done.

Three key posts were identified for the planning department -policy analyst, policy and planning officer and administrative assistant

The posts identified and main functions to be carried out by incumbents in each post are:

1- Policy Analyst (very technical/complex work)

Functions

- Report writing / high level briefings
- Monitoring sector performance
- Analysis and interpretation of info; developing policy/planning recommendations
- Policy development
- Summary and analysis of documents including NGO proposals.

- Contributing ideas / advice to other Departments or Ministries
- Negotiation
- National and international level presentations, briefings, recommendations

2. Policy and Planning Officer (Quite technical and complex work)

Functions

- Collecting specific data and supplying / summarising information in response to specific requests
- Financial data collection
- Providing technical advise to PHDs
- Field-based supervision
- Day to day liasing with partners (inc. attending donor meetings and conferences)
- Workshop facilitation and planning
- Commissioning / coordinating surveys / evaluations

3 Administrative Assistant (Basic administrative work)

Functions

- Filing
- Equipment maintenance
- Ordering supplies
- Sending out information/getting signatures
- Providing secretarial support

Establishment

With the exception of the Director and Vice Directors few staff are able to define work functions, which would fill half a working day, yet it appears that most staff within the Planning Dept do attend work regularly.

The- Monitoring and Evaluation Bureau appears to be overstaffed, in relation to the other bureaus and the bureau output. For instance three HIS staff appear to work on the GIS; this may be an over allocation given the pressing need for more basic data -analysis at central and provincial level

While it is not possible to identify establishments (the number of staff for each post based on workload) it is possible to identify the number of staff currently employed (see annex 3) that could be assigned to the new posts given their current duties.

Number of staff per new post given the current workload

	Policy Analyst	Policy and Planning Officer	Administrative Assistant
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Bureau: Policy development and Planning	1 <u>Policy Analyst - Policy development and planning</u>	4 <u>Policy and Planning Officers</u>	2 <u>Administrative Assistants</u>
Bureau: Health Economics and Financing****	1 <u>Policy Analyst (Health Economics and Financing)</u> 1	6 <u>Health Economics and Financing Officers</u>	1 <u>Administrative Assistants</u>
Bureau: Monitoring and Evaluation	1 <u>Policy Analyst (Monitoring and Evaluation)</u>	7 <u>Monitoring and Evaluation Officers</u>	3 <u>Administrative Assistants</u>

Due to the difficulty experience in determining an estimate of work load from staff it is recommend that the establishment of the Planning Department s can be determined over time through careful human resources management. Management strategies would involve using the current staffing level as a temporary establishment but when a staff member leaves or retires assessing the need to replace them carefully. The Personnel Department should prepared guidelines to guide the assessment. An assessment report setting out the justification for a replacement should then submitted for approval at a higher level before a staff member is replaced .

New posts should only be established if a post description has been developed, the work is not able to be done by a current staff member and a written justification to establish a new post is provided and approved.

In no circumstances should a staff member be employed or transferred into a position if there is no vacant established post .

Over time this personnel management practice will result in a “right sizing of the staff establishment

5.6 Training needs

The Planning Department a significant number of staff with advanced academics qualifications. Two have MPHs, one has a Diploma in Planning and MBA another a MSC(Economics) and two have master degrees in health administration Nevertheless, a number of major gaps in practical skills were identified. These include:

- health policy and strategy development;
- project planning and appraisal;
- health economics;
- operational research methodology;
- data management and analysis;
- use of information technology;
- report writing, proof reading and editing;
- negotiation and assertiveness;
- Speech writing.

Other significant gaps were identified in:

- English language;

- Leadership development and management;
- Facilitation of consultation meetings and workshops

Many of skill gaps identified are the basic skills needed for policy development and associated tasks. These skills are not usually learned in academic institutions although some such as researching and reviewing literature are. There is a need for an applied skills based policy development course for potential health policy analysts to teach skills such as the use of data in analyses, analysing the implications of policy from all perspectives - fiscal, legal, socio-economic, political and health outcome - analysing the advantages and disadvantages of policy options, facilitating consultation, processing input for consultation, report writing, proof reading and editing.

Additional investment is needed to develop practical skills in policy development to complement the investment already made in developing staff knowledge

6. Discussion

Three major issues were identified from the analysis of data collected for functional analysis, these related to:

- the organization of work
- the introduction of line management
- capacity development
- the adoption of some new roles and functions

6.1 Organization of work

Data from functional analysis suggests an “ad hoc” approach to organizing the work in the Planning Department. This approach results in peaks of work where all staff focus on “an event” and prolonged troughs of inactivity, where most staff are essentially unproductive. Work is often done at the last minute resulting in a rushed job, reduced quality and the need for considerable input from technical advisers.

This ad hoc, event focused organization of work is also expressed in the allocation of staff to tasks in the HSSP, where all staff are allocated responsibilities in all aspects the project.

In addition, staff are allocated work on an ad hoc basis from a number of sources - usually either from the Director and the Deputy Director, but sometimes by senior MoH staff outside the department, and sometimes at the request of technical advisers and other government departments.

This approach to organizing work can be appropriate in work environments when the staff are highly qualified, or experienced, well paid and highly motivated but in the Planning Department disallows staff to practice their skills and build up expertise in an area of work, de-motivates staff and generally effects the quality and quantity of work..

Functional analysis found that staff had little understanding of their role and function and in some cases are unsure of what bureau they work for.

At this stage in its development the Planning Department would benefit from organizing its work so that staff know exactly what bureau they work for , the work to be undertaken by that bureau and their individual responsibility for the "routine work" of the bureau. .

There is routine work related to planning, policy development and monitoring and evaluation. If staff are allocated work and it is clearly documented in their job description what they should do they are more likely to get on with routine work rather than waiting for a task to be assigned.

Some staff may need to be reallocated to different bureaus so that each bureau has the number of policy analysis (or potential analysts), planning and policy officers and administration assistance to do the work required. With the exception of a few “major events” staff should focus on the work in the bureau they are assigned to .

To avoid inappropriate allocation of work or staff being allocated work that is not in their bureau all work must be allocated through one level only. Requests for assistance from other sources (even from superior levels) must be channelled through that level.

The area of work for each bureau for a year should be clearly identified in each bureaus annual operational plan. These plans should specify the work to be done in a year, be based on the 5 year implementation plan and cover all work that is donor funded . Each bureau should have responsibility for specific areas to cover “demand driven work”. The allocation of work in the HSSP should be reviewed to ensure work areas allocated to all staff is congruent with the area they are assigned to work in.

Narrowing the focus of work for each staff member will allowed them to develop expertise in a particular area, apply their skills and practice the application of knowledge. In time, when staff become more competent, they could rotate to new work areas and learn new skills

A change from organising work on an through ad hoc events based task allocation to clearly structured teams focusing on planned routine work is needed

It would be useful to review the work currently being done in each unit. Consideration should be given to expanding the work if the Bureau of Health Economics and Financing to include the development of general health sector policy. The Bureau of Health Economics and Financing currently has a limited scope of work. As all policy needs to consider economic and financial implications it would be appropriate that this bureau expand its role to cover all sector development policy.

In addition, there may be necessary to be re-organization staff so that the monitoring and evaluation bureau has more staff able to do some of the more complex functions that will be necessary when it expands its role in monitoring and evaluation. There will be a need to be considerable capacity building in the monitoring and evaluation bureau. The basic administrative functions currently carried out by the Chief of the Monitoring and Evaluation Bureau should be delegated to a more junior staff member so the Chief is freed to do more complex technical tasks and some staff management.

One example of how routine work and demand driven responses could be allocated follows:

Bureau of Planning

- Coordinating the implementation of strategic plan and 5 year implementation framework
- Training coaching and supporting provinces, national programmes and Central Ministry Departments develop their annual plan
- Coordinating with the finance department to develop the budget to implement plans
- Donor coordination activities
- Review role of Co-com and Pro co com
- Review NGO plans
- Speeches for Minister and senior officials
- Responding to requests related to planning

Bureau of Health Economics and Financing Policy (or Policy development)

- Development of health sector development policy including health financing
- Monitoring the implementation of policy (while in trial or pilot stage)
- Develop and support the implementation of the Medium Term Expenditure Framework

Bureau Monitoring and Evaluation

- Annual Health Sector Review
- Health Congress
- Annual report
- Monitoring and Evaluation Framework
- Review evaluation
- Response to requests for health and health service information

Generic post descriptions should be prepared for each of the post that have been identified. Then individual job descriptions should be completed for each staff member based one of the three generic posts descriptions. i.e. policy analyst, policy and planning officer and administration assistant. Individual job descriptions will make it clear individual staff members what is expected of them, what areas of work they will focus on and where development is needed. Individual job descriptions can also then be used to monitoring staff performance.

Individual job descriptions should be developed with the individual and his/her first line and second line supervisor. The process of developing the job description is as important as actually having a job description.

All staff need clear job descriptions that they have been involved in preparing so that they know what is expected of them and that there is a base to monitor their performance

6.2 The introduction of line management

The Planning Department has introduced “line” management. The Vice Directors no longer just focus on technical work assigned by the Director (or other senior staff) leaving the Director to do most of the management functions but has direct responsibility for bureau staff. Line management is a new approach to management in the Ministry of Health and the Planning Department is probably the first department in the Ministry of Health to introduce it.

Line management applies a delegation of responsibilities and chain of command. This restructuring is a positive development. It follows a trend among most successful organizations in the world toward a more flexible approach to management where management tasks are shared among a team of managers who, while having areas of technical responsibility, share the responsibility of managing the department so that it coordinated its activities to achieves its targets and implements its planned activities. It also recognizes that Department Directors often have dual responsibilities within the organization and the demands placed on their time make it impossible for them to manage all aspects of the department effectively

A team approach to management promotes coordination and efficiency, facilitates problem solving and improves the quality of decision making.

The introduction of line management in the Planning Department provides an ideal opportunity to develop a model for line management in the context of the Ministry of Health in Cambodia. As such it should be monitored and evaluated, and if successful, lessons learned could be used to introduce line management to other departments.

As a model the restructuring should be documented setting out clear objectives and expected results. Lines of reporting should be clearly defined and the role and function of the Vice Directors documented in job descriptions.

The introduction of line management in the Planning Department provides an ideal opportunity to develop, monitor and evaluate a model for line management for the Ministry of Health

The analysis of the current role and functions of the Vice Directors demonstrated that their role is primarily that of a policy analyst. The Vice Directors do allocate tasks to subordinate staff but they do not perform other critical line management functions. These critical functions are:

- coordination of the allocation of department's work;
- coaching, supervising and developing staff;
- monitoring of staff performance .

These functions should be integrated into the roles and responsibilities of the senior managers. In addition, the level of delegated authority and responsibility should be clearly identified in a job description.

Careful consideration should be given to their management functions visa via the "management" functions of the bureau chief and deputy bureau chief .

Levels of delegated authority need to be defined and any lateral relationships identified. See annex XX for a proposed job description for the Vice Directors

6.2.1. Team approach to management

Team management is an important component of line management. It requires skills that can be learned. It does not come naturally particularly in the context of organizational cultures in Cambodia. It is a mixture of good leadership, open communication, joint problem solving and an understanding of the management style and personalities of others in the team.

The Planning Department is likely to benefit from line management and a stronger team approach to management. It has committed leadership, a high level of motivation among its staff, and a good level of technical knowledge, experience and expertise.

Line management is synonymous with a team approach to management. The Planning Department is likely to benefit from a stronger team approach to management An important component of a team approach is regular focused team management meetings

A number of interventions will be needed to build a stronger management team in the Planning Department First, as previously mentioned, the Director and Vice Director's job descriptions need to be reviewed, second appropriate team building initiatives are needed. The DFID funded leadership development programme may be an ideal vehicle to organize and fund appropriate team-building initiatives. And third, the senior managers need to meet regularly (weekly)

6.2.3. Senior management meeting

Team management requires that senior managers meet regularly (weekly) to review, and coordinate the department's work and to collectively problem-solve. The information

shared and decisions made at senior management meetings should be conveyed to the staff through meetings at bureau level to ensure that all staff are informed of decision made about their work..

An increase in the management functions of the Vice Directors means a change in the functions currently undertaken by the senior managers . Some functions will, therefore , have to be delegated to other staff. Delegating tasks to other staff members will require a commitment to capacity building from senior managers.

6.3. Capacity building

There is considerable capacity and potential capacity in the Planning Department. A significant number of staff have advanced academic qualifications from overseas and have had exposure to new ideas through TA, workshops and overseas trips.

Functional analysis indicated that most of the more interesting “complex” work in the Planning Department is undertaken but just a few staff - generally the Director and Vice Directors (See annex 3). Bureau chief spend some of their time performing basic administrative tasks but along with most other staff are often under-utilized as they wait for a task to be allocated from one or other of a number of uncoordinated sources.

Functional analysis suggests that the available local potential is not being fully developed or utilized. While there has been a significant investment in knowledge, capacity building requires more than just knowledge. Additional investment is needed in developing practical skills, providing the opportunity to practice the application of their knowledge over time; and in providing an enabling and supportive institutional environment. There is considerable unmet demand for staff skilled in policy analysis and associated work and still a heavy reliance on expatriate technical assistance.

Capacity building has to be part of the senior managers role otherwise potential capacity will be lost. The Planning Department should take deliberate steps to capitalize on the knowledge in the department and build the capacity of its more junior staff particularly in policy development. Policy development requires specific skills based training in conducting literature reviews, analyzing problems, formulating options for policy/strategy, analyzing options from the socioeconomic, health, legal, fiscal and political perspective, facilitating effective consultation and integrating input from consultation processes.

In addition to skills based training a "fast track" personnel management strategy is advocated to build the capacity of selected staff. Such a strategy could create a [mentoring](#) relationship between a Vice Director and staff members that obligates one (the Vice Director) to teach, coach and support and the other (the staff member) to make a commitment to learning and practicing skills. This task should not be given to technical advisers but be an essential personnel management role of senior managers.

The steps to a “fast track” personnel management strategy would include:

1. Setting a clear target for the number of staff to learn the skills of a policy analyst
2. Identifying the staff to be “fast tracked”
3. Developing a personal development plan with each staff member identifying the specific functions they will become competent in e.g. speech writing, writing a briefing note etc
4. Assigning staff to a Vice Director for coaching and mentoring
5. Preparing a **formal mentoring agreement** -between the Vice Director and staff member specifying the obligations of each

6.4. The adoption of some new roles and functions

As part of the HSSP the Planning department is taking on additional roles.. Some of these roles and related functions are incongruent with the overall role of the Planning Department i.e infrastructure development and maintenance, the legislative and regulatory framework and resource management An assessment of the HSSP project implementation plan indicates that work related to these roles is currently done in other departments i.e. the Hospitals , Human Resources, Personnel and Financing Departments. There are a number of reasons why these roles should not be taken on by the Planning Department

- (a) it will divert the department from their important planning function;
- (b) it ignores “expertise” already developed in these areas;
- (c) it blocks department already doing work related to these roles from benefiting from the TA and support offered through the HSSP;
- (d) it restricts capacity building to a limited few in the Ministry of Health.

It is worth noting here that there is disparity with the roles and functions of some staff in other departments with the assignment of roles and functions in the HSSP e.g. a staff member in HRD is assigned management responsibilities for functional analysis when significant skill in FA has been developed in the Personnel Department

The current allocation of roles and functions in the HSSP should be reviewed. Roles and functions should be assigned so they are concurrent with current roles of different MoH departments and recognizes current expertise. This will allow the Planning Department to focus on its core function and increase the number of staff and departments exposed to external support

7.. Rationalization of field trip and attendance at workshops

As with all parts of the MoH, the need to earn additional money means that as many staff in the Planning Department especially staff from the Monitoring and Evaluation Bureau report a significant function as field-based supervision and attending workshops. While both of these activities may be useful they need to be rationalized. Clear expected results should be identified before a supervision field trip is undertaken and a short report of the finding / actions submitted to Director. This would enable the Director to monitor the effectiveness and usefulness of these field trips. The attendance at workshops should also be rationalized. Consideration should be given to sending one or at the most two staff to a workshop and requiring them to report back to other staff. This rationalization would

reduce duplication (a number of staff doing the same thing) and free staff to continue the bureau's routine work. With the current levels of salary supplements in the Planning Department and the increase workload that will result with the implementation of the HSSP it possible and important to use staff more efficiently.

8. Bureaucratic procedures

Dealing with Ministry bureaucracy appears takes up an inordinate amount of staff time. For example, all stationery requests have to go through the Director General, then through the Director General for Administration and Finance. Staff wait to get these and other requests signed by both DG's.

Leave requests require even more layers of signatures. While this is a Ministry wide problem is extremely inefficient, a poor use of staff and DG time and could be dealt with easily by delegating signing off of many of these requests to a lower level. The issue of delegation of signing off authority should be reviewed