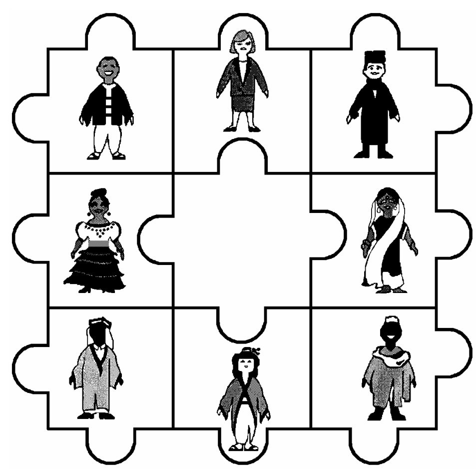
BUILDING NGO/CBO CAPACITY

THROUGH

MANAGING AND DEVELOPING HUMAN RESOURCES



PART ONE
CONCEPTS AND STRATEGIES

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FOREWORD

This series of training manuals, designed to enhance the overall management and operational effectiveness of non-governmental and community-based organisations, coincides with the launch of the United Nations Centre for Human Settlements (UNCHS) Global Campaign on Urban Governance. The theme of "inclusiveness," reflecting the Campaign's vision and strategy, is deeply embedded in the learning strategies covered by these manuals. While they have been planned and written to serve the developmental needs of non-governmental and community-based organisations, their leadership and staff, they can easily be adapted to serve the needs of smaller local governments as well.

There is growing evidence and increased recognition of several themes that define and frame the urban governance agenda for the new century and millennium. The first, inclusion, has already been introduced but bears repeating. Those local governments and communities that want to be on the leading edge of social and economic change must recognise the importance of including everyone regardless of wealth, gender, age, race, or religion in the process of forging decisions that affect their collective quality of life. This commitment must then be infused into the very heart of their operating culture.

The second recognition involves shared leadership that cuts across the spectrum of institutional and community fabric. This means, among other things, those non-governmental and community-based organisations (NGO/CBOs) must be seen as competent and worthy partners in the sharing of leadership and responsibilities. The *Building Bridges* manuals in this series are designed to address the management of joint planning ventures as well as the management of conflicts and disagreements that cut across the spectrum of public and not-for-profit community organisations.

The final recognition is the need for organisational competencies within the NGO/CBO community-competencies to manage their financial and human resources, and their outreach endeavours more effectively and efficiently. In order to be strong and effective partners, NGOs and CBOs must be able to demonstrate that their internal houses are also in order.

As described in the Prologue, this series of learning implementation tools has been a collaborative venture between the Open Society Institute and the Government of the Netherlands (the principal funding institutions), Partners Romania Foundation for Local Development, and UNCHS (Habitat). In addition, many others have been involved in the development of this series. They include:

1) A committed group of NGO, CBO and local government leaders from Sub-Saharan Africa who came together to define their learning needs during the UNCHS Capacity Building Strategy Workshop held in Nakuru, Kenya, in November 1998, and who took an active part in reviewing the drafts culminating in a validation workshop in Nyeri, Kenya, 2001, and

2) A network of institutions and trainers representing the Regional Program for Capacity Building in Governance and Local Leadership for East and Central European Countries who participated in field testing the initial drafts of the materials.

Finally, I want to thank Fred Fisher, the principal author of the series, and the superb team of writing collaborators he brought together to craft these materials. For this particular manual, we also acknowledge the efforts of David Tees of the University of Texas at Arlington in providing input to Part One. As always, the team of UNCHS staff professionals, headed by Tomasz Sudra, brought their considerable experience and expertise to polishing the final products.

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INTRODUCTION

To go on a vision quest is to go into the presence of a great mystery
Lakota proverb

"The people who work for us are our greatest asset." You may have heard other managers say this or even said it yourself. It is also common for managers to say that the only real difference between one organisation and another is the performance of its people. These truisms about the people side of organisational life highlight the importance of human resource management (HRM) and human resource development (HRD).

At the same time, managers are often heard to complain that managing people is the most challenging and frustrating thing they have to do. Of all the resources they are responsible for managing, people are the least well utilised. In many organisations, it seems that only a fraction of the human potential is tapped for productive work.

This manual, *Building Organisational Capacity through Managing and Developing Human Resources*, is designed to help managers in non-profit and community-based organisations work their way through the HRM thicket. The systems proposed should help create the conditions in which the right people are found, managed, and developed so they become valued and productive members of the organisation.

> ***Travel Advisory!*** While this manual has been written for managers of NGOs and CBOs, managers of smaller local governments may also find it useful. If you fall into this category of manager, we welcome you aboard. Just remember as you work your way through these concepts and strategies that we have directed our thinking to the management of human resources within NGOs and CBOs. If you think *local government* every time you see the acronyms NGO and CBO, you'll do just fine in adapting these ideas to your situation.

HRM and HRD, different but related concepts

Before continuing, let's take a moment to erase any possible misunderstanding about two important terms used in this manual. The terms are human resource management (HRM) and human resource development (HRD). These terms are often used interchangeably in the literature on personnel and human resource management. In this manual, they have different although related meanings. When we speak of HRM, we are referring to a wide range of management strategies for building and maintaining an organisation's work force from recruitment to retirement. When we speak of HRD, we are referring to those specific HRM strategies aimed at training and other skill building initiatives designed to overcome deficiencies in organisational performance and to take advantage of new opportunities. HRD is a necessary and essential component of HRM concerned with continuous development of the workforce. Given this distinction, we will be incorporating HRD into HRM and referring, from this point on, to the total process as HRM.

Who is responsible for HRM?

Responsibility for human resource management is sometimes thought to be the exclusive domain of personnel or human resource directors/managers in those organisations large enough to have designated responsibilities. Not so. The management of people is the responsibility of *every* manager and supervisor.

If you have responsibility for the performance of anyone in the operation of your NGO or CBO, this manual should be helpful. Recognising the diversity of managers who might be using this manual, the mix of paid and volunteer work forces they maintain, and the type and size of organisations they manage, we have tried to lay out a logical process for managing your human resources. This process takes you from the first decision to employ someone to his or her departure from the organisation for whatever reason. In tracking this experience we have relied on some basic human resource or personnel practices that have proven successful for decades in the management of people. We have also tried to avoid some of the more complicated concepts and practices of HRM that have emerged over the past few years. If you are a manager or supervisor in either a non-governmental or community-based organisation, the ideas set forth in this manual should enable you to increase your effectiveness, responsiveness, and accountability in managing and developing the employees of your organisation.

Assumptions

This manual is based on several fundamental assumptions about the nature and scope of human resource management in NGOs and CBOs.

- It reflects our bias that human resource management is an essential responsibility of every manager and supervisor whether or not they have titles like personnel officer or human resource director.

- There is a proven set of principles and strategies regarding the management of an organisation's human resources that transcends national boundaries and is adaptable to different cultural settings.

- Volunteers are an important part of most NGO/CBO work forces and the trend toward using volunteers and "unpaid staff" will probably grow. These non-traditional employees as an integral part of most NGO/CBO work forces represent a unique challenge for many managers when it comes to increasing the retention, contributions, and service longevity of volunteers. We will spend a fair amount of time focusing on the unique challenges of managing a workforce that involves a variety of categories of employees. This variety is a mark of distinction for many NGOs and CBOs as well as a unique human resource management challenge.

- Smaller NGOs and particularly CBOs have special management needs and challenges particularly in terms of human resource management. Those of you who represent these kinds of organisations will be tempted to dismiss a lot of what is said in this manual and others with a "Yes, but……" response. While we understand the frustrations of trying to be more professional in managing human resources and finances, for example, we also recognise the importance of putting in place organisational systems that will help your organisation be more accountable to your constituents and other key stakeholders.

Your performance is important because it is all too often the yardstick by which citizens, local governments, and others measure the quality and necessity of NGOs and CBOs generally. Being both local and relatively small often makes you the object of admiration, scepticism, or both on any given day by your neighbours as they observe your performance. For these reasons it is important to consider the ways you manage your various resources. But more importantly, putting in place HRM and financial management systems and procedures, however scaled down and simple they might be compared to those discussed in these manuals, will make your life as a manager easier in the long run and add real worth to your credibility and acceptance within the community.

- In the companion Building Bridges manual on *Participatory Planning*, we devote some time in Chapter Two talking about the concept of social capital. Local NGOs and CBOs are the backbone of social capital when they embody the attributes of trust and participatory norms that improve how our communities function. In addition to providing a wide range of services, your organisations have a powerful role in further developing the social capital of your respective communities. Your openness, consistent accountability, and demonstrated competencies as community leaders and institutions help build the essential networks of civil engagement that form the basis of social capital. These attributes don't come automatically. They require an integrated approach to *capacity building* and a commitment to make capacity building a cost of doing business. This commitment is equally important for those smaller organisations that rely heavily on volunteers and part-time paid employees to fulfil their missions.

What you can expect to encounter in this manual

Here is an overview of what you can expect as you immerse yourself in the contents of *Developing Organisational Capacity through Managing and Developing Human Resources*. The manual has been organised into seven chapters.

- Chapter 1 is a general introduction to HRM that describes its structure, policy base, and principal functions with emphasis on volunteer management as a special case.

- Chapter 2 is concerned with finding applicants for job openings, using certain methods to select the most qualified, and providing them with a proper orientation.

- Chapter 3 discusses dividing the work of an NGO or CBO into jobs and the assignment of pay and benefits to work.

- Chapter 4 looks at unique advantages within NGO/CBOs to motivate employees.

- Chapter 5 describes the role of development in correcting current discrepancies in performance, and producing essential new skills for the future. It also looks at professional and organisation development as essential HRM strategies and tasks.

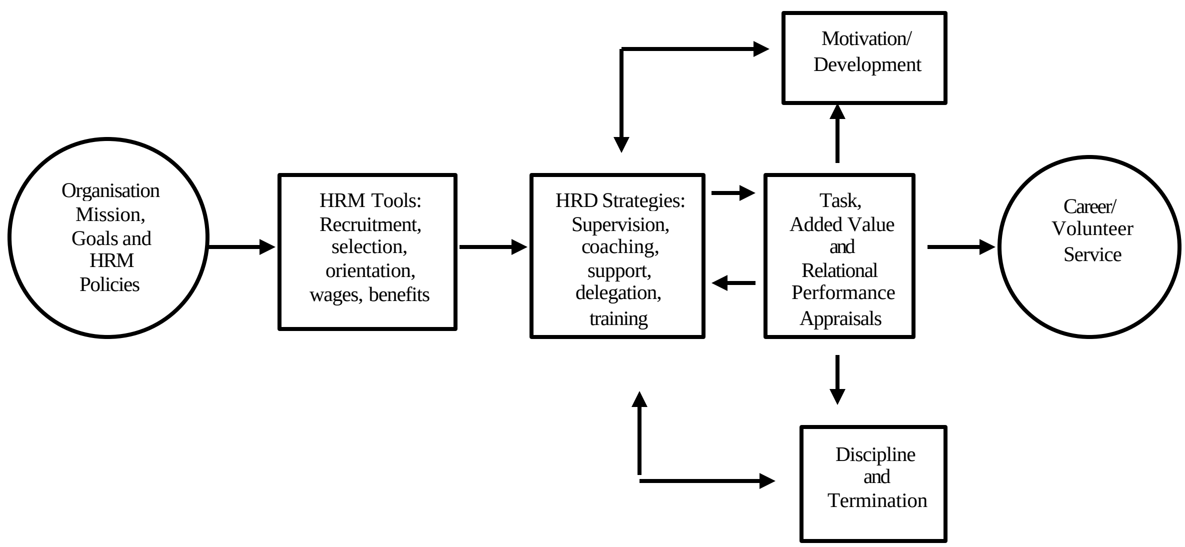
- Chapter 6 focuses on supervising work, giving direction, offering support, sharing responsibility, and delegating authority based on the capability and commitment of each employee or volunteer.

- Chapter 7 examines performance review as a way of sharing expectations about performance, and measuring results.

- Chapter 8 explains the use of disciplinary measures to correct sub-standard performance, and termination as a last resort when less stringent measures fail.

The diagram below shows the basic functions of a human resource management system. The functions are listed in the sequence they are most likely to be carried out in the management of human resources in NGOs and CBOs.

Human Resource Management in NGOs and CBOs



A design for learning

This manual is intended to provide you and other managers with ideas, insights, and learning opportunities as related to *Managing and Developing Human Resources*. It is organised to include human resource concepts and techniques, and interrupted from time-to- time with reflection exercises to help you think about the concepts in relation to your own experiences with managing people. We will on occasion illustrate concepts and strategies as they relate to the unique HRM challenge of working with volunteers. In the second part of this manual, we will provide ideas on ways to convert these concepts and strategies into training designs to facilitate learning.

CHAPTER 1
THE ART OF MANAGING HUMAN RESOURCES

The purpose of an organisation is to make the strengths of people productive and their weaknesses irrelevant
Peter Drucker

Human resource management, or HRM as it is referred to in this manual, is the process used to obtain, place, manage, and develop the people needed by an organisation to achieve its mission. The success or failure of every NGO or CBO will depend in large measure on its ability to attract, develop, and hold committed people. Peter Drucker suggests that NGO/CBO managers should be asking three important questions about the organisation's human resources.

- Are we attracting people we are willing to entrust this organisation to?
- Are we developing them so that they are going to be better than we are?
- Are we holding them, inspiring them, recognising them? Are we, in other words, building for tomorrow in our people decisions, or are we settling for the convenience and the easy today?[(1)]

The "people decisions" Drucker is talking about are central to the organisation's vision, mission and goals which prompts us to ask you three fundamental questions. 1) Does your organisation have a stated vision and mission? 2) Do your goals and operating objectives reflect your vision and mission? 3.) Do your human resource management strategies include answers to the three value-oriented questions that Drucker poses?

If not, the first place to begin in strengthening your HRM system is to go back to ground zero and reconsider the values that define your organisation's overall vision, mission, and goals, and how these are reflected in the ways you manage your human resources.

While this manual should help you focus on the HRM components of your organisation's vision and mission, we also encourage you to review sections of the *Building Bridges-Participatory Planning* manual. Chapter 6 in Part One of the *Participatory Planning* manual discusses the processes of strategic planning and visioning, and Tools 8 A and B in Part Two provide skill guidance in the visioning process.

Travel Advisory! Would you be willing, in the future, to entrust your organisation to those who already work for the organisation? Are you committed to developing them to be better managers and employees than they currently are? Are you inspiring and recognising your people, building a stronger, more effective organisation for tomorrow in the human resource decisions you make today?

Organising for Human Resource Management
NGOs and CBOs differ from each other and among themselves in size, function, and financial ability. Because of this, prescribing a single best approach to human resource management would be impossible. Large organisations have professionally trained personnel who manage centralised human resource functions. In smaller organisations with limited resources, human resource management may be one of the many hats worn by the organisation's chief executive officer.

Non-governmental and community-based organisations also differ from most public and private organisations in their use of volunteers, those individuals who donate their time and expertise without compensation to help the organisation fulfil its mission within the community. For many NGO/CBOs, volunteers are the organisation's most important human resource. They also represent a unique management challenge. Given this challenge, we will spend considerable time exploring ways to manage these human resources to the mutual advantage of the organisation and its team of volunteers. For example, many NGOs employ a full or part-time volunteer co-ordinator who works directly with the organisation's chief executive officer. In this key position, the volunteer co-ordinator is able to place volunteers in more significant roles often as equal partners with paid staff in the pursuit of the organisation's goals. We will focus on this role in Chapter Two.

Essential HRM functions and tasks
At the heart of any effective human resource management system whether in an NGO, CBO, local government, or private organisation is a collection of management tasks. These tasks must be carried out effectively to equip and encourage the organisation's paid and volunteer employees to serve effectively and with commitment for long periods of time. While we have grouped these tasks into six functional categories as shown in *Figure 1.1*, you might want to organise them a bit differently depending on local traditions or requirements.

If you manage small NGOs and CBOs with only a handful of employees, you might find all these functions in their formal clothing a bit overwhelming. Our suggestion is to: 1) think about each of the tasks in the following diagram in terms of how you currently manage each of these functions; and 2) consider ways you might increase your HRM effectiveness by adapting and adopting those functions that will help your organisation better achieve its mission.

Figure 1.1
Classification of essential Human Resource Management tasks

Functions	Tasks
Recruitment and hiring	Procedures are established for recruitment to fill vacancies, for selecting the best-qualified persons according to valid criteria, and for orienting new employees and volunteers.
Wages and benefits	Job descriptions are prepared for all positions, pay is assigned to jobs based on their relative worth to the organisation and to similar jobs in the job market, and a package of employment benefits is made available consistent with current practice.
Employee motivation	Motivation and support strategies are designed to encourage creative inputs and initiatives and provide intrinsic rewards for employees.
Workforce management	Managers direct and support the work of their subordinates by varying their styles of management consistent with the ability and motivation of each volunteer and employee.
Training and development	Training is used to correct discrepancies in performance resulting from lack of knowledge or skill and results are evaluated against planned performance improvements. Training is also an important strategy for personal and professional development.
Performance review	Standards are established and used to measure the performance of employees and volunteers, and results are openly discussed and used to raise mutual expectations for future performance.
Discipline and termination	A process is established for disciplining volunteers and employees who fail to perform satisfactorily and terminating them when reasonable efforts for their rehabilitation fail.

Reflection

As pointed out earlier, we intend to pause from time to time to let you catch your breath and take a moment to think about the information presented as it might apply to your own organisation. This is the first of many such opportunities.

Which human resource tasks mentioned in Table 1 above are actually performed in your organisation? List each of these tasks in the spaces below.

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Based on what you are currently doing to manage your human resources, go back to the opening quotation by Peter Drucker and reflect on the three questions he posed for consideration. Jot down your response to each of these queries.

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The policy foundation for HRM

Human resource management should be based on a set of policies that clarify the operational philosophy of the organisation toward its employees. Policies may reflect legal requirements established by a public institution; positions taken by a board of directors if your NGO/CBO has established such a body; or standards defined by management. Or, they may evolve from mandates imposed by a higher authority or through negotiations with powerful stakeholders like representatives of a major funding source or labour organisation.

While HRM policies most often result from decisions made by others, their implementation is usually the responsibility of the employee or volunteer's direct supervisor. The role of the chief executive or the chief human resource officer if your organisation has such a position is to: 1) develop policies and guidelines about how HRM tasks are to be carried out in the organisation; and 2) monitor the way they are implemented. While this all sounds very formal, an organisation's policies may evolve out of practice and never be written down. How many times have you heard the statement, "That's our policy," when someone challenges the way things are being done in an organisation? There may or may not be a formal written policy to back up the practice. Nevertheless, most individuals will accept such an explanation.

Travel Advisory: While policies are important to effective HRM, they can also become problematic if they aren't reviewed from time to time to see if they are still relevant and workable. Policies also need to be flexible to accommodate changes in the operating environment. I remember working in a police department in a small city at the beginning of my public service career and having to walk around a cluster of filing cabinets that occupied valuable space in the centre of the office. When we did a bit of research, i.e., opening the drawers and snooping, we found they were full of small index cards listing individual complaints to the police many decades before. I still vividly remember one of the recorded messages: *Mrs. Kennedy's cow is wandering down Main Street again.* While the policy of using index cards to record citizen complaints had changed, the remains still cluttered the office.

Policies are formal statements of intent designed to support the implementation of your mission and goals. In the case of HRM, they are statements about employee rights and expected behaviour, for example. When they no longer work toward achieving their purpose, drop them or change them to support the new reality of how you want to operate.

Since most NGO/CBOs operate with volunteers who represent a unique human resource to manage, we will focus on this aspect by presenting some policy statements specifically related to their management. Don't hesitate to rework these policy statements if you decide to use them in any way to meet your specific needs. You might want to involve some key volunteers in their review and possible adaptation.

Figure 1.2 Sample policies on the management of volunteers

1. The volunteer co-ordinator has primary responsibility for planning the effective distribution of volunteers within the organisation, for assisting staff to identify productive and creative volunteer roles, for recruiting suitable volunteers, and for tracking and evaluating the contribution of volunteers to the organisation.

2. Volunteers are recruited based on their interest in a specific activity of the organisation or volunteering generally, and they are selected because of their suitability to perform necessary tasks without discrimination in terms of gender, age, race, ethnic origin, or other condition.

3. Volunteers are placed in positions that correspond with their interests and capabilities and to the requirements of the position. No volunteer will be placed in a "make-work" position, and no position will be assigned to an unqualified or uninterested volunteer.

4. Volunteers receive a general orientation on the nature and purpose of the organisation and specific orientation on the purpose and requirements of the position they are to occupy.

5. Volunteers receive specific on-the-job training to provide them with the knowledge and skills to perform their volunteer assignments. The timing for delivery of training is appropriate to the complexity and demands of the position and the capabilities of the volunteer.

6. Each volunteer has a supervisor who is responsible for day-to-day management and guidance that includes giving suitable assignments, offering necessary consultation and support, and providing feedback about work performance. The supervisor may also be a volunteer.

7. Volunteers are eligible for reimbursement of reasonable expenses incurred while undertaking business for the organisation.

8. Staff members are encouraged to undertake appropriate methods of recognition for the work of volunteers ranging from a simple "thank you" to the inclusion of volunteers as full participants in decision making and the implementation of projects which involve them.

9. Volunteers are encouraged to develop their skills while serving with the organisation and are assisted through promotion to new volunteer jobs with greater or additional responsibilities. [(2)]

Just a note about these and other suggested policy statements before we move on. They need to reflect the reality of your particular operating environment. In some countries, for example, it is customary to provide some volunteers with monetary compensation if they have no other income. Others may get certain allowances such as transportation or meals. Policies are management tools. Create them based on *your* needs, not on some standardised template suggested by an umbrella organisation you work with.

HRM is a decentralised activity

Even though your organisation may be large enough to have a human resources officer, most HRM tasks are performed by operating managers and supervisors. Rarely does the human resource officer decide who to hire, terminate, promote, reward, or discipline except in his or her own office. Similarly, the tasks of training, task direction, coaching, and performance review are carried out by supervisors and operational managers. This decentralised view of HRM doesn't relieve the chief executive officer from the overall responsibility of human resource management and the importance of providing other managers and supervisors with the tools, freedom, and responsibilities to manage the human resources within their work domain.

The International City/County Management Association (ICMA) offers advice for small governments on how to define the mission of HRM. We believe the advice is equally applicable to NGOs and CBOs. The primary mission of HRM, according to ICMA, should focus on broad policy statements rather than detailed rules and regulations. The reason is clear. A central office is rarely close enough to what is going on at the operational level to dictate appropriate courses of action. "Being closer to the situation, managers are better positioned to decide how to appraise, discipline, counsel, and reward employees." (3) ICMA concludes that it is better to hold managers accountable after the fact for what they decide to do than to constrain them with narrowly defined human resource controls. Sometimes personnel systems become micro-managing monsters that hover over the supervisor's shoulder. This is not the intent of HRM.

Reflection

Before concluding this chapter we want you to take a moment to think about the use of volunteers. In the space below, comment on where volunteers are now being used by your organisation and for what purposes.

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What do you think might be done to make more productive use of volunteers in your organisation?

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Key Points

- The human resource management (HRM) functions of an NGO or CBO may vary in size and complexity.
- Irrespective of the organisation's size, HRM is an essential process extending its influence into every facet of organisational life.
- Volunteers are a special case in HRM. They represent essential contributors to NGOs and CBOs, and their value when used on mission-related tasks could be equal to paid staff in many cases.
- HRM tasks in this discussion have been clustered into eight different functions:
  - recruitment and hiring
  - wages and benefits
  - being attentive to employee motivation needs
  - workforce management
  - training and development
  - performance review, and
  - discipline and termination
- The work of HRM is carried out through a policy framework that may be the result of deliberate decision making, external mandates, negotiations, default, or a combination of these and other things.
- Most day-to-day HRM activities are performed by operating managers, not by human resource or personnel officers.

- HRM policies should be flexible, designed to support HRM needs, and subject to periodic reviews to assure that they reflect current human resource management opportunities.

- The most valuable role of the human resource department is to offer guidance on people management through broad policy statements, not to make management decisions regarding the organisation's human resources that are best made by managers and supervisors.

Endnotes

(1) Drucker, Peter F. *Managing the Non-Profit Organisation: Practices and Principles* (New York: HarperCollins, 1992), p. 155.

(2) These policy statements are adapted from a list of sample policies for managing volunteers in McCurley, Steve and Rick Lynch *Volunteer Management: Mobilising all the Resources of the Community (*Downers Grove, IL: Heritage Arts Publishing, 1996) pp. 195-202.

(3) Tompkins, Jonathan and Aleksandra Stapcznyski, "Planning and Paying for Work Done" in *Human Resource Management in Local Government: An Essential Guide* (Washington, DC: International City/County Management Association, 1999), p.7.

CHAPTER 2
THE HIRING PROCESS

If you suspect someone, don't hire them; if you employ someone, don't suspect them
Chinese proverb

The claim was made in the last chapter that the performance of an organisation depends on its people. We now intend to make the case that the best way to assure good organisational performance is to hire and retain qualified and motivated people. This chapter focuses on the hiring process that begins with the search for applicants, continues with choosing the best-qualified candidates for available jobs, and ends with the placement and orientation of new workers to the organisation and their responsibilities. The discussion includes the hiring of paid staff as well as successful techniques associated with the recruitment and placement o f volunteers

Travel advisory: Stop! Before going outside the organisation to recruit a new staff member, take a look at those working within your midst. Do you have an employee whom you think highly of, but she isn't quite old enough to take on new responsibilities? Or, you have great confidence in a young man working in one of your service centres but you don't think he has the supervisory experience you are looking for. Or, perhaps, one of your volunteers might be qualified. These kinds of thoughts are important to have *before* you get to the recruiting stage.

Forward human resource planning, i.e., determining the kinds of new employees you will need in the near and intermediate future, can often provide you and the organisation with opportunities to "grow" the future talent you will need. Begin now to think about future human resource needs and who in the organisation might fill those needs if you invested in their personal and professional development before its time to post the job announcement. Another key alternative to hiring new people is to restructure the work and the pool of human resources already available.

As a city manager many years ago, I encountered a shortfall of technicians to staff the water and sewerage treatment plants. I was about to recruit new staff when I realised that many of the tasks in the two plants were similar and that it would be easy to cross train the staff of each facility. The results were incredible. The technicians were happy to learn new skills needed to operate both facilities. By doubling the number of technicians who were trained and available, it made scheduling much easier and reduced payments for overtime. And, it was possible to combine the overall management of the facilities in one person, retire the water plant manager who was past retirement age, and save the city money.

Think before you start the hiring process. In fact, think about it as far ahead of time as possible so you can recruit from within.

Steps in the hiring process

We suspect that many NGO and CBO officers and staff are hired in a very casual and personal manner. These practices are fuelled by the lack of regulations and legal mandates, by the culture of informality that surrounds many NGO/CBOs, and probably by repeating practices that go back to the organisation's beginning. We suggest you consider a more rigorous and formal process something like the three-step process we are about to explore, after, of course, you are certain that no one in the organisation could meet your needs if you had given them the opportunity to grow into the job several months ago.

- **Step One** involves recruitment, e.g., who should be responsible for recruiting, how you might go about it, and what a job announcement might look like.

- **Step Two** has to do with the selection process, e.g., what happens after you have identified potential candidates? Who should be involved in the interviews and what about the use of application forms, testing, and reference checks?

- **Step Three** involves orienting the employee to his or her specific job, the organisation, and colleagues. One could argue that this is not part of the hiring process but falls into the human resource development category of HRM tasks. We're not dogmatic about where you put this important task, only dogmatic about seeing that it gets done.

While we will go directly to the recruitment task within the hiring process, it is important to remember that this first step depends on some other key pre -recruitment actions within the organisation. For example:

- Have you clearly demonstrated the need for the new employee (s)?

- Are the funds available to hire the individual or individuals you plan to recruit?
- Does your selection criterion include such things as the importance of gender and minority involvement in your organisation's work force?

- Will the recruitment and selection processes be open, objective, and fair to all that apply?

Reflection

Before moving on, stop for a moment or two and think about the criteria your organisation is currently using to recruit and select both paid staff and volunteers.

- Is there a deliberate attempt to develop a workforce that is representative of your community?

- How open and fair is your hiring process?

- What could you do to improve it in terms of these selection criteria?

Jot down two or three things you might personally do to strengthen the hiring process based on these issues and concerns.

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Step One: Recruiting

Recruitment is the process of finding the best-qualified applicants for job vacancies or new positions. The search for candidates may take place inside the organisation as well as beyond your boundaries. The nature of the job for which applicants are being sought determines the extent of the search and its cost. A search for a senior manager or professional, for example, might call for a more extensive, and therefore expensive, search that includes advertising, candidate travel reimbursement, and staff time for review of application materials, conducting interviews, and checking references.

Since the recruitment process in most NGOs and CBOs involves the search for paid staff as well as volunteers, we will look at these approaches to staffing your organisation. While there are recruiting techniques that are common to both employee categories, a few are distinctly different.

The most common practice used to recruit both paid staff and volunteers in NGOs and CBOs is a targeted approach. The organisation's leadership decides minimum qualifications of the job to be filled and identifies various sources of information on competent candidates. At this point in the process, you need to answer two fundamental questions. Who will do the recruiting? How can we find and attract the best possible candidates?

Who does the recruiting?

The executive director will probably handle the recruiting of staff in most small NGOs and CBOs. If the director has assistants or department heads, they will often be delegated the responsibility. For management and professional positions, the chief executive officer might want to establish a search committee comprised of volunteers who have work experience in the organisation and understand its human resource needs. They would be given responsibility for updating job descriptions if needed, reviewing applications, and interviewing the top-rated candidates.

The formation of a volunteer committee is even more important when the vacant position is to be filled with a volunteer. When volunteers are involved in these kinds of management decisions, it often helps forge a more positive working relationship between these two key staffing cadres.

How will qualified candidates be found and attracted to your organisation

A carefully worded job announcement is an essential tool for beginning the recruitment process. It should describe the nature of the work, list essential job functions, and state minimum education and experience requirements. If your job announcement is unclear, it may indicate the organisation's leadership is not clear about what it wants from the new employee(s). This could result in a low response to your job announcements, getting the wrong kind of people responding, and ultimately hiring someone who doesn't meet your needs because you weren't clear about what your needs were in the first place.

So before you post that first job announcement, ask yourself: Does it state clearly why we want to hire this person? What specifically will this person be doing in the organisation? What tasks will this individual be responsible for carrying out? What are the essential qualifications of the persons we expect to hire? If these questions remain unanswered, you need to revise your job announcement.

How you advertise and distribute job announcements will depend in large measure on the size and mission of your organisation, the type of clientele you serve, the overall environment in which you operate, past recruiting experiences, local customs, and other factors. Some options that come to mind immediately are newspapers, radio programs, bulletin boards, web sites, public transportation locations, and in some parts of the world, the community public address system. This is a task that calls on your ingenuity as a manager and public communications specialist. Be creative in getting the word out. Use your network of contacts and clients. Think outside the box.

A sample job announcement is included in Figure 2.1 to give you some ideas about what you might want to include in your notice. However, we also suggest you develop your job announcement based on your successes in recruiting staff in the past and on community customs and traditions. What is important is the clarity of expectations you have about the roles and responsibilities of the position and your ability to fulfil any expectations you might be creating in the candidates' mind as a result of your announcement.

ITDG EA: HRM role model

During the Nyeri review and validation process of the draft of this manual and others in the series, Elijah Agevi, Regional Director for Intermediate Technology Development Group-East Africa, spoke about their philosophy and process of recruitment. It is impressive and a role model for other NGOs and CBOs that are committed to building a strong organisation through the infusion of new talent. With ITDG-EA's permission, here are some samples of the policies and procedures they have adopted regarding recruitment.

Regarding staff recruitment

- It is ***the policy*** of ITDG-EA to recruit and appoint its employees purely on the basis of job determined merit as proven through a structured, transparently objective, fair and professionally sound process.

- ITDG-EA is committed to appointing and retaining the most qualified and competent staff who have proven future potential to effectively and efficiently perform the duties and responsibilities that they shall be appointed to in accordance with the Organisation's objectives.

- The ***objective*** of this policy is to support ITDG-EA's overall mission, vision and objectives by ensuring that there are right people at all times to perform the jobs.

- To achieve the policy objective, the following ***principles*** will guide all recruitment exercises.

    - Recruitment will comply with existing labour laws in force at any given time in the country of operation.

    - ITDG-EA will seek to fill its vacancies with the best available people based on its requirements and affordability.

    - All recruitment will be achieved by the most cost-effective method by selecting appointees from the largest number of high-potential candidates within the limits of the budget that has been set aside for the purpose.

    - ITDG-EA will demonstrate commitment to the principle of equal opportunity employment in all phases of human resource management, including appointment, deployment, promotion, remuneration, and staff development. [(4)]

These passages from ITDG-EA's policy are worthy of comment and reflection. Here are some aspects of the document that we found impressive and worthy of emulation by others.

1. ***The document's structure***: a statement of the **policy's** intent which spells out some **underlying values** such as a *transparently objective, fair and professionally sound process*; an **objective** statement that ties the process into the organisation's *overall mission, vision, and objectives*; and **principles** that those involved in the recruitment process are expected to follow.

2. ***The integrative nature of the process***: The recruitment policy ties together the overall philosophy and operating mandates of the organisation, i.e., *its mission and vision*; attention to management's concern for maintaining *effectiveness and efficiency* in its operations, such as *cost effectiveness*; and commitment to the principle of *equal opportunity employment.*

3. ***The attention to capacity building***: as exemplified by such phrases as: purely on…merit; most qualified and competent; proven future potential; best available people; largest number of high potential candidates.

ITDG-EA's stated policy on equal opportunity employment may be the most comprehensive you will ever encounter. For those who struggle with being fair and inclusive in your HRM duties and responsibilities, we recommend the following ITDG-EA policy statement.

It is the policy of ITDG EA to ensure that certain people are not disadvantaged in reaching their full potential as a result of belonging to certain groups on the grounds of *age, religion, sexuality, marital status, HIV (AIDS) status, political affiliation, nationality, or any circumstance or activities which do not affect the individual's ability to perform his or her job.*

Now, that's inclusive! (The italicising of certain passages is the work of this writer and not ITDG-EA.) And just to be sure that the policy is clear, it goes on to say:

ITDG-EA subscribes to the principles of equal opportunities. It shall not favour or discriminate on the basis of gender, age, disability, religion, ethnic origin, etc., in hiring, deployment and promotion of its staff. ITDG-EA shall operate within the wider framework of just and enlightened application of the constitution and laws of the country in which it is operating, international conventions, and ITDG Group norms. [(5)]

Reflection

As you also reflect on these passages from ITDG-EA's HRM policies on recruitment, we suggest you think about how you might alter your own policies regarding recruitment based on what you have just read. Jot down your thoughts below and then share them with your staff at the next convenient opportunity.

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The mere expression of good intentions will not ensure just and fair working practices
From ITDG-EA Policy on EOE

ITDG-EA sets very high standards in all of its human resource management practices. It also has the backing of an international NGO with impeccable credentials in its field of endeavour. For those of you who subscribe to the notion that *Small is Beautiful*, you may also know that ITDG is an on-going effort to carry on E.F. Schumacher's philosophy, values, and commitment through the use of appropriate technology. In Schumacher's later book, *A Guide for the Perplexed*, he makes a comment that is germane to both the writing and use of manuals like this one. "A map or guidebook doesn't 'solve' problems and does not 'explain' mysteries; it merely helps to identify them." [(6)]

With this slight diversion, we return to the task at hand and call your attention to the following sample job announcement. To paraphrase Schumacher, it is not designed to explain the mystery of such documents but rather to help identify their utility.

Figure 2.1
Sample job announcement
WANTED! Volunteer Programme Co-ordinator for the Riverside Senior Citizen Centre

Riverside is looking for a very special individual who can bring dynamic leadership and demonstrated management skills to the co-ordination of volunteers for its Senior Citizens Centre.

The position responsibilities include programme development, co-ordination of various community resources, and recruitment and supervision of volunteer workers who provide health services, social activities, and administrative support for residential and daytime clientele.

Work is performed under the direct supervision of the Centre Director. The volunteer co-ordinator will work closely with each programme manager to assist in their programme and administrative responsibilities. Work may include weekend and evening activities.

Typical Tasks

- Plans, organises, and implements methods and procedures for providing volunteer support to each of the Centre's departments.

- Works with department directors and their staff to identify work assignments for volunteers and serves as the point of contact between programme managers and volunteers.

- Develops and co-ordinates efforts to recruit, orient, and train when necessary candidates for volunteer positions at the Centre.

- Assists programme co-ordinators with interviews and selection of volunteers.

- Maintains appropriate financial and statistical records required by the Centre in the employment of volunteers.

- Provides a continuing analysis of the effectiveness of volunteer involvement in each programme area and prepares timely and detailed reports to the Centre Director as required.

- Participates in the development of client service plans and policy and management activities related to the use of volunteers in the Centre.

Knowledge, Skills and Abilities: Candidates for this position are expected to have extensive knowledge about the development and implementation of volunteer services within similar organisations. They must possess skill and tact in working with volunteers, residents, daytime visitors, the general public, and staff. They must be able to work in close collaboration with department supervisors and staff in providing volunteer support to their respective programme activities. Advanced statistical and financial analysis skills and experience are desired but not essential. Those candidates with experience in working as a volunteer and in directing volunteer programmes will be given preference in the selection process.

Education and Experience: The Volunteer Programme Co-ordinator should have a combination of education and experience necessary to fulfil the duties and responsibilities outlined above in a professional manner. Riverside is an equal opportunity employer.

Compensation: An attractive, competitive compensation package will be offered to the most qualified candidate.

Join with good people, and you will be one of them
Venezuelan proverb

Step Two: Selection
The role of selection in the hiring process is to find the best-qualified applicant from those who have submitted applications for the position to be filled. There are several steps to consider as you go about selecting the successful candidate(s). As with all these suggestions, temper them with your own experience, judgements, local customs, and, of course, any public regulations or organisation policies that might apply.

Who to involve in the selection process
The first step in the selection process is to review all applications for a given position to identify those candidates who meet minimum qualifications. Depending on the size of your NGO/CBO, you may want to give this responsibility to one of your support personnel to prepare a list of qualified candidates for further consideration. Who finally takes responsibility for reviewing the list of qualified candidates, conducting follow-up interviews, and managing other selection details will depend on a lot of other factors. These might include: what level of person you are hiring, the extent to which you need to test and check out potential employees, and who will be responsible for direct supervision of the person (s) being hired. It may be an organisation tradition to involve your board of directors if you have one in the interviews of those being hired to fill certain positions, or you might include a few valued volunteers if you are hiring someone to co-ordinate their activities. As you can see, this step in the selection process falls into the “it all depends” category of managerial discretion.

Other things to consider
The following is a description of some of the more common approaches used to narrow the field of candidates and to assure that those who are finally selected meet your criteria and requirements.

Application forms
These are used to screen out applicants who do not meet the minimum qualifications for a new or vacant position. Most organisations use the same application form for all applicants for any job being offered by the organisation. In addition to personal employment information such as name, address, identification number, and telephone number, candidates are asked to provide information useful in establishing their qualifications such as educational level, employment

experience, and job skills. While resumes may be requested from individuals applying for professional or technical positions, they should not be a substitute for the application form provided by the organisation.

Written and performance tests

There are times when it is appropriate to measure the knowledge and ability of a candidate for a specific job by some kind of written test or performance task. There might be standardised tests that have been developed and used by NGOs and CBOs like yours that have proven effective in hiring certain kinds of employees. If you decide to use such tests, check them out carefully to assure that they will accomplish what you expect. Some written tests, quite unintentionally, may disqualify applicants on the basis of factors other than job performance. Performance tasks only apply to certain job requirements such as computer skills or the operation of specialised equipment.

Interviews

This is probably the most common selection method used by NGOs and CBOs. It can also be one of the more problematic methods since the person doing the interviewing may not be familiar with techniques that improve the potential of getting the kind of information and impressions from the interview to ensure the best qualified person is ultimately selected. The suggestions in *Figure 2.2* are designed to help those who have the opportunity and responsibility of interviewing candidates to improve their interviewing skills and results.

Team interviews can help improve the potential for selecting the best candidate in those cases where professional and technical jobs are being filled. ITDG-EA uses this technique to its advantage. In filling senior management positions, for example, they normally use three panels of staff members and external persons to probe and countercheck various aspects and suitability of candidates. In addition to interviews, candidates are asked to respond to both written and oral presentation requirements.

Each panellist is asked to evaluate the candidates on 12 different criteria. In addition to those associated with evidence of required levels of education and work experience, they are asked to evaluate the candidates on evidence that they can work with multi-disciplinary teams and meet deadlines; that they have participatory skills in appraisal, planning, and implementation, that they have strong policy advocacy skills, and that they have the ability to work in informal settlements.

One can question the potential for actually assuring that these on-the-job skill requirements can be determined during a series of team interviews. Nevertheless, the ITDG-EA team approach to interviewing and the written and presentation tasks required of the leading candidates demonstrates their commitment and strategies for finding the best talent to fill senior positions.

Reference checks

It is important to conduct an investigation of every applicant's credentials. Reference checks might include past employment/volunteer history, arrest record, immigration status, professional status, and personal references. When checking an applicant's references, it is desirable and may be legally necessary to ask their permission.

Figure 2.2
Improving your interviewing skills

An interview is sometimes defined as a conversation with a purpose. An interviewer who is unprepared and relies on spontaneity and impulse may have a delightful conversation but fail to achieve the purpose of the interview. Effective interviewing is the result of self-discipline, preparation, and personal skills. These include the ability to describe the job opening clearly, to put the interviewee at ease, to listen for what is said and not said, to ask follow-up questions, and to stay with the planned agenda.

Preparation. Before the interview begins, gather and have available information on the job and qualification required, a list of questions to be asked in relation to the job, a standardised rating scale for use in evaluating each candidate on the same criteria, and a completed copy of their application form. Develop questions based on the past performance of others who have held this position or similar ones in the organisation. Create hypothetical performance-related situations to test what each candidate would do if faced with such a situation.

The Opening. The purpose is to make the applicant feel comfortable. Begin by expressing appreciation for his or her interest. Explain that the purpose of the interview is to decide if a favourable employment decision would be a suitable one for both parties.

Conducting the Interview. Begin the interview with broad questions that become increasingly specific as the interview proceeds. For example, you might ask the following types of questions to learn more about a candidate's supervisory experience.

Opening question: Can you describe your experience in supervising employees?

More specific question: What employee problems have you found the most difficult to handle as a supervisor?

Probing questions: How did you handle these types of problems?

A more specific probing question: If you had an employee report to you as their supervisor an incident involving sexual harassment in the department, what would you do?

The Closing. This is the time to thank the person for their time and to explain what will happen next in the hiring process. This might include: stating when the hiring decision will be made, the possibility of a follow-up interview, the need for checking references, and other requirements associated with the hiring process.

Where there is a channel, ships can navigate
Japanese proverb

Step Three: Orientation

Employee orientation is the initial step you should take when the new employee joins your organisation. Or, as we are suggesting, the final step in the hiring process. This important event sets the stage for a successful employment experience by both parties.

The orientation session should accomplish several things.

1. Orient the new employee to the organisation and its procedures, benefits, expectations, and other necessary facts of institutional life as they apply to the employee's new work environment. In many organisations, there is an introductory or probationary period of employment from 30 days to six months. It is during this period that each side has an opportunity to look at performance and expectations with the option of terminating the relationship.

2. Introduce the new employee to the specific requirements of the job or position and important work colleagues.

3. Start the process of successfully integrating the new employee into the organisation and immediate work environment.

The employee handbook

Many organisations put together an employee handbook to help in the orientation process and serve as a quick reference regarding important organisation policies and regulations. Employee handbooks usually include information on:

- the organisation's mission and objectives
- employee benefits, hours of work, pay policies, and records
- personal conduct regarding complaints, harassment, and conflicts of interest, and
- information about how the organisation and its employees operate from day to day.

An outline of what might be included in an employee's handbook can be found in Part Two of this manual.

The hiring process and volunteers

As we look back on the tasks we have just covered on the hiring process, we believe they also apply with some adaptation to the recruitment and selection of volunteers. For example, it makes good HRM sense to have:

- job announcements, a variation on job descriptions, so you can advertise your human resource needs as widely as possible
- well thought-out plans on why you need volunteers in this specific role and how you will utilise them
- a screening and selection process to match volunteers with appropriate jobs and responsibilities within the organisation, and
- orientation programmes and on-the-job training opportunities.

But, as all of you know who have worked extensively with volunteers, there are some big differences between hiring paid employees and attracting and retaining volunteers. Let's take a look at some of the more important differences starting with your volunteer plan and strategy.

1. Some jobs may need to be broken down into several components to accommodate part-time volunteer skills or preferences for times to work.

2. You may want to increase the level of volunteer involvement in the final selection of other volunteers. On the other hand, you don't want to forfeit management responsibility for the volunteer.

3. Criteria for recruitment and selection may be different based on many factors, i.e., employment of older persons who might not be eligible for full-time paid employment but may be hired for other reasons. These might include a unique knowledge they bring to the role you want to assign them or their need for interaction with other community members.

4. You may need to build in redundancies recognising that volunteers may cancel out at the last minute for various reasons or not feel the need to be as responsible in keeping work commitments as they might if they were paid employees.

5. Employee benefits and other organisation amenities will be different for volunteers so the orientation program needs to reflect these differences. It would be useful to develop a separate volunteer handbook to cover those rules and regulations that may be unique to the involvement of volunteers.

While there may be some other subtle differences, the processes that NGOs and CBOs use to recruit, select, and orient paid staff and volunteers are remarkably common from the identification of the need for human resources to their entry into the work force of the organisation.

Reflection

The hiring process as described in this chapter consists of three essential activities: recruiting, selection, and orientation. Assess how effectively each of these activities is carried out by your organisation for employees and volunteers using the five-point scale from not at all effective to very effective. After assessing these activities for each category of employee, record some ideas on how you might improve these practices.

Recruitment

Of paid staff:
Not at all effective: 1 2 3 4 5 very effective

Of volunteers:
Not at all effective: 1 2 3 4 5 very effective

Based on your assessments, what might be done to improve your recruitment of paid staff? Volunteers?
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Selection

Of paid staff:
Not at all effective: 1 2 3 4 5 very effective

Of volunteers:
Not at all effective: 1 2 3 4 5 very effective

Based on your assessments, what might be done to improve your selection of paid staff? Volunteers?
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Orientation

Of paid staff:
Not at all effective: 1 2 3 4 5 very effective

Of volunteers:

Not at all effective: 1 2 3 4 5 very effective

Based on your assessments, what might be done to improve the orientation of paid staff? Volunteers?
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Key points

- Recruitment begins the hiring process by using a variety of methods to locate qualified applicants, both paid employees and volunteers, for new positions or job vacancies.

- A carefully worded job announcement is essential to begin the recruitment process.

- The objective of selection is to find the best-qualified applicant from those who have submitted applications for the position to be filled.

- Most organisations rely on a variety of methods to assess an applicant's ability as related to the requirements of a specific job. These may include application forms, testing, individual or team interviews, and reference checks.

- Effective interviewing is the result of self-discipline, careful planning, knowledge of the job, and the ability to listen for what is said and not said.

- It also helps to ask follow-up questions and stay with the planned agenda.

- Orientation is the practice of introducing new employees and volunteers to the organisation, their specific job requirements, and colleagues. The employee handbook is a communications tool that organisations use to guide the work of their employees and volunteers on a day-to-day basis. You may want to develop separate handbooks for these two categories of employees.

- The processes you use to hire paid employees and volunteers may have many similarities and some dramatic differences.

> *Travel Advisory!* Think twice before you recruit a person to become a permanent employee of your organisation. These are long term financial commitments. There may be more economic and effective ways to fill the human resource gap, i.e., volunteers, part-time employees, contract consultants, etc.

Endnotes

(1) These references are from ITDG-Eastern Africa Recruitment Process: *Policy # PL-HR/02*, provided by Elijah Agevi, Regional Director, Intermediate Technology Development Group-East Africa, Nairobi, Kenya.

(5) E.F. Schumacher, *A Guide for the Perplexed.* London: Harper and Row, 1977. p. 8.

(6) From ITDG EA's Policy # PL-HR/01 on Equal Opportunity Employer.

CHAPTER 3

WAGES AND BENEFITS

It is good to be reminded that each of us has a different dream
Crow proverb

While most managers in the non-governmental sector realise that their work environments change constantly and the way they serve their clients and the community must change to keep the pace, few think of the pay process as dynamic and capable of evolving as well.

This chapter intends to alter that point of view. It will examine some approaches for assigning pay to jobs that are relatively simple to implement and are consistent with the needs of a small but, nonetheless, progressive organisation. The discussion will start with the job description as the "building block" of every HRM system and continues with a description of traditional methods for assigning pay and employee benefits to work.

Job descriptions

The job description is a word picture of the duties, responsibilities, and qualifications assigned to a job or class of jobs. Ordinarily, the job description includes the job title, explains where the job fits in the organisational hierarchy, and specifies minimum levels of knowledge, skill, or ability needed to perform satisfactorily in the position.

Being able to specify duties and minimum qualifications has always been considered an important prerequisite to the performance of most other human resource functions. According to authors Klinger and Nalbandian, "Establishing job duties is considered essential for recruitment, selection, training, and performance evaluation. And setting minimum qualifications is essential to establishing an equitable pay range for the position and to encouraging career development." [7]

Sounds good, doesn't it? But sitting down to write a job description that does all these things is difficult. From a personnel management perspective, we strive to make sure new jobs fit into the hierarchical arrangements and pay schedules that already exist in the organisation. Otherwise, they may cause problems of inequity and supervision.

Line managers and supervisors are more interested in writing a job description that will serve to recruit the best candidates for the job to be done and provides flexibility in task assignment and career development once the person is on the job. Given these two perspectives, what we need is a job description that continues to serve as the cornerstone of the human resource management system of an NGO or CBO and, at the same time, offers managers a useful resource for managing the performance of individual workers. A job description capable of this dual function would contain information that answers the following questions:

1. *Tasks.* What duties are important to the job?

2. *Conditions*. What makes the job easy such as close supervision or written guidelines explaining how to do the work, or hard, such as coping with angry clients or difficult physical conditions?

3. *Standards*. What objective performance levels, related to organisational objectives, can reasonably be set for each task and measured in terms of objectives such as quantity, quality, or timeliness of service?

4. *Knowledge, Skills and Abilities (KSAs)*. What KSAs are required to perform each task at the minimum standard under the above conditions?

5. *Qualifications*. What education, experience, and other qualifications are needed to ensure that employees have the necessary KSAs?[8]

A job description containing information of this kind clarifies the organisation's expectations of the incumbent in the job and links tasks, standards, KSAs, and minimum qualifications. It also emphasises outputs, what is to be produced by a job, rather than just inputs, what the employee is assigned to do. *Figure 3.1* on the next page illustrates a job description written with these characteristics in mind. We've focused the description on the role of a *Volunteer Services Co-ordinator* to highlight this unique aspect of NGO/CBO HRM.

Figure 3.1
A results-oriented job description

Volunteer Services Co-ordinator
Co-ordinates activities of the agency's volunteer services programme under general supervision of the agency director

TASKS	CONDITIONS	STANDARDS
Recruit volunteers for specific departmental work assignments	Hard to match departmental needs for help with well-qualified volunteer candidates	Sufficient volunteers to fill all departmental requests for volunteer assistance
Screen volunteer candidates to determine their suitability for agency placement	Responsibility for conducting volunteer interviews is shared with the supervising staff	Two thirds of volunteers are compatible with agency's work environment
Create an environment for regular and appropriate volunteer recognition	Staff may not see importance of conveying appreciation and a feeling of belonging	Three of four volunteers say they would volunteer again with the agency if needed
Identify and respond to the training needs of each volunteer	Experienced volunteers and staff are available to train and coach new volunteers	All volunteers receive a job orientation and experience-based skills training as needed
Measure and report results of the volunteer services programme in savings to agency	Difficulty convincing staff that the savings through volunteer use are as high as claimed	Show annual savings of $ ________ or more owing to use of unpaid volunteers

Knowledge and ability required
Knowledge of:

- Principles and practices of volunteer recruitment, placement, and retention
- Volunteer programme operations and management
- Principles and practices of human motivation and group dynamics
- Methods and techniques for promoting good public relations

Ability to:

- Collect and analyse information through interviews and surveys with the agency and community
- Create a climate of positive volunteer/staff relations within the agency
- Design appropriate learning experiences for building volunteer knowledge and skill
- Design volunteer jobs that are satisfying to volunteers and productive for the agency
- Work effectively as a member or leader of a small group or work team
- Communicate clearly
- Plan formal events for the recognition of volunteer service and management

Minimum qualifications
Two years of experience in volunteer management or a related field, and a college degree in social work or a related discipline. The education requirement can be waived based on past experience in working with community groups.

Reflection

Once again we pause in our discussion to let you think about the job description and how it is used in your organisation. What changes in the design, content, or use of job descriptions as they are used currently in your organisation do you think are needed to make them more effective as a management tool?
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Wage setting

Base salaries for specific jobs in most public organisations and NGOs are determined by three factors: the specific job, the need to maintain a certain level of pay equity among employees in the organisation, and the need to pay salaries that are competitive with those paid by other employers in the marketplace, industry, or region. [9]

Job Classification. This is a method most often used to assure equity in the assignment of pay-to-work. Using information from job descriptions and the application of an elaborate point-based performance measurement system, jobs are compared with one another to determine their comparative worth to the organisation. Point values are assigned to each of these key factors.

Among the most widely accepted factors are the fourteen listed below. Each job is rated on each factor on a scale to be determined by those doing the ratings. For example, you might want to use a scale from one to five but assign each of the numbers a higher weight such as a multiple of five. Given this, a score of *one* would be given a weight of five, a *two* a weight of ten, etc. The reason for increasing the numerical weight is to make the differences greater in the total rating of each job in relation to others. The final points for the job on all fourteen factors determine where the job ranks for pay purposes in relation to other jobs. Jobs with similar accumulated point values are grouped together in the same pay grade.

The following is a list of factors to consider when classifying jobs. By assigning relative importance and difficulty to each job in relation to others in the organisation, you can determine the relative worth of each in an equitable and fair manner.

1. Physical Environment
2. Basic knowledge, training, and education
3. Intellectual skills and effort
4. Physical skills and effort
5. Experience
6. Interaction with others
7. Confidentiality
8. Occupational Risk
9. Complexity
10. Supervision received
11. Supervision given
12. Supervision scope
13. Judgement and initiative
14. Accountability

Travel Advisory! Unless your organisation has a large number of job titles based on the use of the job description process just described, we recommend you not get into the classification of these jobs in very much detail. It can be a complex and time-consuming task. Nevertheless, the process just described in brief and the factors to be considered can be useful in knowing how personnel specialists would determine how to assign more equitable and fair monetary values to each job in an organisation in relation to all others. You might want to modify and simplify it to meet your particular needs in determining wages between different jobs in your organisation.

If your organisation has a large number of positions and jobs and you are experiencing problems in assigning monetary value to these as they relate to all others in the organisation, you might want to consider the following. Find out how other organisations in your community have dealt with the same challenge. If they have a procedure that was successful, ask if you can borrow it and be briefed on how to use it. Or, if this looks like a task beyond your time and organisational talents to carry out and the problem is important to resolve, consider hiring a professional HRM consultant to help you.

***The Market Survey*.** The job classification process just described is designed to determine the relative worth of jobs on the basis of job content without regard to what these jobs are being paid in the marketplace. While this is useful in creating equity among jobs in your organisation, it doesn't tell you what you need to pay in each job classification to be competitive in the marketplace and, therefore, attract good employees.

For these interesting facts you need to check with your competition. What are other employers paying for the same or comparable jobs in the community or area? What is their entry and top wage for each job, and what is the "going" rate for experienced workers in job classifications similar to those you are inquiring about? We find this out by doing an employment market survey. There is usually no reason to gather information on every job. Your survey can be limited to a few key jobs that have counterparts in the local market area and can be described concisely and plainly.

The data collected from marketplace salary surveys can be used to make both selective and general pay level adjustments. From what is learned, you may decide to raise base salaries for specific pay grades in order to be competitive in attracting qualified employees. Or, you might learn that you are paying more than you need to in some job classification areas and can still be competitive if you pay less. While adjusting your pay scales to be more competitive can be costly, the real cost of dealing with constant turnover of personnel based on non-competitive salaries and wages may be even more costly in the long run.

It is customary to include employers in the survey who are likely to be competitors for the same kind of human resources you either now employ or need to employ. The organisations to include on a list of survey respondents might be determined on the basis of at least four characteristics:

- Geographic location
- Similarity of job titles
- Size of workforce
- Financial ability to pay

There is a growing trend among smaller organisations with limited resources to skip the classification step and to assign jobs to pay grades on the basis of marketplace comparison alone. The advantage is flexibility in adjusting the pay plan to the pricing of jobs in the local labour market. The principal disadvantage of market-based pay is the possibility that levels of difficulty and responsibility within the organisation will be overlooked since consideration is given only to the market price of jobs outside the organisation. However, many managers are prepared to accept this disadvantage in the interest of a more flexible and less expensive approach to wage and salary administration.

Wage Adjustment. Setting wages and salaries to be competitive within the market place in relation to specific job categories is only one of the managerial challenges in determining compensation issues within the organisation. Others concern the need to consider periodic adjustments that affect all wages and salaries within the organisation. Here are three methods that many managers use to grant annual pay increases to their employees.

- **Time-in-Grade**. This is a pay supplement given to employees from time-to-time in recognition for seniority or length of service with the organisation. The assumption is that seniority increases employee skills and, hence, their value to the organisation.
- **Cost of Living**. This is an adjustment across all salary ranges of an organisation to maintain some degree of pay equity in the face of a competitive labour market. Cost of living adjustments are often linked to published indexes, i.e., the price of consumer goods.
- **Merit Pay**. This is a discretionary pay increase to reward superior performance during a given period of time on the assumption that, once rewarded, the performance will be repeated.

Benefits. Not to be overlooked in the compensation equation are benefits, a variety of non-monetary supplements to the wage and salary package of an NGO or CBO. While wages account for most of the compensation package, the value of benefit packages has been rising in relation to wages and salaries, adding from 30 to 50 percent to an employee's basic wage in some cases. Some fringe benefits may be mandated by central governments while others may be optional. For example, there may be a national pension plan, required health and accident insurance coverage, and other benefits.

Most candidates for employment today expect to be offered some kind of benefit package. Since there is so much variation from country-to-country, even city-to-city, about what is expected in terms of employee benefits, whatever might be said about this aspect of HRM would probably be useless and perhaps naïve. Given these distinct possibilities, you are encouraged to do your own detective work to determine if: (1) you are violating any legal statutes in your current fringe benefit practices; and (2) you are being fair to your employees and competitive in retaining them in relation to national standards and norms.

Beyond the usual benefits

We would be remiss if we completed this discussion of wages and benefits without looking at two remaining topics, both very important to the management of human resources within NGOs and CBOs. The first are the intrinsic advantages these organisations can offer their leaders and staff that go beyond the more traditional wages and benefits that are common to all organisations. The other discussion will be about non-monetary compensation options for rewarding volunteers.

Regarding the first, intrinsic benefits for paid staff, NGOs and CBOs have much to offer. They include such things as:

- a sense of service to the community
- opportunities to use and improve particular skills or knowledge
- on-the-job training opportunities
- being given unusual challenges to make unique contributions to the organisation and the community
- opportunities to travel, and
- opportunities to team up with and learn from volunteers who bring unusual skills, knowledge, experiences, and careers to their assignments within the organisation.

Non-governmental and community organisations have much to offer their leaders and staff members beyond monetary compensation. The challenge for those who have responsibility for staffing such organisations is to understand what motivates their current employees and to expand these intrinsic benefits to become fully competitive with the private sector to attract outstanding talent.

Compensating the volunteer

In a short booklet entitled *101 Tips for Volunteer Recruitment*, the authors list 43 reasons why individuals volunteer to work with NGOs and CBOs. Here are a few of the more interesting reasons: to have fun, gain skills and experience, be visible, meet people, set an example, help others, test leadership skills, preserve tradition, express a religious or personal belief, be recognised, acquire self-confidence, avert loneliness, explore new ideas, and pay back to the community. [10] We suspect you can add a few others from your own experience.

In addition, most NGOs and CBOs have some unusual features to offer volunteers. For example, volunteers can be involved continually, occasionally, or only one time. They can work for you directly or indirectly. They can work on-site in your office or off-site, i.e., making phone calls for the NGO from their home. They can work visibly, if they want to be recognised for their efforts, or they can keep their involvement secret. They can be supervised or take on a task where supervision is not necessary.

These features of *how* volunteers can work for you are important options to keep in mind as you recruit volunteers to be part of your employee pool. Intrinsic compensation comes in many shapes and sizes. Your success in rewarding volunteers for their efforts is, in large part, a result of your imagination and your ability to see the world of work from their unique and varied perspectives.

In some countries, communities and NGO/CBO organisations it may be necessary to compensate volunteers with more than just intrinsic benefits. This issue was raised during the validation work session in Nyeri. Many people, particularly in less developed countries, may volunteer because they have little or no opportunities to become employed either full-time or part-time in a paying job. In these cases, some NGOs and CBOs may provide some minimal monetary compensation. It may be related to expenses for meals and transportation or handled in a way that is congruent with local practices and the ability to provide such compensation. Use your judgement, past experiences and community norms to help guide you in these sensitive areas of volunteer compensation if it becomes an issue.

Reflection

We have given you a lot to think about in this discussion of alternative pay strategies. What is the principal way that pay levels are assigned to different work positions in your organisation? For example, are you more concerned about ensuring that people with similar work get similar pay or that wages inside the agency are competitive with wages for similar jobs outside the agency? Make some notes below on your current compensation practices and how you might improve them to be more equitable within the organisation and competitive with other organisations that vie for the same kind of talent.

____

____

____

What non-monetary benefits does your organisation provide for employees? How might you improve them as incentives to keep good employees and to attract others you need in a competitive job market?

____

Key points

- Effective pay systems are dynamic. They can be adjusted to support and complement changes taking place in an organisation's work environment.

- The job description serves two purposes: as an essential starting point for assigning pay to work and as a resource for managing the performance of individual workers.

- Pay decisions are governed by three factors: the specific job, the need to maintain a pay equity among employees in the organisation, and the need to pay salaries that compete effectively with other employers.

- Traditional approaches to classification and pay are frequently characterised as paper-intensive, time -consuming, inflexible, and costly.

- Market-based pay represents a more flexible and less expensive approach to wage and salary administration for smaller organisations.

- Job candidates as well as current employees expect non-monetary benefits. They may be mandated by law or expected through tradition. Either way they are important factors in attracting and retaining quality staff. They can be expensive so be sure to calculate all these costs when you put together your HR budget.

- Think outside the box in ways you can reward your paid staff with benefits that don't cost money, i.e., the opportunity to work with important and seasoned volunteers.

- Volunteers also expect to be compensated through intrinsic, non-monetary rewards.

- There are many ways to reward volunteers for their good works. Make a list immediately, share it with a few of your best volunteers, and ask them to add to it.

Endnotes

(7) Klinger, Donald E. and John Nalbandian, *Public Personnel Management: Contexts and Strategies*, 4th Edition (Upper Saddle River, NJ: Prentice Hall, Inc. 1998), p.96.

(8) Klinger, pp. 110-1.

(9) The Hay Group: Thomas P. Flannery, David A. Hofrichter and Paul E. Platten, *People Performance and Pay: Dynamic Compensation for Changing Organisations* (New York: The Free press, 1996), p.83.

(10) McCurley, Steve and Sue Vineyard, *101* Tips for Volunteer Recruitment*, (Downers Grove, Il: Heritage Arts Publishing, 1988).

CHAPTER 4
EMPLOYEE MOTIVATION

Not everything that counts can be counted. Not everything that can be counted counts.
Albert Einstein

Having motivated employees is key to managing an effective organisation whether it is in the profit making arena or of the genre we are talking about in this manual. To sort this rather complex managerial challenge out, we are going to go to extremes, two rather extreme ways, that is, to look at the ability of NGOs and CBOs to motivate their employees.

The first is the pessimistic view that these organisations because they more often than not operate with limited resources and, therefore, can be tenuous in their ability to survive have very few means to motivate their employees. The optimistic view, of course, plays on the heartstrings of unsuspecting patrons suggesting that just the mere opportunity to contribute to the mission of such worthy organisations is reward enough. How could anyone not be motivated in the midst of "doing good"? Well, as most effective managers of NGOs and CBOs know, the motivational reality is somewhere in-between these two extreme points of view. It's a fascinating aspect of the Human Resource Management business, and we would be remiss in our duties if we ignored it.

The Herzberg school of thought

Fortunately, motivational research takes the sting out of the "pity us" school of thought about the inability of these organisations to motivate their employees. Frederick Herzberg's research of nearly forty years ago is still relevant and a useful way to understand motivational factors in the work place. He says factors that produce job satisfaction or motivate people in organisations are separate and distinct from those factors that lead to *job dissatisfaction*. These two sets of factors are not opposites. In other words, the opposite of job satisfaction is not job dissatisfaction, but rather no job satisfaction. Similarly, the opposite of job dissatisfaction is not job satisfaction, but *no job dissatisfaction*. A bit confusing, isn't it, since we tend to think of satisfaction and dissatisfaction as opposites? Let's see if we can clear up the confusion since it is key to understanding what motivates people in organisational settings. **[11]**

Herzberg describes those things that lead to dissatisfaction in organisations as *hygiene factors*, suggesting they are more biological in nature. In other words, those factors associated with our need to avoid pain. Among these hygiene factors are the organisation's policies and administration, supervision, relationships with one's supervisor, work conditions, and, of course, pay. Anyone who has worked for an organisation will quickly agree that these factors can be a pain in the…well, posterior. While our bosses can fix the pain, if they are so inclined, it still won't motivate us for very long. Herzberg and his colleagues found these fixes only resulted in *no job dissatisfaction*.

On the other hand, they discovered that motivation springs forth from job satisfaction and factors leading to job satisfaction are such things as achievement, recognition, the work itself, responsibility, advancement, and opportunities for personal growth. These factors, which Herzberg has conveniently called *motivators*, are less responsive to our biological needs, i.e., making money to reduce the pain that occurs when we don't have it, and more in tune with our desire for psychological growth, i.e., the opportunity to achieve.

Since dealing with the hygiene needs of employees is nevertheless an important managerial responsibility, we have dealt with these HRM issues in the other chapters of this manual. Now it's time to look at what you can do as an NGO/CBO leader to motivate your employees, whether they are full-time or part-time paid staff or volunteers. Fortunately, most NGOs and CBOs are fertile with opportunities to motivate their employees even when their financial resources may be less than adequate. Furthermore, by optimising these potential aspects of your organisational work environment, you can remove some of the hygiene factors that may lead to job dissatisfaction. While this last statement sounds a bit contradictory to what Herzberg seems to be saying based on his research, we will try to sort out the potential ambiguity.

*E-M-P-O-W-E-R-M-E-N-T: Another way to spell m*otivation

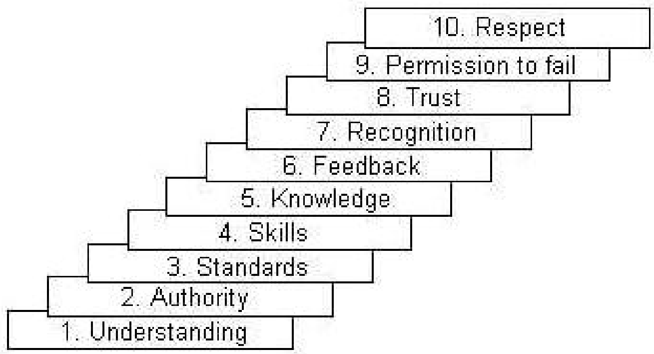
Empowerment is one of those buzzwords that have invaded the language of management consultants, authors, and even managers world wide over the past few years. Because the use of the term is so common, many of us tend to discount it as a serious management strategy. And yet, the process of *empowering others* has its roots partly in managerial adversity. Many corporation managers in the early 1980's began to do some serious rethinking and reacting to their own style of managing by top-down directives and control when the quality and competitiveness of their products and services were in a rapid state of decline from the bottom up.

These less than democratic managers began to realise that sharing authority and responsibilities for decisions down to the lowest level of competence in the organisation not only made good sense, it was good for business. They became more competitive in the market place because the quality of their products was often superior. Often the workers on the assembly lines knew what was wrong, but no one up the hierarchical ladder of command and *control* either asked them what was wrong or, more importantly, gave them the authority, responsibility, and ultimately the credit for fixing the problem. Thus, some managers began to believe in "empowerment" because it worked.

Just what is empowerment and what does it have to do with *motivating employees?*

Diane Tracy, in *10 Steps to Empowerment*, has laid out a simple and straightforward process for empowering employees and it is the best recipe that we have seen for motivating employees. **[12]** The power of Tracy's model is in its simplicity. You may be saying (as we did in reading her book) that these steps are just plain management truisms. Every competent manager should know them and know how to apply them. True. However, many managers don't.

Tracy's ten steps to empowerment are also ten very solid strides toward developing a motivated workforce. We've taken the liberty to insert the word *motivation* after empowerment in each of the steps.



Step 1: A manager empowers **(motivates)** others by giving them a clear understanding of the responsibilities of the job.

Step 2: A manager empowers **(motivates)** others by giving them authority equal to the responsibility assigned to them.

Step 3: A manager empowers **(motivates)** others by setting standards of excellence that enable them to reach their full potential.

Step 4: A manager empowers **(motivates)** others by providing them with the skill and confidence they need to meet the standards of excellence.

Step 5: A manager empowers **(motivates)** others by providing them with the knowledge and information they need to make good, sound decisions.

Step 6: A manager empowers **(motivates)** others by giving them feedback o n their performance.

Step 7: A manager empowers **(motivates)** others by giving them recognition which enhances their self-esteem and motivates them to continue to do their best work.

Step 8: A manager empowers **(motivates)** others by trusting in them which helps them believe more in themselves.

Step 9: A manager empowers **(motivates)** others by giving them permission to fail.

Step 10: A manager empowers **(motivates)** others by treating them with dignity and respect.

Reflection

Take a few moments and complete the following questionnaire based on the Tracy steps. Rate on a scale of 1 to 5 the extent to which you motivate your paid employees and volunteers using these managerial strategies. Rate each category of employee if it applies to your situation by putting a circle around the rating that best expresses the extent you use the strategy. Even if your organisation is small, we believe these principles apply. In fact, they may be even more important. Many managers of small organisations become overwhelmed by trying to do everything themselves even though they have others they could delegate responsibilities to.

1	=	never do this
2	=	rarely do this

3 = sometimes do this
4 = do this most of the time
5 = always do this

Management strategies to motivate employees and volunteers	**Paid staff**					**Volunteers**				
1. I give them a clear understanding of their job responsibilities.	1	2	3	4	5	1	2	3	4	5
2. I give them authority equal to the responsibility assigned to them.	1	2	3	4	5	1	2	3	4	5
3. I set standards of e xcellence enabling them to reach their full potential.	1	2	3	4	5	1	2	3	4	5
4. I provide them with the skill and confidence they need to achieve these standards.	1	2	3	4	5	1	2	3	4	5
5. I provide them with the knowledge and information they need to make good, sound decisions.	1	2	3	4	5	1	2	3	4	5
6. I give them feedback on their performance.	1	2	3	4	5	1	2	3	4	5
7. I give them recognition when they perform good work.	1	2	3	4	5	1	2	3	4	5
8. I trust them.	1	2	3	4	5	1	2	3	4	5
9. I give them permission to fail with the understanding that we can learn from it and improve.	1	2	3	4	5	1	2	3	4	5
10. I treat them with dignity and respect.	1	2	3	4	5	1	2	3	4	5

Add up your scores in each category of your staff and record them in the space below:

My score in motivating paid employees: ______

My score in motivating volunteers: ______

If your score in either category is below 25, think about another kind of work. You obviously aren't managing your staff or volunteers very well. If you scored between 25 and 40, your heart is in the right place, you just need to increase your motivational pulse rate. If you score over 40 in either category, congratulations. Let us know when you have a job opening.

If there is an appreciable difference between the two scores, why do you think this is the case?
____

____

____

What could you do to increase the low score so that this category of employee might be better motivated in their performance?
____

____

____

Review your answers and jo t down the areas where your scores were the lowest. After each of these notes, describe what you might do to improve that part of your management strategy to improve employee motivation.

Strategy with the lowest score: ____________________
Proposed action steps:
____

____

____

Strategy with the next lowest score: ____________________
Proposed action steps:
____

____

____

Etc:
____

____

____

Some concluding thoughts

We've been discussing some managerial practices that both empower and motivate employees whether they are on the payroll or volunteers. Most NGOs and CBOs have some traits and opportunities that for-profit organisations, and even public institutions, don't have when it comes to attracting, motivating and retaining good employees. These attributes are in the "work itself", something that Herzberg identified in his research on motivators. (By the way, there are lots of other theories about motivation, but we decided not to bore you with them. If you are interested in pursuing them further, most basic management text books will no doubt cover them in some detail).

NGO/CBOs more often than not engage in *good works*, tasks and services that are valued by the society as a whole and communities in particular. These good works also provide those who engage in them with opportunities to meet and interact with a wide range of community leaders and often leaders beyond the organisation's boundaries of operation. These opportunities are potential motivating factors and add value to your organisation's ability to attract and retain quality employees. Don't hesitate to exploit them to build a strong, dedicated, and productive work force.

Key points

- Motivating paid employees and volunteers is an important managerial responsibility.

- It is useful to separate out those organisational practices that Herzberg calls *hygiene factors* from those he calls *motivators*.

- Motivation is another way to spell empowerment.

- Empowerment is another way to motivate your paid staff and volunteers.

- Most NGOs and CBOs by the nature of their missions provide intrinsic benefits to those who work within their midst.

- Effective managers understand these intrinsic qualities and exploit them in honourable ways to their benefit.

Endnotes

(11) Frederick Herzberg, *One more time: How do you motivate employees?* (Cambridge, Massachusetts: Harvard Business Review, January-February, 1968) pp. 54-8.

(12) Diane Tracy, *Ten Steps to Empowerment: a Common Sense Guide to Managing People,* (New York: Quill, 1990). These ten steps will be referred to in future pages without footnotes.

CHAPTER 5
HUMAN RESOURCE DEVELOPMENT

What is not sharpened does not cut
Swahili proverb

In this chapter we want to talk about *Human Resource Development* (HRD) and how it fits into the overall management of your organisation. HRD is often used by managers in public and non-profit sector organisations as a synonym for training. However, we like to think of it in broader terms and link it directly to the more comprehensive process of human resource management and the overall development of the organisation. Given these caveats, let's try to define what *human resource development* is in a few words.

HRD is all those initiatives taken within the organisation, deliberate or otherwise, which increase the knowledge and skills of the workforce and change their behaviours to improve individual and organisational performance.

This definition may contain more insights than initially meet the eye. It also gives us an opportunity to talk about something we believe is very important for all organisations in today's fast moving world. That is *learning.* One of the hottest topics in management circles is *knowledge management.* Large corporations, universities, and even the World Bank are trying to figure out how to capture and tap the energy of knowledge and wisdom that already exists within formal organisations but is rarely exploited for the good of the institution and its members. Ikujiro Nonaka and Hirotaka Takeuchi call this *tacit knowledge,* "the personal knowledge that is embedded in individual experience and involves intangible factors such as personal belief, perspective, and the value system". **[13]**

When we think about the wealth of tacit knowledge that exists among the thousands and thousands of volunteers who work with NGOs and CBOs world wide, it is mind-boggling. These caring and giving individuals often represent experience, insights, skills, and knowledge that major corporations would pay big money to tap, and, yet, they work willingly within your organisations without monetary compensation. The challenge for NGO and CBO managers is to tap this shared implicit knowledge and make it explicit. In our definition of human resource development, we mentioned initiatives within organisations that increase knowledge and skills of the workforce but *aren't deliberate*. This is implicit knowledge at work.

We also mention *changes in behaviours that improve individual and organisation performance.* HRD initiatives, whether or not they are deliberate like in-service training workshops, should be linked to changing the way individuals and the organisation do things. In other words, we want to change their "behaviour." This thought for some people is a bit scary. But, think about it for a moment. If you send a valued employee to a workshop and she learns new skills but doesn't use those new skills when she returns to her workplace, her behaviour hasn't changed and the investment in her development is lost, at least momentarily. So, the intent of all training and education is to change behaviour, to prepare individuals and organisations to perform differently than they are presently.

There are many ways to develop the human resources of our organisations. For example, putting into action the situational leadership skills and strategies we will discuss in Chapter Six, *Managing Performance*, is HRD at its best. Giving clear directions to new employees or employees who have assumed new responsibilities, coaching, and delegating - all these actions help develop individual employees as well as the organisation. But, let's talk about how you might institutionalise HRD within your organisation, making it more explicit and on-going as an integral part of human resource management.

Never make your sail too big for the ship
Jamaican proverb

Travel advisory! In addition to making sure your sail is the right size, keep reminding yourself that training is only one approach to developing your human resources although we will spend considerable time talking about this option. If you haven't looked at the *User's Guide* for this series and the discussion about learning organisations, we suggest you take a short detour and check it out.

Structuring HRD

There are many ways to structure the HRD function in an NGO or CBO. Much depends on the organisation's size and resource capabilities and on the importance assigned to HRD by the governing body, if you operate with one, and senior management. For example, large NGOs, particularly those umbrella NGOs that work with other NGOs, might have a separate HRD department with a professional training staff. In smaller NGOs and CBOs, the main client for this set of manuals, there might be an individual who has been given responsibility for training, or the training responsibility may simply be implied in the role and responsibility of managers and supervisors.

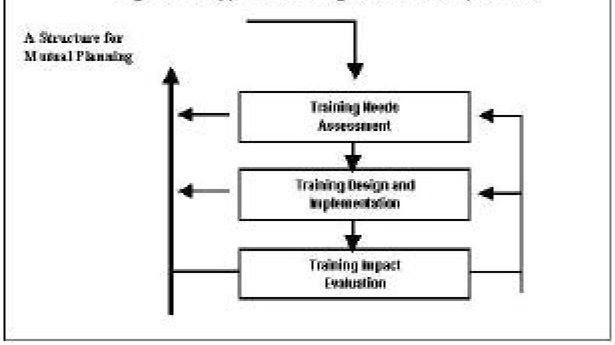
With an initial focus on training

Let's assume for a moment that someone in your organisation will be responsible for training paid employees and volunteers and that training is a management priority. Given this possibility, and we heartily applaud it, there are several things that need to be done for training to have a positive impact on the performance of your organisation. The first task is to develop reliable data about the need for training and how it should be delivered and evaluated.

- Who is to be trained?
- In what are they to be trained?
- By whom are they to be trained?
- How are they to be trained?
- How is the impact of training on the individual's performance to be evaluated?

Embodied in the response to these five questions are the essential components of a quality training component to your overall HRD process: training needs assessment, training design and delivery, and training impact evaluation. The relationship of these three essential components of an effective training program is shown in *Figure 5.1*.

Figure 5.1 Typical Training Process Components



This sounds complicated and expensive, but it doesn't need to be either. Both formal and informal training opportunities can and should be an integral part of your NGO/CBO operation regardless of its size. Let's take a closer look at the three components in the diagram to explore how they might be implemented in organisations that have few resources to develop their human resources in more traditional ways.

Training needs assessment

Training needs assessment (TNA) is a process carried out within an organisation as a basis for making better-informed decisions about where and when to use training as one alternative in implementing your HRD strategy . TNA takes place in two phases. The first phase, scanning, is concerned with gathering data on what is going on in the work environment that might suggest the need for training. The second phase, data analysis, involves a review of the data gathered to determine if training is the right remedy for what is wrong or if some action not related to skill improvement is more appropriate.

Scanning

Data gathering with training and more encompassing HRD in mind can assume a number of forms including 1) being present to observe performance, 2) asking questions about performance through interviews or surveys, and 3) reading from documents and reports that might have performance implications.

- ***Observation.*** This takes place when a manager or supervisor is present to observe the actual performance of subordinates or volunteers, to make some written notes, and then to compare what is observed with the standard established for performance of the type observed. For example, a supervisor might observe that a receptionist in a public health centre is constantly interrupted by phone calls and staff requests so that centre clients must stand in line while waiting to be referred to a nurse or doctor. The supervisor might take steps to discover if this is an exception or a pattern of work interruption that exists on every duty shift.

  Here is a short list of typical performance discrepancies that might be recorded while observing employee work habits in an office environment:

  - Complaining

- A "that's not my job" response when asked to help others
- Too much time spent in non-work related conversation
- Repeated mistakes
- Misuse of equipment
- Carelessness that could result in accidents or injuries

- ***Interviews and survey questionnaires***. This is a more formal method of data gathering. Normally, a decision to ask questions is made when discrepancies have been discovered or when changes in a work unit are being planned and these changes will involve new procedures or work practices as with the installation of new equipment. The information obtained, including the actual wording of those interviewed, can then be used to develop follow-up surveys to determine if a pattern exists.

Interviews are meetings scheduled with individuals one at a time. While somewhat time consuming, the interviewer can ask follow-up questions in order to explore a respondent's thoughts and feelings more deeply. At the start of an interview, for example, supervisors might be asked these opening questions about the performance of their work units: 1) *What are your employees doing that that should not be doing*? 2) *What are your employees not doing that they should be doing*? Follow up questions, called probes, are used to "flesh out" the interview. A sample interview beginning with one of the opening questions and continuing with several probes is shown below in *Figure 5.2* .

She who speaks sows, and she who listens harvests
Argentine proverb

Figure 5.2
An example of useful interview questions

This interview sample shows the importance of an interviewer not being satisfied with general answers given to an initial set of interview questions. The interview starts this way.

Interviewer:	What do you like least about the performance of your department?
Respondent:	My employees are not performing well.
Interviewer:	Why don't they perform well?
Respondent:	They have not been trained properly

The interviewer who stops here has only general information, not enough to know for certain what is wrong. Additional probe questions are needed.

Probe Questions
What do you want them to do that they are not doing?
Where have you noticed your employees not performing well?
Who do you mean, all employees or just some of them?
When don't they perform well, all of the time or at certain times?
Why do you suppose this is happening?

Survey questionnaires enable the manager to learn from many at once. One effective way to develop a survey questionnaire is to take responses to questions from employee or volunteer interviews, using their original words as accurately as possible. These kinds of surveys are relatively inexpensive, answers can be given anonymously, and the statements reflect what employees, volunteers, or clients are actually thinking, not what some researcher thought would be an interesting inquiry. For example, in an interview with a staff person, that person might say:

"Volunteers who work with our organisation are never given briefings on the jobs they are asked to carry out."

By using statements like this, incorporating them into a survey questionnaire, and asking all the paid staff and volunteers to complete the questionnaire, you soon find out how all your workers feel about this statement. Survey statements should be simple, concise, easy for respondents to understand, and written to draw attention to specific facts or situations related to job performance.

These statements are arranged on the survey format along with rating scales. A combination of the following scales will indicate the extent to which others agree or disagree with the statement and how important they feel the issue is.

Scale to indicate degrees of agreement:
- Strongly agree
- Agree
- No opinion

- Disagree
- Strongly disagree

Scale to indicate degrees of importance:
- Important
- No opinion
- Unimportant

Travel Advisory! This survey approach is an important tool to use in a variety of ways to validate impressions, ideas, or feelings about your NGO/CBO operation, either internally or with your clients. Many managers use these kinds of survey processes to initiate change processes within their organisations or in the community. The major attributes of such surveys are many. They reflect what is actually being thought and said by key individuals about whatever issue or concern you want to explore, i.e., how we are managing our volunteer resources. Their opinions and thoughts are then reflected back to a larger audience to check how valid they are from other perspectives allowing those who want to bring about change to determine the will of all those surveyed. Finally, it raises up individual opinions and feelings for wider consideration, moving the dialogue toward consensus on steps that can be taken with the backing of those who will be affected by the changes. So, we heartily suggest you consider such surveys to help you manage more than just your human resources.

Reading from documents and reports
The history, plans, and purposes of an organisation can be found in its written records. They are a good source of information on the successes and failures of an organisation in fulfilling its mission and the status and quality of work in progress. Valuable sources of information on possible performance discrepancies might include:

- Reports of disciplinary problems
- Accident/non-compliance reports
- Employee turnover statistics
- Client complaints/grievances
- Overdue projects
- Budget overruns
- Delinquent accounts
- Equipment outages
- Absenteeism
- Service complaints

Data analysis
During this phase of training needs assessment, conclusions about who to train for what are drawn from the data collected during the scanning phase. It's at this point in the HRD process that a serious miscalculation is sometimes made by managers. Every performance deficiency in the organisation begins to look like it can be solved through some training intervention.

Robert Mager offers us a handy tool for determining if a performance discrepancy is skill-related or not. He suggests this simple question: *Could the employee do it if his/her life depended on it*? If the answer is yes, the performance discrepancy is not a deficiency of knowledge or skill, and training will not be an effective remedy. A short list of causes for poor performance that have nothing to do with the ability of individuals to perform better than they are now might include the following:

- They are not told why the task is important
- They are not given the resources to get it done
- They are given more than their share of the work
- They are not rewarded for doing it right
- They have to do it under adverse working conditions

Training design and implementation
Those who design training events in response to clearly identified training needs should focus on the following questions: 1) What is the training intended to accomplish? 2) What priority should it be given in relation to other training needs? 3) How should the learning be delivered?

Learning objectives
A natural bridge between training needs and the training itself is a learning objective, a statement or statements that describe what training participants will know or be able to do when they return from the training. Agreement on the

learning objectives of a particular training programme is a matter to be decided by the person to be trained together with that person's immediate supervisor. For example, an administrative staff member in an NGO who is scheduled to attend a workshop on report writing might be expected to attain the following learning objective:

Be able to write reports that the executive director will submit to the board of directors and that require no content changes and only minor editing before being enclosed with the board meeting agenda.

Written learning objectives, like this one, are important for three reasons. First, they provide the trainee with a specific focus during the training. Second, they help in the choice of appropriate learning content. Finally, they give the organisation a way of determining whether or not the training has achieved the intended learning result.

Training plans and priorities

Like anything else of importance to the organisation, training must be planned. Normally, this planning begins by including money in the annual operating budget for training. Since training funds are always scarce, there must be agreement on priorities. Answers to several questions can provide a basis for establishing priorities:

- How many people have the same need?
- How urgent is it to acquire the anticipated skills?
- What are the likely consequences of providing training?
- What is the training expected to cost?

Training implementation

Few small organisations have a trainer on their staff unless one of their roles is to provide training for some target group. And money to spend on training is probably scarce. Given these constraints, we suggest you use your imagination. We can hear some of you saying in a rather sarcastic way, "Thanks a lot!" But, wait a minute. That's how most of you got into the NGO or CBO business – by using your imagination. So, here are a few ideas to get your creative juices flowing to determine how you might provide a gourmet training programme on a bread and water budget.

- Talk to your volunteers to see if any have experience as trainers or have specialised knowledge or skills that correspond to one or more of the needs on your training list.

- Check with the local college, technical school, or university for faculty or older students who might have the knowledge and skills you need and in return would like access to your clientele for research or future job possibilities.

- Team up with some other small NGOs or CBOs who have basic training needs that are similar to yours and invest in a training of trainers course for someone who can work with all your organisations to provide training.

- Check with local private companies that have staff trainers. They might be willing to work with your staff and volunteers to conduct training or to invite your staff to join training sessions they are conducting for their own employees.

- Create self-learning teams within your staff and volunteers and invest in some materials to help them get started on a training need of their choice.

Training impact evaluation

Training impact evaluation, or TIE, is the process used before, during, and after training to determine the training impact on the achievement of learning objectives. Carefully written learning objectives are an organisation's assurance that those involved in the training – trainees, supervisors, training content experts, trainers – all have the same understanding of the performance improvements that are to result from the training. The evaluation that follows the training cycle is designed to determine if the learning objectives were achieved and whether the learning was used on the job to overcome the performance discrepancies that created the training need in the first place.

UNCHS (Habitat) published a comprehensive Training Impact Evaluation manual in 1997 that provides a detailed look at how to develop and implement the TIE process. We suggest you get in touch with them for a copy. It will pay big dividends in helping you track the impact of your training investments. The document is entitled: *Manual for Evaluating Training's Impact on Human Settlements* (Nairobi: UNCHS (Habitat), 1997).

Just in case you don't get around to getting a copy of the TIE manual, here's a summary of stages in the process. It's based on a systems approach, stated in *input-output-outcome* terms.

The TIE process begins with:

- ***Inputs*** from various sources: a detailed look at clients, stakeholders, resources, performance discrepancies, and competency improvement needs

- Which are transformed into training objectives, design, and delivery

  Resulting in four training impact ***outputs*** on:

  1) participant reactions

  2) knowledge, skills and attitudes

  3) job performance and

  4) organisation performance.

- Which, in dynamic institutions, result in ***outcomes*** that have an impact on the capacity of organisations like NGOs and CBOs to improve their performance in serving their constituents, beneficiaries, and communities.

We will be known forever by the tracks we leave
Dakota proverb

The importance of learning transfer

One final thought before we leave the discussion of organisational learning by more traditional means, i. e., formal training experiences. As pointed out earlier, training evaluation is done to determine the extent to which a training programme has resulted in the achievement of learning objectives. The obvious key to the achievement of learning objectives is a co-ordinated effort by managers, trainees, and trainers to bring about the transfer of job-related knowledge and skills from the training environment to the work environment. *Figure 5.3,* page 78 of the UNCHS publication mentioned previously, is a matrix that shows the actions that various people involved in the training can take before, during, and after training to create the conditions for the transfer of learning. It's also a reminder of how managers can be assured that their training investments are being taken seriously by all concerned parties.

Figure 5.3
Learning Transfer Matrix

Roles	Pre-training	During Training	Post-training
Managers	Involve trainees in setting post-training performance goals.	Separate trainees from unnecessary interruptions and distractions.	Debrief trainees to discover what took place and review learning application plans.
	Provide rewards for the successful transfer of skills to the job.	Transfer trainee duties to other employees on a temporary basis.	Provide opportunity for trainees to practice new skills and reward successes.
	Encourage trainees to view training as potentially beneficial to their jobs.	Take part in activities designed to encourage the job transfer of new skills.	Reinforce efforts to use new skills and schedule briefings with co-workers.
Trainers	Align training with the organisations needs, goals and priorities.	Develop objectives that focus on what trainees should do back on the job	Create expectations that success will follow from efforts to apply learning.
	Involve managers and trainees in assessing needs and preparing training designs.	Help trainees make commitments to apply learning and to visualise doing at work what they have learned.	Follow-up through correspondence, calls, and on-site visits to review results and help remove obstacles.
	Distribute pre-training readings and data gathering to stimulate trainee readiness and interest.	Use performance aids to enhance learning retention and to reinforce job application commitments.	Conduct evaluation surveys and refresher sessions and feed results back to managers and trainees.

Trainees	Use any opportunity to provide input into programme planning.	Participate actively and develop a plan for changes in job performance.	Review training materials for improved retention of knowledge and skills.
	Anticipate the many opportunities for better performance made possible by the training.	Compile a record of learning to avoid memory loss back on the job.	Regularly review efforts to apply learning to job improvement and assess the results.
	Commit to active participation in all planned training events.	Make commitments to other trainees to follow through in applying what has been learned.	Maintain contact with other trainees with whom application commitments were made.

In the transfer of learning it is important to consider the wide range of opportunities that exist within the larger NGO/CBO community to learn from each other. Some example are: exchange programmes, i.e., people, ideas, technology; visits to other organisations; sharing of best practices; providing technical assistance between organisations; and teaming up on new ventures that build on individual organisation strengths and provide new opportunities for those involved to learn from each other.

Human resource development (HRD) is such a key function within human resource management (HRM) and training such a key function within HRD that we don't want to leave it without giving you an opportunity to reflect on how training is planned and carried out in your organisation.

Reflection

Describe in a few words the way decisions are made about whom will be trained for what purpose in your organisation and how you determine whether the training has been successful.

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Based on your answers, what might you do differently to make your training investments pay bigger dividends for you and your organisation?

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Finally, consider the following HRD ideas

Human resource development is so important within the HRM process that we don't want to leave it with the impression that training, whether more formal, workshop-oriented, or on-the-job, is the only approach to HRD. We will end these HRD discussions by exploring some non-training ways to help your staff and volunteers grow in their service to your organisation. Think about the following options, and add a few of your own.

- Think about new assignments or tasks to be accomplished within your organisation as opportunities for personal and professional development for key staff and volunteers.

- Provide opportunities for people to volunteer for these assignments and tasks. This acknowledges that many people learn best by doing.

- Invite interesting people to meet with your staff to discuss issues and concerns important to their organisation and its mission and yours. These are called brown bag lunches in some parts of the world. In other places, they might be organised around a goat roast. This option sounds much more interesting!

- Ask individual staff members or volunteers to take responsibility to conduct a short workshop on a topic important to all employees and offer to buy the resource materials they will need to prepare for the role of "staff trainer for a day." For example, everyone complains about never having time to … (fill in the blanks). Buy a couple of practical books on time management and ask for a volunteer to develop and deliver a three-hour workshop on the topic for the rest of the staff. Reward your new trainer with a T-shirt that says super trainer or some such thing along with a funny certificate, and tell her she can keep the books for her personal library.

- Put training components into new project funding opportunities. They just might be the competitive edge you need to win the contract.

- Take advantage of new technology-based learning opportunities such as the wealth of information and ideas available through various web sites.

- Team up volunteers who bring unique knowledge and skills to your organisation's mission with paid staff to take on specific tasks. With a good match of diverse backgrounds, experiences, age, etc. they will be able to learn from each other.

- Help individual employees, both part-time and full-time, put together personal learning plans and provide assistance when necessary for their implementation.

- Build learning into the mission and vision of your organisation and reward individuals and teams for their contributions to institutional learning.

Reflection

Quickly, jot down two or three ideas of ways you can create low-cost learning experiences for your staff and volunteers. Then call a staff meeting to get their ideas as well.

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Key points

- The opportunities for human resource development in most organisations are endless. What is needed is a new way of defining organisational learning.

- While most small NGOs and CBOs may not be able to provide traditional training opportunities for their staff and volunteers, there are many ways to tap community and organisation resources to develop people.

- Comprehensive training, as a major HRD component, includes three essential components: training needs assessment, training content and delivery, and training impact evaluation. Don't hesitate to insert *learning* in place of *training*.

- Assessing the learning needs of your organisation includes: scanning the targeted environment for data and information about needs and analysing the data to determine if training is the right remedy for dealing with performance discrepancies that prompted you to assess your training needs.

- Determining the content and design of training requires answers to these questions: What is the training intended to accomplish? How do we decide what priority to give it when given other training needs? What is to be taught, by whom and in what learning style?

- Training Impact Evaluation is the process used before, during and after training to determine how and to what extent training has improved individual and organisation performance.

- Training is only one potential approach to human resource development. Challenging staff assignments, effective coaching, and delegation of responsibilities to those who are ready to grow are some alternative options to engage in human resource development as an integral part of HRM.

Endnotes

(13) I. Nonaka and H. Takeuchi, *The Knowledge-Creating Company* (New York: Oxford University Press, 1995), p. viii.

CHAPTER 6
MANAGING PERFORMANCE

Treat people as if they were what they ought to be and you help them to become what they are capable of being
Johan Wolfgang von Goethe, German poet

Human Resource Management is qualitatively different from personnel administration in its more traditional sense. Personnel management, as most of us have experienced it in various organisations, involves a set of formal procedures that are designed to manage employees within certain boundaries during their time within an organisation. And they are written with the needs of the organisation clearly in mind. These written and often formally adopted regulations assure that tasks like hiring, disciplining, compensating, providing employees with other benefits, and providing a written record of his or her employment are all conducted in a uniform manner. These procedures and structures are very important within the process of managing the procedural and legal aspects of personnel administration.

But, there is another side to what has become known as Human Resource Management. It is the manager's pro-active efforts to optimise the contribution of each employee during their time within the organisation. This is not only important to the mission and goals of the organisation but to each employee or volunteer who also wants to be as productive as possible.

In this chapter, we will focus on the relationship between NGO/CBO managers and supervisors, and each employee, whether paid staff or volunteers. We're calling this *Managing Performance,* and it involves managerial support of each employee to assure that they can perform to the best of their ability. This support involves activities like giving directions, coaching, and even delegating authority and responsibility. We will be exploring a managerial strategy that encompasses these managerial and supervisory responsibilities and provides insights on how to use them.

Travel Advisory! The importance of the term ***management*** in HRM, or what we are calling *Managing Performance,* should not be taken lightly. To drive this point home, we want you to think about your own experience in supervising volunteers. This particular aspect of managing performance within NGOs and CBOs is difficult because there is rarely a formal employment "contract" between volunteers and the organisation as there is with paid employees. As a result, there is a tendency to be *soft* on "managing" their performance. After all, they might resent "being managed" so we tend not to provide as much supervision or guidance as we would in supervising paid employees. Since they can walk out the door at anytime and we don't want to lose them, we tend to non-manage volunteers. We also use the rationale that since the volunteer doesn't cost us anything, whatever performance we get is better than nothing is. Sound familiar? These assumptions need to be tested in most NGOs and CBOs as they relate to the management of volunteers. The discussion that follows should help, not only in thinking about how you manage your voluntary human resources, but your paid staff.

A useful management model

"*To a hammer, everything looks like a nail*." This Japanese proverb is a metaphor for a common fallacy about managers and human resource management. It was once believed that every manager has a particular style or way of managing, a style that was thought to be effective in some situations and not so effective in others.

Researchers Paul Hersey and Kenneth Blanchard, during the 1970s, were responsible for a fundamental shift in conventional thinking about styles of management. In their influential work *Management of Organisational Behaviour: Utilising Human Resources*, now in its 8^{th} edition, the authors set forth the idea that managers are capable of developing and using multiple management styles. Which style to use, say Hersey and Blanchard, is situational; that is, the situation confronting the manager dictates the style to be used. The task of the manager is to develop the ability to diagnose work situations that require some kind of management intervention and then use the style of management most appropriate for the situation.

But, there is more to it. Hersey and Blanchard identify two distinct dimensions of management style. One of these dimensions they call *task behaviour*: engaging in one-way communications consisting of defining the roles of employees and telling them what to do, how to do it, and when it is to be done. The other dimension the authors call *relationship behaviour*: engaging in two-way communications, asking for ideas and feedback from employees, and offering them encouragement and support. [14]

The task and relationship dimensions of a manager's style can be used in different combinations depending upon the situation. Situations are events in the work life of employees that require the manager to exercise task behaviour, relationship behaviour, both of them, or neither of them. The mix of behaviours leads to four distinct management styles. Each of these styles, in turn, is a possible management response to the task-specific behaviour of an individual employee, volunteer, or work team. Before looking at each of these management styles more closely, it is important to realise that the author's preference for using these four styles is dependent on the maturity of the employee or volunteer to perform the tasks required. Maturity is defined by having the skills and will to perform effectively. Based on low skill and will levels, the most appropriate management style is Directive as described in their model. As both the skills and will of the employee/volunteer increase, the most appropriate styles to be used move sequentially through the other three styles: Supportive, Facilitative, and finally, Delegative. Let's look more closely at the four styles together with some tips on how to use each of them effectively.

Directive Style	Tips for using the Directive Style
When using the directive style, managers use well-defined methods to develop the knowledge and skill of subordinates for task performance. **High Task/Low Relationship**	1. Set aside a specific time to give directions in a location as free of interruptions or distractions as possible. 2. Explain the task, why it is important, and what standards of performance are expected. 3. Ask them what they already know about the task and plan your instructions to fill in the gaps. 4. Provide an opportunity for them to see what proper performance of the task looks like. If not demonstrated, make use of examples or mental images to get your points across. 5. Ask for their questions, doubts, or concerns about task performance to prevent misunderstanding 6. Watch them as they experiment with task performance and give feedback on the results to improve future efforts. 7. Continue doing this until the task is being performed according to standards.

Supportive Style	Tips for using the Supportive Style
When using the supportive style, managers continue to offer direction for task performance accompanied by regular feedback and appropriate recognition. **High Task/High Relationship**	1. Give them your attention for doing the things you want them to do. 2. Listen to them for information on how they think they are doing and what may be holding them back. 3. Tell them frequently what you would like to see more of or less of and what is so well done that no change is necessary. 4. Spend enough time with them to be well acquainted with their task accomplishments. 5. Look for opportunities to show appreciation for their performance and remember to do this while the accomplishment is still fresh in their minds. 6. Focus praise on the task, not the person. Example: "You did a good job solving that customer's problem. You've made a friend for us. Good work." 7. And most important, model the kind of work-related behaviour you want from them.

Facilitative Style	Tips for using the Facilitative Style
When using the facilitative style, managers maintain friendly relations without intervening in task performance except when needed to maintain positive group relationships. **Low Task/High Relationship**	1. Show trust in them by disengaging from their day-to-day activities. 2. Don't tell them what to do, but make sure that the goal is clear and that they are committed to its attainment. 3. Be sure they have the information and resources they need to accomplish the task. 4. Concentrate on helping them communicate openly, disclose problems, share information, and help each other overcome obstacles. 5. Encourage them to question everything and to take nothing for granted. 6. Give them the freedom to make mistakes and help them to learn from their mistakes and plan actions to avoid repeating them. 7. Be ready to step in when there is a breakdown in trust, commitment, or the willingness to collaborate.

Delegative Style	Tips for using the Delegative Style
When using the delegative style, managers delegate to subordinates the authority to decide how tasks will be done and leave them alone to do them unless the need arises to intervene. **Low Task/Low Relationship**	1. Gain their confidence by delegating not just the menial tasks but the significant ones as well. 2. Make sure they know the limits of their autonomy and what powers are reserved to others. 3. Give them access when needed to resources that cut across functional lines. 4. Assign managers to them from higher in the organisation when required for task performance. 5. Be available to them should they experience major problems or have the need to report important developments.

	6. Find ways to recognise their significant accomplishments like putting more resources under their control or applying what they have achieved elsewhere in the organisation. 7. Intercede as needed and when asked to help remove political or bureaucratic obstacles to the implementation of their ideas.

Let him who knows the instrument play it
Cuban proverb

Task-specific performance
As we said before, a successful manager is one who can use all four of these styles appropriately depending upon the situation. To use these different styles appropriately and effectively, the manager needs to:

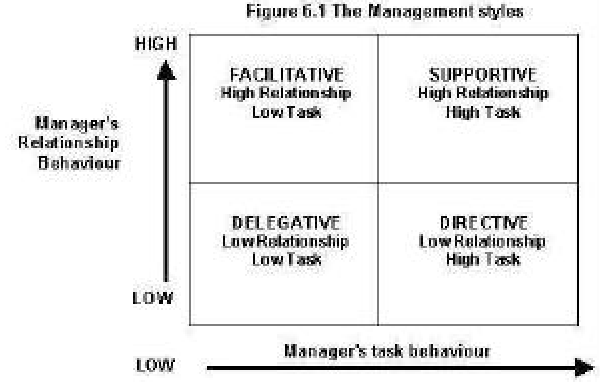
1. Analyse the situation in which task-specific performance is occurring.
2. Choose the right style for the situation.
3. Separate a subordinate's ability and willingness to perform a task from the subordinate's present and past performance of other tasks.

Hersey and Blanchard emphasise that the most important factor in any situation is the task-specific performance of the subordinate. Task-specific performance has two components: (1) how *able* the subordinate is to perform; and, (2) how *willing* the subordinate is to perform. Ability refers to the actual capability, knowledge, and skills of the subordinate to carry out the task successfully. This is the "can do" part of the equation. Willingness has to do with the motivation of the subordinate to carry out the task. This is the "want to" part.

Based on an assessment of the employee's maturity around any specific task or assignment, maturity meaning his or her level of knowledge, skills, and willingness to perform, you would apply the most appropriate management style. As the *skills* and *will* of the employee/volunteer increase or mature, the manager's style would move sequentially from *directive* to *supportive* to *facilitative* to *delegative*.

If all of this sounds a bit confusing, perhaps the diagram in *Figure 6.1* will help to clarify things.

Figure 6.1 The Management styles



Applying the situational management process
A shift in management style is necessary as employees and volunteers gain experience in the performance of job-related tasks or when they are assigned new, more challenging ones. To understand how this might work in practice, consider a case in which a manager of volunteers for an NGO is introducing a group of volunteers to a new procedure with which they are unfamiliar.

According to the model, these volunteers would have a low performance rating in relation to that task. Having no experience with the task to rely upon, they are dependent on the manager for instructions and guidance and are able to exercise little discretion. As a result, a *directive (low relationship/high task)* style would be the appropriate management style for the volunteer manager to use.

As volunteers gain understanding and experience, the manager begins gradually to shift into a *supportive (high relationship/high task)* style. This means easing up on the directive behaviour enough to offer immediate reinforcement, praise, and recognition.

As the volunteers begin to demonstrate their ability to perform the task at a moderate to high level of proficiency, the manager begins to shift into a *facilitative (high relationship/low task)* style. This takes some courage on the part of the manager who is beginning to relinquish some control over performance to the volunteers. The volunteers have more freedom now to make independent judgements about task performance. The manager continues to provide support and encouragement but is prepared to step back in should the volunteers lose interest, become discouraged, or otherwise have difficulty with performance.

Finally, as the volunteers have begun to master the task, the manager sees they require little direction or support and shifts into a *delegative (low relationship/low task)* style. The lowering of relationship behaviour does not mean disinterest or abdication on the part of the manager. Rather, it is an indication that the manager has enough respect for the high performance level achieved by the volunteers and confidence in their ability to permit them to operate independently. The manager has learned to trust that the volunteers have the will and ability to perform in an exemplary manner. And the manager recognises that, for high achievers, recognition for a job well done comes from those who benefit from the task performance.

Those in search of a myth will usually find one
Pueblo proverb

Exposing a myth

Another important point must be made before we leave this discussion of applying management style. The situation above and the diagram that precedes it might suggest that an employee's performance could be expected to improve steadily with the passage of time. In a perfect world, this might be true. In reality, the performance of individuals and groups may slip, for whatever reason, causing subordinate ability, motivation, or both to decrease. Situations like a family crisis, an angry disagreement with a co-worker or the introduction of unfamiliar technology could temporarily lower the task motivation of an otherwise able individual. When these situations occur, the manager must be prepared to adjust his or her management style, providing appropriate support and direction to restore desired performance levels. The following diagram contrasts the myth of performance improvement as a steady upward climb with the more unpredictable process with which most managers are familiar.

Rare is the person who can weigh the faults of another without putting his thumb on the scales
Paraguayan proverb

Performance diagnosis

As we have seen, effective managers are skilful in diagnosing the performance of their employees and volunteers. They have learned how to recognise discrepancies in performance and in each situation, which style to use to restore performance to the desired level. As you might guess, this is not as easy as it sounds. Shown below are four situations together with a diagnosis or assessment of what is wrong and an appropriate strategy for restoring performance.

Situation No. 1	Diagnosis	Preferred Strategy
The volunteer's performance has been dropping in recent months. She is no longer interested in pursuing performance standards. Redefining the task has worked in the past. Now she must be reminded to have tasks done on time.	She appears to be unwilling to take responsibility and, although somewhat capable, still lacks the necessary confidence and task experience to perform without help.	The manager should redefine the task and responsibilities as needed to restore performance using a directive style (high task/low relationship).
Situation No. 2	**Diagnosis**	**Preferred Strategy**
The manager is considering introducing a new procedure not familiar to the work	The group has been performing well. It has made suggestions about the need for a new	Participate with the group in developing the change but give group members freedom to plan

group. Members of the group have made suggestion for the change. The group has been productive and is flexible in the way it does things.	procedure. The group is capable of implementing the change with some input from the manager.	their own strategies for implementation. This facilitative action (high relationship/low task) will focus on implementation.
Situation No. 3	**Diagnosis**	**Preferred Strategy**
The employee is growing in the ability to perform. The manager has taken the time to be sure he is aware of his responsibilities and expected performance standards.	The employee has been responding well to direction and coaching. His performance is on the increase. Progress can be encouraged by friendly support while maintaining the coaching.	Reinforce performance by interacting with the employee, confirming mutual under-standing of responsibilities and expected standards of conduct (high relationship/ high task).
Situation No. 4	**Diagnosis**	**Preferred Strategy**
Performance and relationships in the group are good. The manager believes the group is able and willing to continue without direct supervision.	The group is experiencing a high level of quality performance. They are prepared to carry out the tasks without supervision.	Leave the group alone. This action (low relationship/low task) allows the group to continue to furnish its own direction and support. Be clear that the group has the delegated responsibility to continue on its own.

True freedom is not the absence of structure – letting the employees go off to do whatever they want – but a clear structure that enables people to work within established boundaries in an autonomous and creative way

Erich Fromm

Reflection

We have covered a lot of ground in this chapter. Before moving on, take a few minutes to think about these situational management concepts and how they apply to your experience with human resource management. Recall a situation in which one of your paid employees or volunteers was performing poorly. As you look back on this experience, you realise your actions did little to improve performance. In fact, they may have made matters worse. Describe the performance and what you did or did not do to correct the performance or restore it to a desired level. Which of the four management styles do you believe you were using? Why was it not appropriate? Based on the situational management concepts and strategies we've been talking about, what could you have done differently?

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Key points

- There is no one best management style. The nature of the situation and the unique needs of each employee or volunteer guide the experienced manager in choosing the right style.

- There are two distinct dimensions of management style. Task behaviour is telling employees or volunteers what to do, how to do it, and when it is to be done. Relationship behaviour is asking them for ideas and feedback and offering encouragement and support.

- From these two dimensions come four alternative management styles, directive (low relationship/high task), supportive (high relationship/high task), facilitative (high relationship/low task), and delegative (low relationship/low task).

- The task-specific performance, the most important factor in any situation, has two components: the subordinate's ability to perform and his or her willingness to do so.

- When task performance slips, the manager must adjust his or her management style accordingly providing appropriate support and direction to restore desired performance levels.

- Effective managers know how to recognise or diagnose discrepancies in performance in order to know which style is the most appropriate.

Endnotes

(14) The principal source for the management concepts described in this chapter is Hersey, Paul, Kenneth H. Blanchard, and Dewey E. Johnson (contributor), *Management of Organisational Behaviour: Utilising Human Resources, 7th ed*. (Englewood Cliffs, NJ: Prentice Hall, Inc., 1996).

CHAPTER 7
PERFORMANCE APPRAISAL

It takes a long time to bring excellence to maturity
Publilius Syrus

We now turn to performance appraisal as an integral component of HRM in NGO/CBOs. While the appraisal of individual performance is an important method for maintaining a high performance workforce, it is often misunderstood and sometimes avoided as a management responsibility. Performance appraisal is known by different names and is carried out in different ways. Whether it is referred to as performance evaluation, review, or appraisal, it is intended to be a management strategy to improve the present performance of individual employees to a desired future level through a process of discussion, mutual agreement, and follow through.

Enter the critics
While an important component in the management of human resources, no single area of HRM is more controversial and misused than performance appraisal. It is common to hear managers say they detest it and often look for excuses to avoid doing it. Common criticisms are: it's a waste of time; ratings are unrealistic and inflated; or it's just a ritual that does nothing but create hard feelings with employees. And there are at least two good reasons for these criticisms, both related to misuse of the appraisal tool.

- First, periodic appraisals are not the time to sort through the many day-to-day performance problems that have been ignored since the last evaluation. The focus of the appraisal should be to shape the overall performance of the employee or volunteer. Managers shouldn't use it as a substitute for regular on-site coaching and supervision. See Chapter 6 for a review of these important management responsibilities.

- Second, frustration and disappointment are high among managers and employees alike when performance appraisals attempt to accomplish too much. All too often the performance appraisal discussion includes a wide-ranging discussion of past performance, training and development plans and assessments, career planning, salary reviews, warnings, goal setting and evaluation, and recognition of past accomplishments. This breakfast buffet approach to assessing an individual employee's performance is an invitation to gloss over those issues about performance that need to be addressed.

Good reasons for appraising performance
If the performance appraisal process is so frustrating, why go to the trouble of doing it? Authorities on human resource management provide many good reasons. McCurdy and Lovrich, in their contribution to an International City Management Association publication on human resource management, express their view that "the principal aim of individual performance appraisal is to ensure personal accountability to the goals of the organisation." [(15)] In other words, performance appraisal is a communications tool that managers use to inform their subordinates of important departmental goals and their role in the attainment of these goals.

We would also add that this appraisal process is an opportunity for NGO and CBO managers and supervisors to work with the employee to set individual work-related as well as personal goals that have consequences on the job. In addition, the performance appraisal has other uses and purposes:

- To satisfy the need of employees/volunteers to know what management expects of them and how well they measure up to these expectations.

- To heighten the motivation of employees/volunteers to improve their performance by providing them with feedback and constructive criticism.

- To provide a basis for the equitable distribution of rewards such as salary increases, promotions or more challenging work assignments.

- Finally, appraisal results can be compiled into a database for use in evaluating the effectiveness of an organisation's methods of assigning work to jobs and criteria for hiring people to fill these jobs.

If employees are not performing as they are expected to, it is important to look at other factors that may be contributing to low performance. These might include managerial practices and administrative procedures used for work assignment, selection, or promotion – or, maybe, the appraisal process itself is flawed. [(16)]

Three steps to effective performance appraisal

The conduct of a performance appraisal discussion with an employee or volunteer consists of three stages or steps: 1) preparation; 2) face-to-face discussion; and 3) follow- through.

Step One: Preparation

The appraisal process begins with the job description. As pointed out in Chapter 2, a job description that links tasks to standards of performance provides the supervisor with a valuable starting point for discussing performance with an employee or volunteer. It is more useful when appraising the actual performance of a volunteer service co-ordinator to know she is expected to "recruit sufficient volunteers to fill all requests for volunteer assistance" (performance standard) rather than knowing the co-ordinator is expected to "recruit volunteers for specific work assignments" (task description).

Preparation also involves collecting data on the employee's actual performance in the position being appraised for comparison with the agreed upon performance standards for that position. There are several ways to collect data on performance. Most data are gathered by the supervisor through direct day-to-day observation of work performance or review of records or reports that reflect the quality of work performed. These data may be supplemented by facts or opinions obtained from other sources. These might include other employees, volunteers, customers, or clients and anyone else with whom the person being appraised either works or interacts. Normally, the source of these data is anonymous.

Step Two: Face-to-face discussion

We use the term "discussion" instead of "meeting" to emphasise the importance of two-way communication in the appraisal process. While most managers would agree that an effective employee appraisal is one that produces improved performance from those being appraised, it is not unusual for the opposite to happen. Too often performance appraisals focus on the employee's past performance, never mention the future, and end up being given to the employee as an attachment to their last paycheque for the year. This, of course, is an exaggeration and would never happen in your organisation. Nevertheless, you can imagine the potential consequences of such an impersonal approach to one of the most important events in managing human resources. A two-way discussion that concentrates on the future and how to resolve problems that may interfere with the attainment of desired performance levels is far more effective than a rehash of past mistakes and failures.

Rollin Glaser provides some useful suggestions for managers in guiding performance appraisal discussions that focus on removing obstacles to better performance.[17]

- *Be appropriately sociable*. The discomfort and apprehension commonly felt by people being appraised can be alleviated when you spend a few minutes at the start of the discussion to engage the person being appraised in friendly conversation. We also believe it's important to arrange for a venue that is appropriate to the task. For example, two comfortable chairs facing each other, a space that assures privacy, and no interruptions are important features for this discussion.

- *Discuss the advantages of a problem-solving approach to appraisal*. It is important for the person being appraised to know that the intent is not to dwell on the past but rather to look ahead to quality performance and how you can be helpful in creating the conditions for it to occur.

- *Ask for the employee or volunteer's self-appraisal first*. This is a way to confirm your intention to make the discussion a participative one and that the employee or volunteer's feelings and beliefs about his or her performance are important to the appraisal. It is important not to interrupt or offer agreement or disagreement with what is being said until later. The most important skill you will need at this stage is being a good listener. This is the ability to hear what is being said and to respond in a way that lets the person being appraised know that you have heard both the content of what has been said and the feelings expressed by the message.

- *Probe and evaluate the self-appraisal*. When the employee or volunteer has completed the self-appraisal, the manager should comment on it primarily for clarification or expansion of points as needed. The most important skill you will need at this stage is the ability to think of questions that can open a discussion, keep people talking or confirm understanding of the points they are trying to make.

- *Present your own appraisal*. Your appraisal should be given after the employee or volunteer has finished. The most important skill you will need at this stage is to be able to discuss specific behaviours (anything people do or say) that need modification for the employee or volunteer to be successful in the assigned position.

- *Confirm understanding and get reactions*. Some questioning may be necessary to be sure your point of view has been understood.

- *Summarise and resolve agreements/disagreements*. Agreements should be restated and confirmed and disagreements should be resolved to the extent possible before moving on with the appraisal.

- *Discuss goals and action plans*. This calls for a future-oriented shift, refocusing the discussion on what the employee or volunteer wants to accomplish during the next appraisal period. The most important skill you will need at this stage is the ability to express belief and trust in the person in order to enhance self-esteem and help the employee or volunteer feel good about his/herself and thereby improve chances of competent performance.

- Discuss obstacles standing in the way of goal attainment. With the planned accomplishments in mind, discuss what exists or might happen to prevent these accomplishments and what each of you can do to remove or alleviate them. The most important skill you will need at this stage is to be equipped with a practical approach to problem solving and the skill to involve those being appraised in the process.

- Recheck understanding and commitment. Since the discussion is likely to take from forty-five minutes to an hour, it is important to summarise what has been discussed and agreed to and to test the employee or volunteer's strength of commitment. The most important skill you will need at this stage is the ability to increase the probability that the employee or volunteer will commit to the new level of performance by offering something positive of value like praise or some other form of recognition for following through successfully.

Reflection

Glaser presents us with a rich display of ideas for conducting the performance appraisal conversation. In fact, it's a good checklist for many other types of discussions where evaluation is the centre of attention. We suggest you go back and review his suggestions in terms of your own experience in conducting employee performance appraisals. Record in the space below the ideas you got from his discussion that will help you be more effective in the future when you conduct such discussions.

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Now, back to the final step in the performance appraisal discussion.

Step Three: Follow-through

It is common to see managers behave as if they believed that a completed appraisal discussion is the end of the process until the next appraisal period. This is a serious mistake. When managers give little attention to the work activities of their people, they undermine everything the appraisal process is meant to achieve. Without management reinforcement, individuals with good intentions about doing well may slip back to a level of performance that was described by management as less than satisfactory during the appraisal process.

Follow-through is the effort managers make to keep in touch with employees and volunteers about the agreements that were made to improve performance. These periodic reviews and discussions are to determine if the employee is accomplishing what was agreed upon during the appraisal, what affect this is having on his performance, and what obstacles might be keeping him from achieving his performance goals. Regular contact also is a demonstration of continued management support and willingness to assist in improvement efforts.

Follow-through by management can take several forms depending on the level of performance observed. The best course of action for managers to take with high achievers is to give them challenging assignments and stand aside to give them room to perform. The best course of action with those low achievers who are making no progress is probably termination or, in some cases, transfer to another assignment for which they are better suited by temperament and ability.

Then there are the ordinary, hard-working individuals who seem to comprise the majority of all workers. Most of these individuals can be classified as either above or below average when it comes to achievement on the job. These are the most challenging employees for the manager to motivate to higher levels of performance. Generally, those individuals who are classified as satisfactory or above average performers can benefit from some kind of reward or recognition for past performance as encouragement for even higher performance in the future. Individuals who are classified as below average achievers can benefit from corrective action by management to get them on the right track without making them feel attacked or demeaned.

What is the good of experience if you do not reflect?
Frederick the Great

Bridging the gaps between periodic appraisals

Before completing this discussion of one of the most important and most difficult tasks within human resource management, we want to provide some additional insight into three aspects of *Performance Appraisal* we think might be particularly helpful. They are also tools to use on a regular basis to help employees and volunteers achieve individual and organisation performance goals.

- The first is a look at how to provide constructive comments to employees who are not meeting your expectations, comments that can be heard and help the employee improve.

- The second are some tips directed specifically at your work with volunteers and how to verbally reward them for their good work.

- The final aspect of *Performance Appraisal* to be discussed focuses on organisational and other non-employee-related factors that can have an impact on individual performance. Often these factors are beyond the ability of the individual employee or volunteer to influence or correct. They call for managerial actions.

Giving constructive criticism on unsatisfactory performance

Situations arise every day where the performance of individuals does not meet management's expectations. When this happens, behaviour improvement is necessary. Unfortunately, efforts by managers to correct unsatisfactory performance often come at the cost of lingering employee resentment and loss of self-esteem. While "constructive criticism" may be a contradiction of terms or an *oxymoron* if you're keeping up with the latest lingo designed to impress others, it can be a useful conversational strategy for dealing with unsatisfactory performance. Here's an eight-step process you might try out the next time you want to provide constructive criticism to someone who doesn't quite measure up to your expectations.

Travel Advisory! Direct confrontational discussions are inappropriate in some cultures. If you work in one of these cultures, we suggest you read the following steps with the challenge of determining what approach might be appropriate and effective in giving feedback on unsatisfactory performance. After reading these proposed steps and reflecting on their relevance to your work environment, describe the steps you think would be appropriate.

Step 1: Identify the problem
State the particular event or behaviour that concerns you, not performance in general. State it as something that you observe or heard or that came to your attention. Focus on what happened rather than what the person did. Avoid being judgmental or accusatory, "You don't want to do a good job, do you?" In fact, avoid use of the word "you," substituting "I" or "we" as much as possible.

Step 2: Say what is wrong
Explain the problems or consequences to the organisation as a result of the unsatisfactory event or behaviour. Give a specific example, "When the customer desk isn't covered in the morning, visitors get a poor first impression of us."

Step 3: Say how you feel
Make clear how important doing this right is for the organisation and how a violation distresses you. "I am very disappointed when we don't live up to this obligation."

Step 4: Ask questions
Ask the person to explain anything you may have misunderstood or to clarify something, "What happened this morning?" Some managers actually start with this step, particularly when the person already understands the importance of points made in Steps 1-3.

Step 5: Plan corrective action
It may now be possible to direct the discussion to a solution to the problem. It is best to get the person to suggest the remedy. If the problem is a chronic one, it may be necessary to state the consequences of not taking steps to correct it. The goal may be achieved by asking what can be done rather than pointing out what the person did wrong. "We need to have you here from 9 A.M. until 5 P.M. Monday through Friday. What's it going to take to make this happen every day?"

Step 6: Get a commitment to improved performance
Ask for a pledge of corrective action. Accept "I will," but do not accept "I'll try," "maybe I could," or "I'll do my best" for an answer. When you suggest, "Taking an earlier bus every morning sounds like a good solution. Are you prepared to do that?" don't settle for, "Why not?"

Step 7: Give a positive stroke
Depending on the relationship, you might say how you value and appreciate the person. You might even praise some other aspect of the person's performance. "Apart from the tardiness, I want you to know I appreciate the sensitive way you deal with our customers. I like your plan for getting here on time. I'll look forward to seeing how it turns out."

Step 8: End it
Ask for questions or suggestions and then end the discussion. Don't change the subject; that might diminish the importance of the criticism. "Do you have any questions or suggestions? If not, I'll let you get back to work."

We want to turn this discussion to a topic that is more positive, i.e., ways to recognise and reward satisfactory performance. While the following ideas are targeted to recognising and rewarding good works by volunteers, we believe they can be useful in maintaining and heightening the productivity and performance on paid employees as well.

Volunteer recognition

The coal that has been an ember is easily rekindled
Uruguay proverb

In writing about retention and recognition of volunteers, authors McCurley and Lynch offer these suggestions for the use of recognition to retain the interest and continued participation of volunteers. [18]

- ***Praise frequently***. A common complaint among volunteers is that they don't get enough recognition from management. The effects of recognition or praise for work well done begin to wear off after a short time. Giving recognition only once a year at an annual banquet is certainly not enough.

- ***Praise in a variety of ways***. There are two categories into which praise and recognition can be placed. One is personally for a job well done or for exhibiting certain personal attributes like a friendly disposition. The second is commemorating work on a specific project or team perhaps by featuring the performance in a newsletter article or public announcement.

- ***Praise honestly***. Recognition given for less than the best devalues the praise. It will not be appreciated later when given to others for their good work.

- Praise the person, not the work. People responsible for a project may feel resentment if the project is praised and the people who accomplished it are not.

- Praise appropriately for the achievement. An act of good service might get a "well done." The award of a huge, new grant for the agency might call for a huge banner and front-page newsletter photograph.

- Praise consistently. Two people responsible for similar achievements should get similar or equal recognition.

- Praise in a timely manner. Recognition for good work should come as soon as possible after the achievement.

- Praise in an individualised way. Get to know the people and give them a form of recognition they would find the most personally rewarding.

- Praise what you want more of. Make sure that you take the time to recognise the efforts of those who are doing well and not spend all your time with those having difficulty.

On the other hand, the system may need fixing

There are a lot of organisation and management factors that can have a negative impact on individual performance within the work setting. It's unfair to put all the responsibility for individual performance on the employee or volunteer. Here are some of the more obvious factors that prevent desired performance. In each of these factors, we will identify only one or two obvious examples of what it might look like. We're sure you will be able to add to the list, based on your own experience in organisations.

Delegation and control: Is the employee delegated the responsibilities and, in some cases, the authority to accomplish the tasks assigned? Are the controls so tight that it is hard to make judgement calls on what needs to be done? Are more controls needed to help the employee understand his or her limits?

Lack of knowledge and skills: This often is the case when older employees assume new responsibilities or new employees are never briefed or trained in what they are expected to be doing.

Lack of systems and procedures: The task needs more or less structure; the procedure is obsolete or too complex; and it takes too long to accomplish the task within the time allotted.

Lack of resources: Sometimes employees are given tasks but not enough time, money, or other resources to carry them out, or the facility is inadequate for the job to be done.

Lack of incentives: This includes no bad consequences for not performing the responsibility and no good ones for carrying out the task. The job is not considered important by management so there is no recognition even if you do an exceptional job.

Lack of communication: There are conflicting messages about what needs to be done or the instructions on how to do it weren't clear. Changes in the way the manager wants things done never reach those who are expected to do it. Sound familiar?

Lack of supportive organisational climate: There is no pride in the work accomplished and no trust. "We don't do things that way." Those in charge exhibit tight control and suspicion of subordinates.

Inappropriate organisation structure: There are too many layers of bureaucracy, instances of work duplication, too many bosses giving conflicting directions, or unclear goals and objectives.

Improper or no job descriptions: They're obsolete, created to set wages but not describe duties, or different from what the supervisor exp ects.

In the wrong place: There is duplication of same tasks in different places. The process is scattered out and not co-ordinated. Workstations are illogically arranged.

Timing: Deadlines are missed on critical steps that affect the performance of others. No time limits are set, or those that are set are unrealistic given the tasks.

Policies. There are no policies or inappropriate policies. The policy is perhaps obsolete or not communicated to those with responsibility to implement them. The authority is at the wrong level for effective implementation. [19]

As you can see, and no doubt have experienced, performance gaps are not all the fault of those who have been given the responsibilities for achieving certain levels of performance. Before you get too deeply into a performance appraisal process that holds employees and volunteers accountable, hold the organisation's systems, policies and procedures accountable. It's the only fair and responsible way to go.

When the snake is in the house, there is no need to discuss its length
Evve Proverb, Ghana

Reflection

As we close this discussion of performance appraisal, give some thought to the processes described above. What efforts are made in your organisation to appraise the performance of employees or volunteers? How effective are they? What aspects of the approach described in this chapter if implemented by your organisation would be the most effective in motivating higher performance levels from these workers?

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Before leaving this important subject, list three or four ways your organisation's policies, systems, and procedures might be changed to help make individual performance appraisals more fair, realistic and useful.

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Key points

- Performance appraisal is not a substitute for regular on-site coaching and supervision. It can fail when it tries to accomplish too many things at one time.

- Performance appraisal helps to fulfil the need of workers to know how well they are meeting management expectations and what more they must do to meet these expectations.

- The conduct of a performance appraisal discussion with an employee or volunteer consists of three steps: preparation, face-to-face discussion, and follow-through.

- Preparation involves the collection of data on actual performance of the person in the position being appraised for comparison with the performance standards for the position.

- Effective appraisal discussions concentrate on the future and how to resolve problems that may interfere with the attainment of desired performance levels rather than dwelling on past mistakes and failures.

- Follow-through is management's effort to find out if those who have participated in appraisal discussions are doing what they agreed to do and what effect this is having on their performance.

- Individuals who are satisfactory or above-average performers need some form of reward or recognition for past performance as encouragement for even higher performance in the future.

- Individuals who are below-average performers require corrective action by management to get them on the right track without making them feel attacked or demeaned.

- Performance discrepancies between managerial expectations and worker reality are often the result of organisation, systems, and procedural constraints and inadequacies.

- Fix the system before you place the blame of poor performance on individual employees.

Endnotes

(15) McCurdy, Arthur H. and Nicholas P. Lovrich, "Maintaining a High-Performance Workforce" in *Human Resource Management in Local Government: An Essential Guide* (Washington, DC: International City/County Management Association, 1998), p.54.

(16) Klinger, Donald E. and John Nalbandian, *Ibid.* pp. 276-77.

(17) Glaser, pp. 15-8

(18) McCurley and Lynch, *Ibid*, pp. 125-6

(19) Harrison, Jarid, *Improving Performance and Productivity (*Reading, Massachusetts: Addison-Wesley Publishing, 1978.

CHAPTER 8
DISCIPLINE, TERMINATION, RIGHTSIZING, AND RETIREMENT

If fate throws a knife at you, there are two ways of catching it, by the blade or by the handle
Dominican Republic proverb

We now enter the final stage in the life of the employee although *discipline* doesn't quite fit this category unless, of course, it becomes a frequent matter for discussion between the manager and a wayward employee. In this case, termination might be an appropriate action. We will start this discussion by looking at some of the reasons why it becomes necessary to take disciplinary actions and preventative measures that can be taken to minimise these confrontations. Next will be a look at some alternatives to terminating an employee's service with an organisation and if these don't work, how to conduct the termination meeting. Finally, we will discuss briefly the more usual and less stressful exiting strategy of retirement.

The potential need for taking disciplinary action

The need for disciplinary action within organisations is often an unavoidable necessity. We begin this discussion with a look behind the need for such actions to clarify the many things that can go wrong in the behaviour and work performance of employees and volunteers. Authors Visconti and Stiller describe a large number of behaviours common to difficult employees. Some of these will, no doubt, be familiar to you. [20]

- Consistent failure to meet job standards despite persistent coaching and warnings about the consequences of failure to perform.
- Poor attitude that can be reflected in such behaviours as being rude to constituents, uncooperative with co-workers, failure to follow instructions, and excessive complaining, particularly when asked to do something.
- Sloppy work and frequent mistakes despite adequate training and coaching.
- Failure to complete tasks on time.
- Not willing to contribute when the workflow is heavy.
- Failure to meet important assignments or goals.
- Continuous tardiness and absenteeism despite warnings.
- Drug abuse or alcoholism that affects the employee's performance.
- Inappropriate behaviour, i.e., use of profanity or abusive behaviour toward other employees.
- Dishonesty or unethical conduct.

Doing the right thing

Despite your best efforts during the hiring process, some of the people selected for positions as employees eventually will become management problems. When difficulties like the ones shown above do occur, what is the right thing to do? Fortunately, for both sides of an employee challenge, there are several options to consider before deciding to fire someone. Before considering these options, let's look at some factors involved in terminating an employee.

The way termination is handled is important for the benefit of the organisation, the manager, and the employee. It is helpful, as well as legally advisable, to have a systematic process to follow. A systematic process is a manager's protection from negative consequences that could arise from a dismissal. Consequences might include lawsuits for wrongful termination, political pressure, or a deteriorating relationship with the community.

Having an open and defined termination policy and process is also the employee's assurance of due process in a termination action. Such a process should include:

- An official policy on employment (see Chapter 1) that includes probation, suspension and termination;
- A system for informing employees in advance with examples during the orientation process (see Chapter 2) of requirements and unacceptable behaviour.

- A method for relating the policy to a written job description with standards of performance for use in establishing whether or not the job is being performed satisfactorily (see Chapter 3).

When a behaviour problem is reported or observed, the first thing to do is to learn more about what is happening. If the situation involves poor performance, it is important to find out what performance is expected and who is performing in an unsatisfactory manner. If the situation concerns a violation of the law or unethical or abusive behaviour, the nature of the offence must be documented along with those who are parties to it or victims. It is also important to know the degree or frequency of the problem and the seriousness or consequences to the organisation should it be allowed to continue.

There are many common warning signs that might suggest when an employee might become a problem. [21]

- Output decreases
- Work quality deteriorates.
- Missed due dates
- Little or no initiative
- Avoidance of assignments
- Complaints increase
- Decreased interaction with others
- Difficulty taking directions
- Defensiveness or irritability
- Diminished co-operation
- Blaming others for mistakes
- Increased absence from work station
- Increased negative feedback from others
- Increased absenteeism and tardiness

The next step is to find out how long the problem has been going on and what has been done by management in the past, if anything, to solve it. It is easy for management to overlook performance problems that are isolated or infrequent. Confronting them may be uncomfortable. Disciplining employees may be viewed by managers as a reflection on their judgement in hiring them in the first place. Some managers will tolerate poor performance indefinitely to avoid the unpleasantness of a possible termination decision. By doing so, the manager may be reinforcing unsatisfactory work habits and thereby reducing the likelihood that the employee's performance can ever be changed.

Disciplinary action

The three most common forms of disciplinary action are 1) the warning, 2) the reprimand, and 3) the suspension. These actions relate to paid employees and would not be appropriate in response to performance discrepancies in the work of volunteers.

Warning. This is a written notice of a work-related behaviour problem that specifies time and place and includes a statement of the changes to be made by the employee and the consequences of failure to do so.

Reprimand. Similar to a warning, the reprimand is delivered face-to-face in a meeting with the employee. The reprimand should always be given in private and a record of it placed in the employee's personal file.

Suspension. This involves the temporary removal of an employee from the job. Whether the employee receives full or partial compensation during the suspension will depend upon the reason for taking such action. Suspension is the course of action used when serious misconduct is reported for suspected or a work-related criminal act has been discovered in which the employee is implicated. A suspension may be lifted and an employee restored to normal work status if an investigation finds that the charges against the employee are unfounded.

The termination meeting

Once a decision has been made to terminate an employee, the news must be given to the individual concerned. Needless to say, this is never a pleasant experience for any of the parties. Consider the following procedure when terminating the services of an employee, whether paid or volunteer. [22]

- ***Conduct the meeting in private***. Do this to preserve the dignity of the employee and the manager.

- ***Be quick and direct***. Choose your words carefully so as to leave no doubt in the employee's mind about the decision and why it has been made. Don't back down from this to appear to be a "nice person."

- ***Announce, don't argue***. The purpose of the meeting is to communicate to the employee that he or she is being separated from the agency. The meeting is not to open things up for further discussion. If the agency's policy on termination has been followed, all arguments have already been heard. Expect the employee to argue against the decision but keep quiet.

- ***Don't attempt to counsel***. If counselling were an option, you would not be having this meeting. You are not a friend to the employee at this point and any attempt to appear as one would be misinterpreted.

- ***Be ready to end the discussion***. Allow the terminated employee some time to vent his or her emotions, but be prepared as soon as possible to announce that the meeting is over.

- ***Follow-up***. After the meeting, compose and send a letter to the terminated employee repeating the decision and informing him or her of any departure details. Be sure to follow-up with others, co-workers, other personnel and clients with whom the employee may have been working explaining the reason for the change.

Before looking at another potential staffing dilemma, the need to downsize your organisation for one reason or another, it's time to reflect on our discussion of some of the most difficult human relation decisions managers must make and how you personally have handled them in the past.

Reflection

Recall an employee from your past management experience that created a major challenge for you as a result of their unsatisfactory performance on the job. Describe the behaviour.

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Looking back at the situation, did you wait too long to deal with the problem? If so, why did you delay?

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What did you do to remedy the behaviour problem and was it successful? If not, what would you do differently today?

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> ***Travel advisory:*** We've been talking about *termination*, and this sounds very final like it should be the end of this conversation. Well, it's not! There are some other important issues to discuss before we close this discussion of human resource management. They include: dealing with unsatisfactory volunteer employment, certainly a unique but not uncommon management challenge; the necessity to *rightsize* the organisation when funding becomes problematic; and retirement.

The challenge of unsatisfactory volunteer performance

Volunteers who become problematic in their contributions to the organisation for whatever reason can become a unique challenge for the manager of an NGO or CBO. On the surface, it is easy to assume that the best way to deal with a problematic volunteer is not to invite them back, a polite termination option. In talking with NGO and CBO managers about this option, we find out it is not that easy. Given the challenge of terminating a volunteer, you may want to think about using one or more of the options we are about to discuss. The judgement call by the NGO/CBO manager on whether or not to "rehabilitate" a volunteer, who has become a problem for whatever reason, will probably depend on how valuable that individual is in helping to achieve the organisation's mission.

Alternatives to consider

McCurley and Lynch in a book on Volunteer Management suggest several alternatives to consider in working with difficult volunteers. With some modifications, they may also be useful strategies to consider in working with troublesome paid employees. [23]

Re-supervise. Volunteers may not understand the rules. This is particularly true of youthful volunteers who are inclined to "test" the rules and those in authority as a part of growing up.

Re-assign. Transfer the volunteer. It is possible that a volunteer may have been placed in a work situation where he or she has trouble getting along with the staff or other volunteers and could benefit from reassignment.

Re-train. Sometimes the problem is lack of knowledge rather than motivation and a refresher or a different training (mentoring) approach can turn things around.

Re-vitalise. There is a substantial burnout potential in many volunteer assignments, i.e., working with troubled clients. Assignment to something less emotionally draining for awhile might help them recover.

Refer. The volunteer may benefit working in a different environment, and an exchange with another organisation might resolve the problem.

Retire. Some volunteers may be unable to do the work they once did and should be given the opportunity to leave the organisation with dignity.

Other employee exit strategies

Many NGOs and CBOs operate in unstable environments meaning their ability to function may be determined by others beyond their control. Programs are cut by governments; other organisations move into your territory and offer programs and services that compete with yours; or you may undertake a reorganisation that calls for fewer employees, a managerial decision within your control, but in each case it becomes necessary to terminate employees. In case you are interested, the politically correct phrase to use in these cases is *rightsizing the organisation*. The conversation might go like this. The manager calls the employee into her office and says, "We will be rightsizing the organisation, and we will no longer need your service." The employee shouts back, "You mean I'm fired!" "No, just right sized."

Here are some thoughts on making these *rightsizing* transitions less difficult for all concerned.

- Decide on the criteria you will use to select those who <u>will not</u> be "laid off". Are they essential to the on-going programs and activities of the organisation? Will we still be able to perform effectively after the cuts have been made in the work force? Should we give priority to those employees who have been with us the longest? In addition to length of service, are there other personal criteria we want to consider in determining who we will keep employed? Notice the focus is on who will remain and not who will go.

- If there is a governing board and a management team, the director should get them involved in setting criteria, discussing the consequences of the layoffs, and deciding who stays and who goes.

- Layoff decisions should be made as quickly as possible. Procrastination on such difficult decisions when the employees know they will be made sooner or later raises everyone's anxieties, encourages rumours and gossip, and affects the productivity that needs to continue within the organisation.

- Vigorous efforts should be made to help those who will be laid off to find other employment. This is the time to mobilise your network of contacts within the NGO and CBO communities and beyond. Don't cut your ties totally with those dismissed employees you may want to re-employ in the future. Keep your options open and theirs.

Retirements

The retirement of older employees is obviously the most positive exit strategy. Nevertheless, this termination event requires some preparation by the organisation. Here are some thoughts to consider.

- Helping employees plan for their retirement begins when they become regular employees. Make sure that any opportunities to build a retirement "nest egg" that might be available to them are explained and help provided in completing any paperwork involved.
- As these employees approach retirement, help them plan for the transition. If your organisation doesn't have a formal program for retirement planning, check with other social service agencies that might provide assistance.
- Think about ways to extend their service to the organisation and community through part-time employment, a special volunteer status, or other arrangements.
- Celebrate their retirement by giving them special recognition for their services to the organisation and community. Have a party and invite all their friends to join in the celebration.

Key points

- In the life of an organisation it is inevitable that mistakes will be made, and there will be misconduct, even violations of the law. The most serious of these infractions can lead to disciplinary action and possibly the dismissal of an employee.

- A systematic process for managing discipline and termination is a manager's protection from potentially negative consequences.

- Obvious signs of unsatisfactory performance are deteriorating work quality, a rise in complaining, blaming others, and increased absenteeism.

- Some managers will tolerate poor performance indefinitely to avoid the unpleasantness of a possible termination decision.

- Many situations that appear to call for terminating an employee or volunteer may be resolved by using other options, i.e., reassignment, retraining, a change of duties, or retirement with dignity.

- The three most common forms of disciplinary action available to managers are a written warning, a verbal reprimand, and suspension from duties usually without pay.

- The termination meeting is conducted in private to preserve the dignity of the individual concerned and managed to be decisive, quick, and as painless as possible for all concerned.

- When necessary, right-sizing should focus on retaining employees whose positions and competencies are vital to the successful continuation of the organisation's mission and be based on a priority system that targets less critical employees for layoff.

- Retirement is a cause for celebration and should be celebrated. However, the planning for an employee's retirement begins when that person becomes a regular paid member of the staff.

Concluding thoughts

It seems like a very sombre note on which to conclude this discussion of human resource management, i.e., all the horrible things that might happen that require you to dismiss or discipline an employee or volunteer. Unfortunately, a discourse on human resource management would not be complete without these concluding discussions. And, we suspect that all of you have faced these challenges in your organisations and will no doubt face them again.

On a more positive note, HRM and its integral function of human resource development is one of the most important and personally rewarding managerial responsibilities within NGOs and CBOs. Your success will depend, in large measure, on how effective you are in:

- *establishing* systems and procedures that facilitate the flow of individuals through your organisation from initial recruitment to departure; and,
- *infusing* throughout the organisation a caring and supportive approach to the day-to-day implementation of human resource management challenges and opportunities.

HRM is an awesome responsibility undertaken on behalf of others. As we have seen in our travels from the first sign that we need to expand our organisation's human resources until they exit the organisation for whatever reason, there are many tasks to be done and decisions to make in managing and developing an organisation's human resources. They require constant diligence on the part of managers and others who bear the responsibility for HRM/D.

There's an old Bolivian saying that *diligence is the mother of good fortune*. In your efforts to be diligent, be *like the tree that covers with flowers the hand that shakes it*. For this beautiful thought, we thank the Japanese.

Endnotes

(20) Visconti, Ron and Richard Stiller, *Rightful Termination: Avoiding Litigation* (Menlo Park, Ca.: Crisp Publications, Inc. 1994), p.38.

(21) Brownstein, Marty, *Handling the Difficult Employee* (Menlo Park Ca: Crisp Publications, Inc., 1993), p.23.

(22) McCurley and Lynch, p. 114.

(23) McCurley and Lynch, p.112.