

Do-gooders and doctors: evidence on selection and performance of health workers in a nationwide program

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IGC

LSE



**IGC Growth Week
September 2013**

State capabilities

- Quality of public service delivery depends on the effectiveness of the agents engaged in it
- Yet little is known about how to recruit, motivate and retain these agents
- This forms a core research area of the IGC state capabilities programme
- Today: the effect of job mission on the selection & performance of community health workers
- Partner country: Zambia

Context

- Severe shortage of health staff throughout sub-Saharan Africa, especially in rural areas
- Key challenge: recruit, motivate and retain capable health workers
- Potential trade-off between private rewards and social motivation/community attachment

National Community Health Assistant Strategy

- First phase involving 307 CHAs, launched August 2010
- Goal: Train 5,000 new Community Health Assistants by 2017
- Formalisation of existing “positions”
- New cadre within MOH workforce
 - Minimum qualifications: Grade 12 education, age 18-45, Zambian citizen
 - To be based at rural health post in most remote regions of country
 - Two CHAs per health post



CHA Phase 1 Timeline



Research

- Since 2010, we have partnered with MOH to test different **motivational strategies** at all three stages:



MOH's policy questions

Possible tension between:

- CHA as respected community member who is committed to serving community long-term
- CHA as government-employed health care professional with career incentives

“What will happen if they now see themselves as civil servants? Will they retain their connection to the community?”

Director of Human Resources, Ministry of Health
July 2010

Which job mission should MOH choose?

- Experiment: Randomize 48 participating districts into two groups
 1. Advertising poster stresses “community” mission
 2. Advertising poster stresses “career” mission
- How does job mission affect:
 - **who applies?**
 - **who is selected?**
 - **how the selected applicants perform?**

Recruitment Posters

 **Community-Oriented Poster**

TRAINING OPPORTUNITY

ONE-YEAR COURSE IN COMMUNITY HEALTH

The Ministry of Health is launching a new national Community Health Worker (CHW) program and invites qualified persons to participate in the initial training of community health workers.

The training will begin on _____ and will be held at the Provincial level for selected applicants. All training costs, including transportation, meals and accommodation during the one-year training program, will be covered by the Ministry of Health.

BENEFITS:

- Learn about the most important health issues in your community
- Gain the skills you need to prevent illness and promote health for your family and neighbors
- Work closely with your local health post and health centre
- Be a respected leader in your community

QUALIFICATIONS:

- Zambian National
- Grade 12 completed with a minimum of two O-Levels
- Age 18-45 years
- Endorsed by Neighborhood Health Committee within place of residence
- Preference will be given to women and those with previous experience as a CHW

APPLICATION METHOD:

Submit to the **DESIGNATED HEALTH CENTRE** indicated above:

- Completed application form with necessary endorsements. If no blank forms are attached to this notice, kindly obtain a blank one at the nearest health centre.
- Photocopy of school certificate documenting completion of Grade 12 and a minimum of two O-Levels.
- Photocopy of Zambian national registration card.

For more information: Contact the Designated Health Centre indicated above.

Counseling and Support


Care and Treatment


Health Education


Want to serve your community? Become a CHW!



 **Career-Oriented Poster**

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BENEFITS:

- Become a highly trained member of Zambia's health care system
- Interact with experts in medical fields
- Access future career opportunities including:
 - Clinical Officer
 - Nurse
 - Environmental Health Technologist

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Nursing


Environmental & Public Health


Clinical Medicine


Become a CHW to gain skills and boost your career!



Community Mission Poster

BENEFITS:

- Learn about the most important health issues in your community
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Counseling and Support



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Care and Treatment

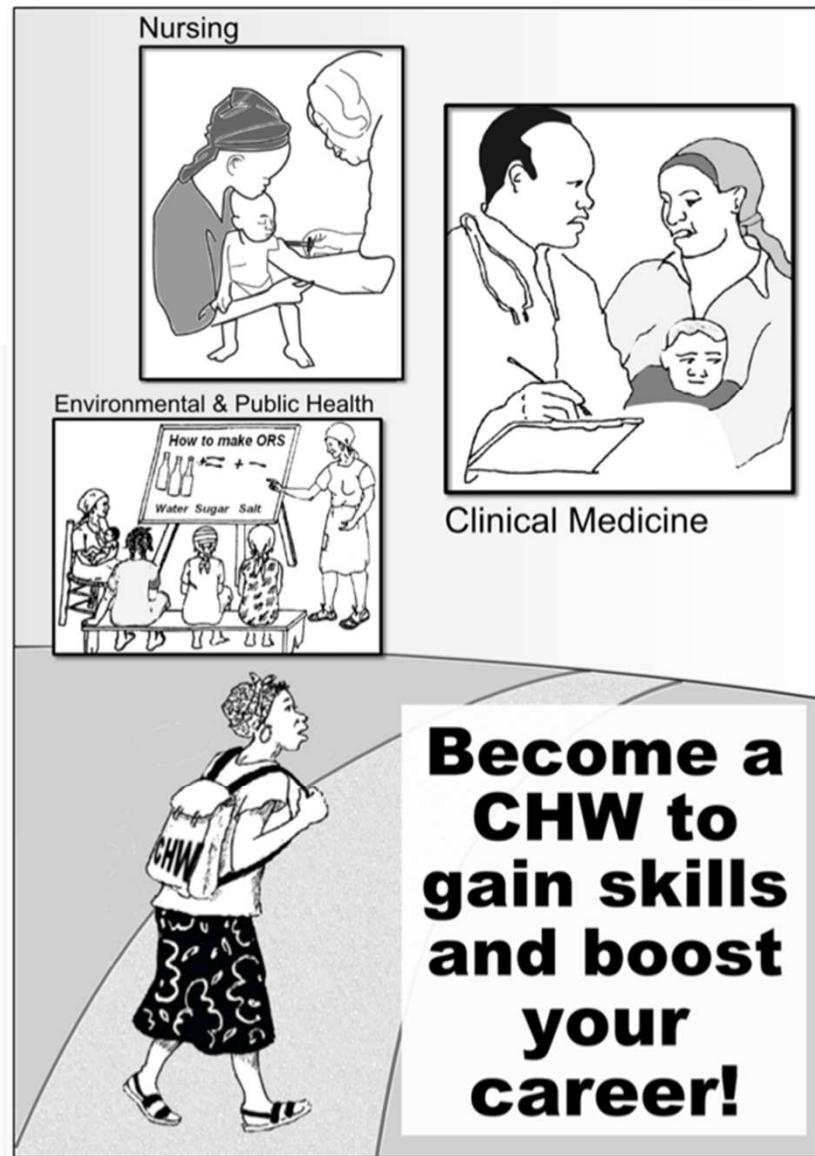


Want to serve your community? Become a CHW!

Career Mission Poster

BENEFITS:

- Become a highly trained member of Zambia's health care system
- Interact with experts in medical fields
- Access future career opportunities including:
 - Clinical Officer
 - Nurse
 - Environmental Health Technologist



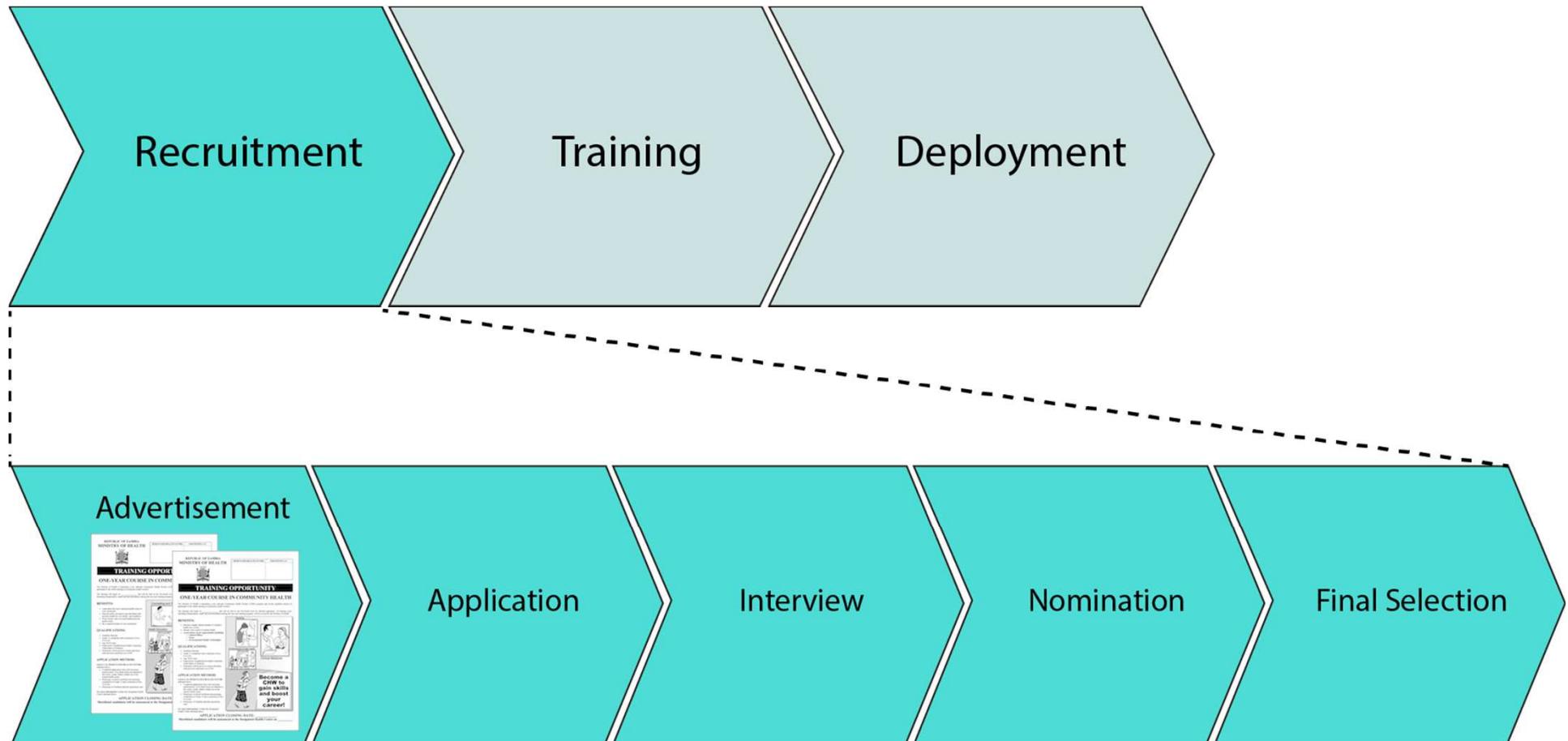
Sample description balancing

- 7 provinces, 48 districts, 161 HP (84 career, 77 community)
- HP and their catchment areas have similar characteristics
- CHA applicants in different treatments are drawn from similar areas, will work in similar areas

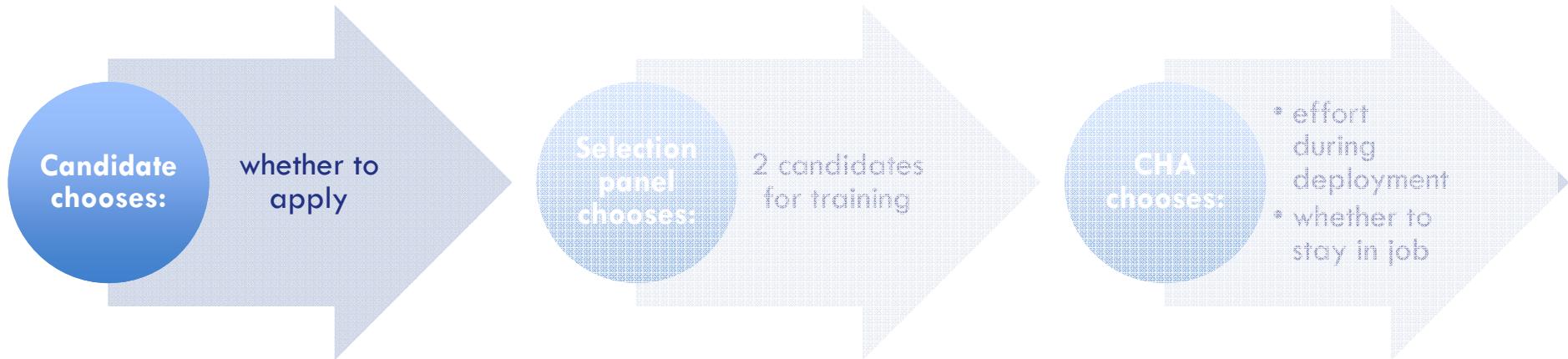
Table 1. Mission incentives and area characteristics (randomisation balance)

| | Mission: | Private (career) | Social (community) | p-value of the difference |
|-----------------------------------------------------------------------------------------|----------|------------------|--------------------|---------------------------|
| Number of health posts | | 85 | 77 | - |
| Number of staff in health post | | 1.49 (1.09) | 1.38 (1.17) | .559 |
| Geographical distribution of households in catchment area: | | | | |
| <i>Most people live in their farms, none in villages</i> | | .082 (.276) | .091 (.289) | .848 |
| <i>Some people live in farms, some in small villages (5-10hh)</i> | | .518 (.503) | .532 (.502) | .855 |
| <i>Most people live in medium/large villages (more than 10hh), a few on their farms</i> | | .388 (.490) | .364 (.484) | .749 |
| Share of households using ITNs | | .319 (.187) | .329 (.205) | .738 |
| Share of households using their own pit latrine | | .343 (.227) | .356 (.214) | .627 |
| Poor cell network coverage | | .082 (.277) | .065 (.248) | .675 |

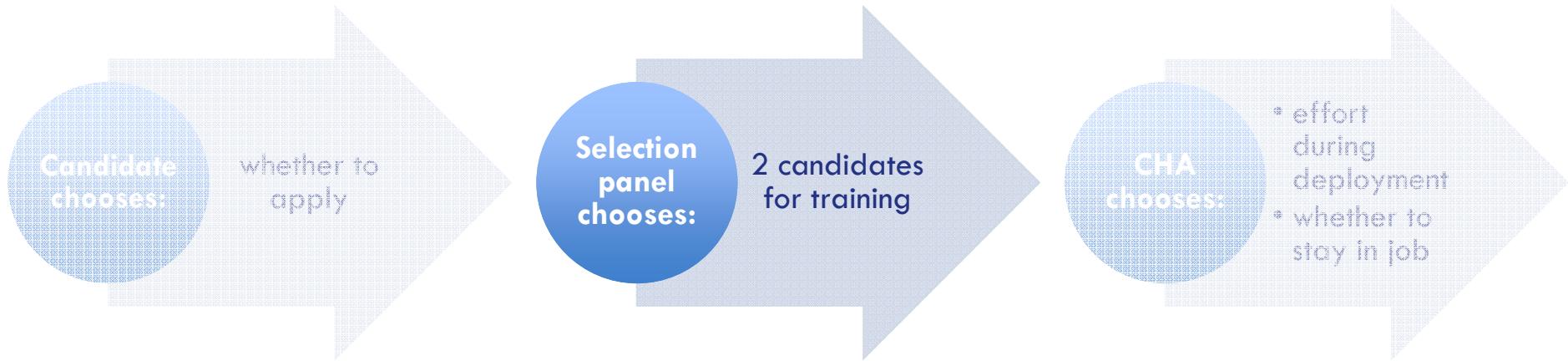
The recruitment process



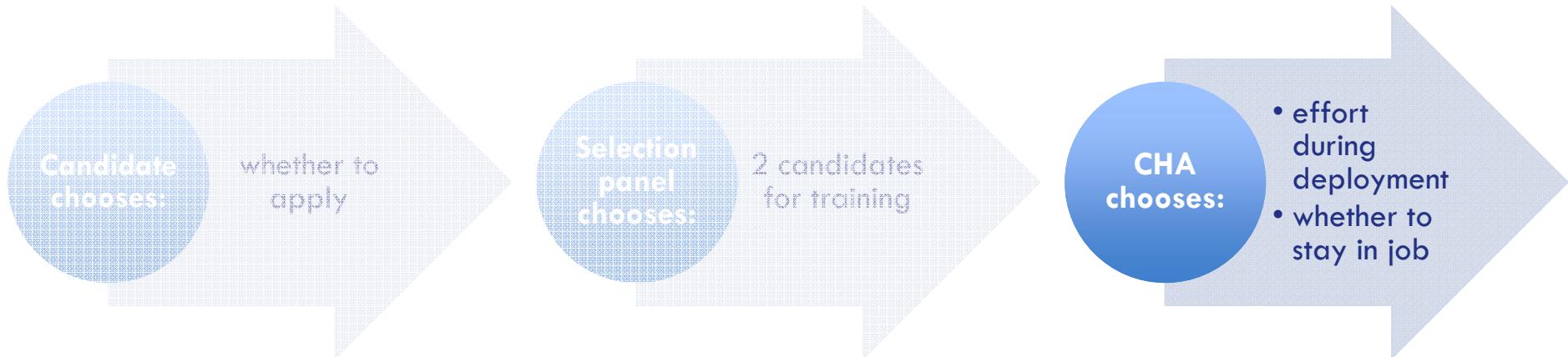
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The recruitment process



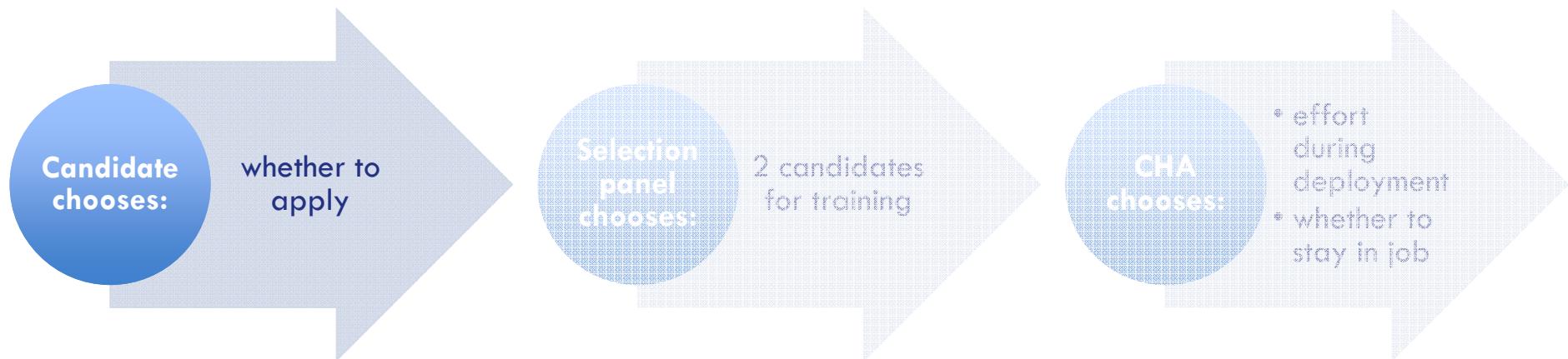
The recruitment process



Preview of findings

- Job mission matters at all stages of recruitment process
 - Attracts different types at **application stage**
 - Influences panels at **selection stage**
 - Affects performance **on the field**

Application stage

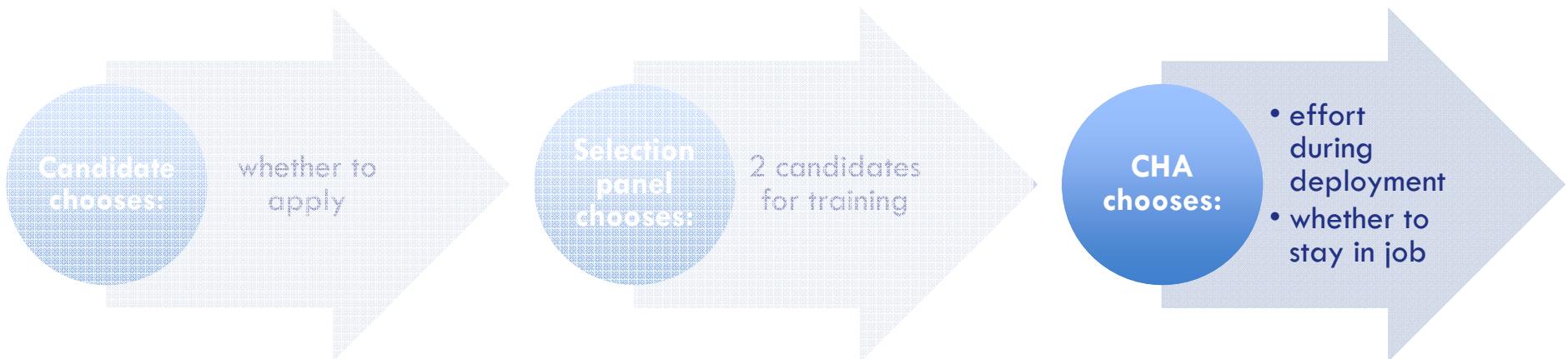




Application stage policy insights

- Same number of applications (7.5 per post), with same gender (70/30) & age (27) balance
- Applicants in community mission:
 - are more likely to aspire to be CHA/stay in community in the long term
 - have lower formal qualifications
 - have weaker science background
- Potential trade-off between community attachment and skills —could lead to difference in performance

Deployment stage



Performance in the field

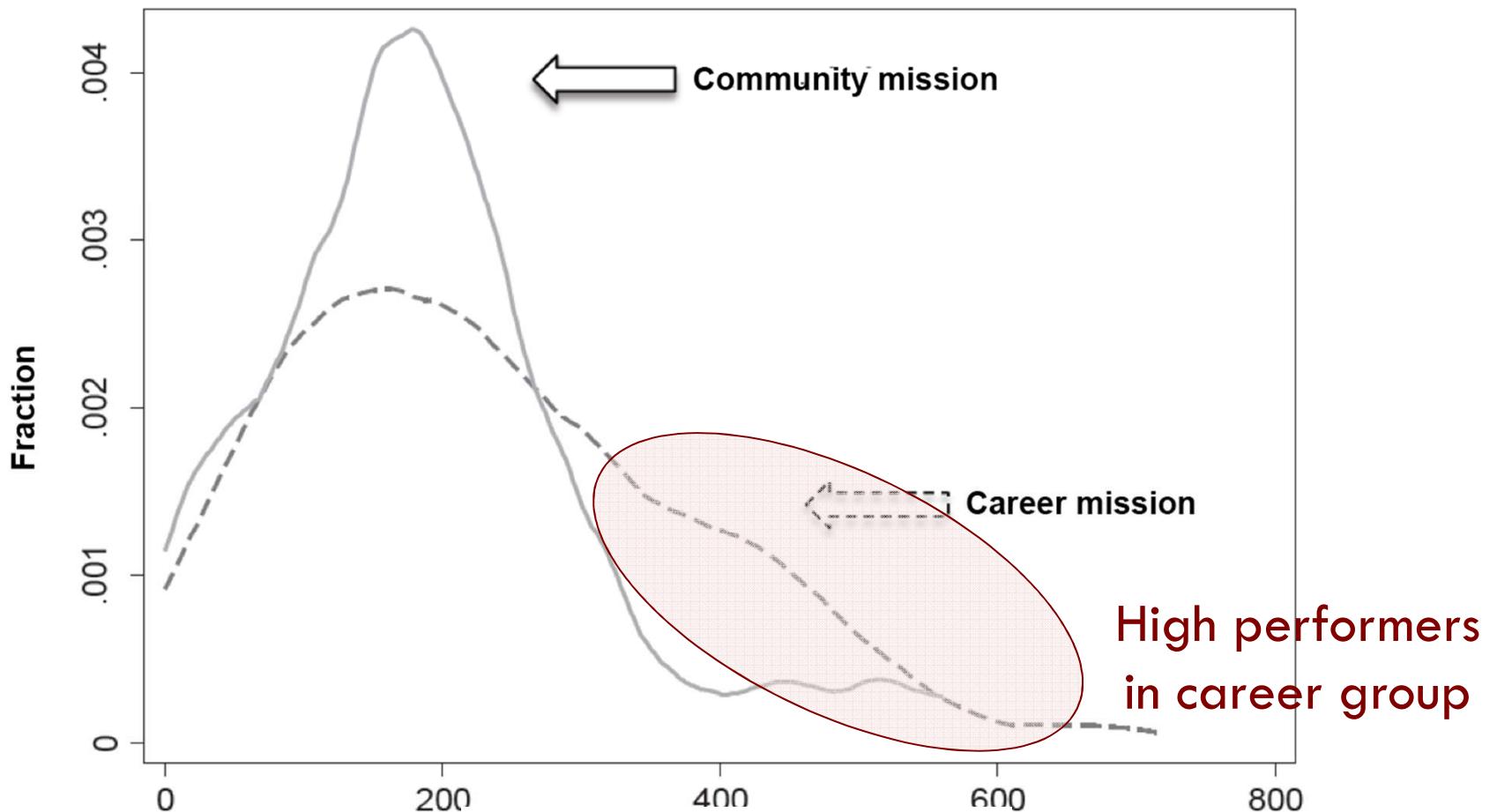
- CHAs have three tasks:
 - primary: visit HHs in their catchment area
 - on average 55% of total working hours (self-assessed)
 - secondary: community mobilization
 - on average 22% of total working hours (self-assessed)
 - secondary: assist staff at health post
 - on average 15% of total working hours (self-assessed)
- We measure performance on each

Field performance: **Household visits**

- CHAs in community treatment do 20% fewer visits (Sep '12 – May '13)
- Monthly average: 34 vs. 43 visits
 - not due to different network coverage or equipment
 - not compensated by visit duration
- Difference is driven by a substantial group of strong performers in career treatment

Field performance: Household visits

Distribution of total household visits
in community and career mission groups.



Field performance: **Community mobilization and OPD**

- Data from DHIS2 monthly reports (Sept '12 – July '13) show similar pattern
 - CHAs in community mission conduct fewer community mobilization meetings
 - *Total meetings during period: 12 vs. 26*
 - CHAs in community mission see the same number of patients at the health post
 - *Facility-based work does not make up for less work in community*

Field performance: **Retention**

- In April/May 2013, MOH conducted a refresher/new skills training for all Phase I CHAs
 - 298 of 307 CHAs attended
- No difference in training attendance between career and community CHAs
- No difference in retention in the first year

Deployment stage policy insights



- Job mission affects **performance**
 - Career CHAs perform better in the field
 - Community mission comes at the price of lower qualifications and worse performance, with no gains in retention so far (first year)
- **Caveat:** community CHAs may perform better on other dimensions
 - We are preparing a household survey in which we will ask households about other aspects of CHA performance (communication skills, availability, thoroughness)

Deployment stage policy insights



- Does job mission affect **retention**?
 - Too early to tell
 - As we continue to track performance, MOH may have to decide between, e.g., an “excellent” CHA for x years vs. an “acceptable” CHA for x+y years
 - Depends on the difference in performance, what x and y are, the “excellent” CHA’s new job, whom she replaces, and who she is replaced by

Preliminary policy recommendations



- If high performance is the main objective, use the **career** recruitment poster
- Will attract applicants with higher ability and higher likelihood of performing well
- Potential drawback if MOH prefers women for the job: selection panels might choose more men, due to thinking that men are more career-oriented
 - Data show that women's field performance has been equal to men's
 - Inform selection panels of this to increase selection of women

Acknowledgments

Implementation Partners:

- Ministry of Health, Zambia
- Clinton Health Access Initiative
- Zambia Integrated Systems Strengthening Project (ZISSL)

Funding:

- International Growth Centre
- JPAL Governance Initiative
- USAID-DIV

Thank you!



**Form A****MINISTRY OF HEALTH****Application for Enrollment in National Community Health Worker Training***To be completed by applicant in his/her own handwriting.*

Surname: _____ | Other Names: _____ | _____ | _____

National Registration Card Number: _____ Date of Birth: _____

Day Month YearGender (tick one): Male Female Postal Address: _____

Village: _____ | Mobile Phone Number (optional): _____

Educational Qualifications:

| Institution | Years Attended (example: 2005-09) |
|-------------------|-----------------------------------|
| Secondary school: | |
| Other (optional): | |
| Other (optional): | |

Documentation of completion of grade 12 with 2 O-Levels attached: Yes No**Prior Community Health experience, if any (list up to three only):**

| Position | Organization/Program | Years Participated |
|----------|----------------------|--------------------|
| | | |
| | | |
| | | |

This question will not affect your application decision: What is the FIRST source from which you heard about this opportunity? (choose ONE only)

- | | |
|-----------------------------------------------------------------|----------------------------------------------|
| <input type="checkbox"/> Recruitment Poster | <input type="checkbox"/> Government official |
| <input type="checkbox"/> Facility health worker (CO/nurse/etc.) | <input type="checkbox"/> Word-of-mouth |
| <input type="checkbox"/> Community health worker | <input type="checkbox"/> Other: _____ |

SIGNATURE OF APPLICANT: _____ **DATE:** _____*In order to be considered, your application must be endorsed by a member of the Neighborhood Health Committee in your community. It must also be verified by a staff member at the Designated Health Centre.*

| | |
|------------------------------------------------------|------------------|
| Neighborhood Health Committee endorsement by: | |
| NHC Name: _____ | |
| Name of Endorser: _____ | Signature: _____ |
| Health Centre verification by: | |
| Name of Endorser: _____ | Signature: _____ |
| Position of Endorser: _____ | |

*Please submit (1) this form, (2) photocopy of National Registration Card and (3) documentation of completion of grade 12 and two O-levels to the Designated Health Centre.**A list of applicants short-listed for interviews will be posted at the Designated Health Centre on 13th AUGUST 2010.*

The position will not affect your application status. What is the FWWF name that you heard about this opportunity? (Leave blank if none)

Neighborhood Health

Facility Health worker (Community)

Community Health worker

Designated official

Head of health

Other _____

INFORMATION FOR APPLICANT

Sex _____

In order to be considered, your application must be endorsed by a member of the Neighborhood Health Committee in your community. It must also be verified by a staff member at the Designated Health Centre.

Neighborhood Health Committee endorsement by:

NHC Name: _____

Name of Endorser: _____ Signature: _____

Health Centre verification by:

Name of Endorser: _____ Signature: _____

Position of Endorser: _____

Please submit (1) this form, (2) photocopy of National Registration Card and (3) documentation of completion of grade 12 and two O-levels to the Designated Health Centre.

A file of applications submitted for interview will be passed on the Designated Health Centre on 20th January 2010.

Household visits

- Performance measures:
 - Quantity of household visits
 - Average duration of household visits
- Information is collected using household visit receipts, which are submitted via SMS

| MINISTRY OF HEALTH HOUSEHOLD VISIT RECEIPT | | CHA ID: | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
|-----------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------|----------------------|----------------------|----------------------|----------------------|
| 1 | START TIME: <input type="text"/> <input type="text"/> : <input type="text"/> <input type="text"/> | | | | | |
| | END TIME: <input type="text"/> <input type="text"/> : <input type="text"/> <input type="text"/> | | | | | |
| 2 | DATE: <input type="text"/> <input type="text"/> / <input type="text"/> <input type="text"/> / 20 <input type="text"/> <input type="text"/> | | | | | |
| | Client's Name <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> Household ID <input type="text"/> Client's Village <input type="text"/> Household ID <input type="text"/> Client's Phone Number (if available) <input type="text"/> I, the Client, certify <input type="text"/> | | | | | |