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PERSONNEL MANAGEMENT IN THE PUBLIC

SECTOR

A REVIEW OF THE TRINIDAD AND TOBAGO

SITUATION

By

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INTRODUCTION

Fundamental to a conceptual understanding of the personnel function, is the assumptions which one makes about man. Whatever approaches are developed towards people in work organisations must have a bearing on one's concept of man. If for instance one views man as inherently lazy and stupid, one's action will mirror this belief. There are those who believe that particular species of mankind are more stupid than others, and whether those species are defined by sex, race or colour, such a belief must have its manifestation in overt acts.

This section attempts to review the theoretical and conceptual background which may well shape much personnel practice today.

SOME LINES OF MANAGEMENT THOUGHT

Any attempt to sketch the historical outlines of Management thought, must have in its background the work of Frederick Taylor, who has come to be known as 'The Father of Scientific Management'. Much of the current work study programmes and industrial engineering techniques continue to draw from Frederick Taylor. Taylor after a series of experiments involving people at work, emerged with the following three principles:-

(1) Managers must collect all knowledge which is traditionally possessed by the workmen and reduce this to rules, laws and formulae.

(2) All possible brainwork should be removed from the shop and centered in the planning department.

(3) Management must control each step of the Management process.[1]

What Taylor is suggesting therefore, is that the labour process must no longer depend solely on the ability and ingenuity of the worker, but must depend on the extent to which a group of people called "Management" are able to pull from the worker this body of knowledge, formulate laws, and then use those formulations to control the very workers from whom they have pulled this knowledge. The second principle which flows from the first seems to reinforce the view that the worker must be denied the opportunity to exercise his creativity, he must become a mechanical robot while the brainwork is done elsewhere.

It might be interesting to reflect on work in our society, to determine whether in the design of our jobs we have also stripped the masses of working people of their right to exercise their creativity and initiative. Such an approach to the design of work and organisations must stem from assumption about man, and perhaps more specifically a contempt of man. Taylor himself went on to describe the kind of man that he was looking for given his principles:-

"He is not an extraordinary man, difficult to find, he is merely a man, more or less the type of ox - heavy both mentally and physically".

It is interesting however, to reflect on the analysis of the effects of such a work organisation on man. Karl Mark in reviewing man at work in such organisations wrote:-

> "Man does not affirm himself, but denies himself. He does not develop freely his physical and mental energy, but mortifies his body and ruins his mind. He is at home when he is not working, and when he is working he is not at home." 2

This aptly describes Taylor's workplace - a situation where people feel alien, and where they are denied an environment in which they could self-actualise.

Following Taylor, other organisation theorists attempted to raise new issues. It is significant however, that in most subsequent work much of Taylor's fundamentals remained intact. The basics of job design and work study were treated as given, and an attempt made to apply the cosmetics of human relations to the ugly sore of exploitation festering beneath. The birth of the "Human Relations School of Management" is associated with Elton Mayo, and his Hawthorne experiments. 3

The importance of the Hawthorne Studies have come to be seen in terms of demonstrating the importance of informal groups within organisations. People designing organisations and those managing them were urged to take note of this important feature and to use its existence to aid in the management of human resources.

Blumberg 4 in a searching analysis has however argued that just as significant in those studies was the role of participation by the workers. The issue of participation in the Hawthorne studies has always been down-played. Indeed subsequent researchers (e.g. Likert) have also demonstrated the importance of self-determination and participatory management in increasing productivity and decreasing alienation.

There also emerged in Management Literature, much discussion about theories of Motivation. Maslow 5 postulated that all individuals have a set of basic needs which may be seen as a hierarchy of needs, and that one needs to satisfy each layer of needs, and at times satisfaction of a lower layer is a precondition for the higher level need to become a motivator. Briefly his levels went from basic physiological needs (need for food, sex): safety needs, love needs, esteem needs and at the top of the pyramid - the need for Self-Actualization.

This thinking influenced the management of human resources as people attempted to develop approaches which would allow the gradual satisfaction of these needs. Maslow himself recognised however, that this hierarchy is by no means rigid. What is critical therefore, is that we in our society research our workforce understand those factors which are most important for worker motivation and satisfaction.

6

Organisational theory also witnessed the work of Douglas McGregor. McGregor argued that Management may now hold one of two basic sets of views about workers; because he claimed, he did not like labels, he called them Theory 'X' assumptions:-

(1) Management is responsible for organising the elements of productive enterprise — money, materials, equipment, people — in the interest of economic ends.

(2) With respect to people, this is a process of directing their efforts, motivating them, controlling their actions and modifying their behaviour to fit the needs of the organisation.

(3) Without this active intervention by management people would be passive — even resistant — to organisational needs. They must therefore be persuaded, rewarded, punished, controlled, their activities must be directed.

Behind this McGregor saw several assumptions about man:-

(a) that the average man is by nature indolent, he works as little as possible.

(b) he lacks ambition, dislikes responsibility, prefers to be led.

Organisations fashioned on these assumptions of man, must therefore reflect this in their personnel practices. This suggests that people must be directed and controlled. Clearly if people do not fit those assumptions, these approaches will not provide them the opportunity for satisfaction. The workers will therefore behave as this theory predicts — with indolence, passivity and lack of responsibility — we would be caught in a a web of our own weaving. Are we in such a web in our sector?

McGregor's second proposition outlines different dimensions — Theory Y. The basic postulates of these are as follows:-

(1) People are not by nature passive. They have become so as a result of experiences in organisation.

(2) The motivation, the potential for development, the capacity for assuming responsibility of management to make it possible for people to recognise and develop these characteristics.

This suggests then, providing the organisational environment for releasing potential, encouraging growth and removing obstacles. Are we prepared to provide such an environment in our organisation?

It is instructive that all the theories we have looked at so far have emerged from a particular socio-economic system – the American capitalist system. But even in American society, these assumptions have been having their alienating effects on workers. A recent study on work in America[7] notes in its findings:-

> "Significant numbers of American workers are dissatisfied with
> the quality of their working lives: dull, repetitive,
> seemingly meaningless tanks offering little challenges or
> autonomy, are causing discontent among workers at all
> occupational levels. Productivity of the workers is low, there
> may be a consequent decline in physical and mental health,
> family stability and increases in drug and alcohol addiction."

One must ask whether the effects on workers have not come because of false assumptions, and the development of uncreative organisations resulting from those false assumption..

What are the factors which seem likely to influence performance and productivity of people. One may suggest two broad factors: One is the man himself; and two, the environment. The individual would have certain kinds of skills and knowledge base, some aptitude, education, experience and second, is his environment. Ideally one may think about an internal work environment and an external environment.

The internal work environment must be concerned with a broad range of issues; the relations of the man to his job; the relationship with his supervisor; physical facilities, money, communication patterns, prevailing authority patterns and leadership styles. The external environment which will infringe on man at work, includes social and cultural values, the political environment, social services etc. Any attempt therefore to develop personnel policies, must be concerned with an analysis of these variables.

The personnel Management function is normally seen as including the following activities:-

(1) Personnel Philosophy

Organisations sought to develop their personnel functions within some clearly defined framework. Such a philosophical position should be enshrined in a Company Manual. It is against this background that the entire personnel management function ought to operate.

(2) Manpower Planning

Central to any serious personnel management function, ought to be one which focuses on planning for people. Within this function the organization ought to forecast its manpower needs. This forecast ought to be based on the organisation's planned objectives, and its existing labour force. Meaningful

manpower planning would force an organisation to keep an up-to-date inventory
of its existing manpower, their aptitude, abilities etc. In this planning
stage, the design of jobs must be considered and job descriptions and
specifications developed. It is only against this background that realistic
recruitment and selection programmes could be developed.

(3) Recruitment and Selection

This activity must be concerned with developing reliable and valid
criteria for selecting people to join the organisation.

(4) Employee Appraisal and Development

Here, personnel management must review the approaches used to approve
workers. Appraisal systems are all too often punitive tools, and do little
for the development of the workers. Not only must a system of appraisal be
development oriented, but other personnel practices must have a similar
concern. Central to this of course will be decisions related to training.
There must be developed rational guidelines for the identification of training
needs, and for evaluating training undertaken.

(5) Wage and Salary Administration

The compensation package available to workers is also important. One
must be concerned within the personnel function about the basis on which
wages and salaries rest; considerations of equity and fairplay are also crucial.

(6) Personnel Information Systems

Information is critical for decision making. Personnel decision making
is no exception. There ought to be developed systems to collect, analyse and
store information about workers. Such information ought to go beyond
traditional employment records, and must include aptitude, special ability
and aspirations of staff. This development necessitates the development of
a personnel research function. Indeed, a periodic evaluation of one's entire
personnel function ought to be developed.

The study being undertaken will review Personnel Practice and systems in
the public sector against this activity guideline.

PERSONNEL MANAGEMENT AND THE DEVELOPMENT PROCESS

Once one accepts that the development process must be concerned with
measures beyond pure National Income figures, a critical role for personnel
management emerges. Development is also concerned with the extent to which
one is able to relate to and control one's environment: the extent to which
people are well housed, well fed and well clothed. It deals as well with the
extent to which people in a society can use their talents for the benefit of
society. This means then, that one has to be concerned not merely with the
size of an economic pie but with its distribution, not merely with providing

jobs, but the provision of work opportunities which would allow self-fulfillment and maximum utilization of the skills, mental and physical energies of people in society. The ordering of jobs and the relationship of man to the production process are therefore critical. It is one of the challenges of the personnel functions to ensure that organisations and jobs are so designed to reduce the mental and physical stress which may result from uncreative organisations and stifling job situation.

It is within the arena of personnel management and industrial relations that wage bargaining takes place, which determines in large measure income disparities. One must now become more concerned with the possible relationships between work and mental and physical illness. The personnel function therefore is called upon to play a critical role.

Clearly the history of colonialism, exploitation and authoritarian rule which characterizes third world countries carried with it certain patterns of Personnel Management. These approaches were not concerned with the development of man, and the formation of work environments conducive to productivity. Our challenge now must be to re-design work organisations, and to develop new management styles centred around man and his development.

PERSONNEL MANAGEMENT IN THE PUBLIC SECTOR

A Case Study of Trinidad and Tobago

INTRODUCTION

This section of the paper seeks to present an overview of the organisational arrangements for the exercise of the personnel function in the public sector. It will also present a brief insight into the nature of personnel practices in the sector. It is essential for this aspect of the analysis to consider the public sector in two segments. The first segment may be seen to include the traditional public utilities (Water, public transport, electricity, and the port authority), the other segment includes the non-traditional public sector organisations. The structure and approaches to personnel management shows marked differences between these sectors. An analysis of the personnel function within the public utilities must begin with a review of the institutional arrangements which impinge on their personnel practices. Three organisations will be reviewed in this respect:

    (i) The Statutory Authorities Service Commission
    (ii) The Office of the Chief Personnel Officer
    (iii) The Organisation and Management Division

INSTITUTIONAL ARRANGEMENTS IN THE PUBLIC UTILITIES

I.   The Statutory Authorities Service Commission

The Statutory Authorities Service Commission was established by the
Statutory Service Act 1966. No. 16 of 1966 which was proclaimed on the
1st January 1967. The Act sought to create two organisations to deal with
the personnel function in respect of the monthly paid officers of the
Statutory Authorities which are declared to be subject to the Statutory
Authorities Act. The organisations are:

(a) The Statutory Authorities Service Commission which has the power
to appoint persons to be or act as officers and to transfer,
promote, remove and exercise disciplinary control over persons
so appointed; and

(b) A Personnel Organisation which has the responsibility for conditions
of service including classification of posts, renumeration,
administering of the regulations respecting the service of the
Statutory Authorities, grievances and terms and conditions of
employment.

The Act provides that until the Personnel Organisation is established
the Personnel Department established under section 14 of the Civil Service
Act 1965, shall be responsible for the exercise and performance of the
powers and duties of the Personnel Organisation. This in effect means that
the Chief Personnel Officer in addition to his responsibilities to the
wider Civil Service, with respect to classification, renumeration and
administering of regulations, will also have responsibility for the public
utilities.

There are sixteen (16) Statutory Authorities which are subject
to the Statutory Authorities Act. Of these the Commission has delegated
some of its authority to three, namely, the Industrial Development Corporation,
the Water and Sewerage Authority and the Port Authority. The Authorities for
which the Commission is responsible are as follows:

(1) Port of Spain Corporation
(2) San Fernando Corporation
(3) Arima Corporation
(4) Port Authority
(5) Public Transport Service Corporation
(6) Water and Sewerage Authority
(7) Sugar Industry Labour Welfare Committee
(8) National Housing Authority
(9) Industrial Development Corporation
(10) Trinidad and Tobago Tourist Board
(11) Cocoa and Coffee Industry Board
(12) Central Marketing Agency

(13) Sugar Industry Control Board
(14) Agricultural Society of Trinidad and Tobago
(15) Zoological Society of Trinidad and Tobago
(16) Management Development Centre.

Approximately four thousand monthly paid employees working in these authorities are subject to the Statutory Services Act. The Statutory Authorities Services Commission has a staff of thirteen members to deal with this work-load.

This existing staff seems now to be totally inadequate to satisfactorily perform the functions of the department. It is to be noted that except for a re-designation and re-classification of the posts of Executive Officer from Administrative Officer IV, Accounting Assistant from Clerk III, and Clerk/Stenographer IV from Clerk/Stenographer III, there has been no change in the staff establishment since the department was established.

In addition to their own staff inadequacies there are other problems which militate against the efficient operation of the Statutory/Authorities Service Commission. One of these centres around the inadequacy of staff in the the Statutory Authorities themselves. Prior to the establishment of the Service Commission the various Authorities recruited their own staff and there were no stipulated job specifications for the posts. Very often therefore recruits to the posts did not possess adequate qualifications for entry. Given the practice of promotion on the basis of seniority, many of these people have risen in the organisation but do not have the knowledge or expertise to function efficiently.

Another issue affecting the performance of the Statutory Authorities Service Commission has been the existence of a large number of daily and weekly paid staff operating side by side with monthly paid staff. There are many issues involved in this situation. The Commission as is now constituted has jurisdiction only over monthly paid staff. The full significance of this is seen when one notes that in some Statutory Authorities the Clerical establishments consists mainly of daily and weekly paid staff. The Commission in this context then does not have jurisdiction over a significant percentage of critical staff.

One has however to place this problem in historical perspective. The hiring of daily paid and monthly paid staff, has been a device used to get around the long recruitment period which characterises monthly paid staff recruitment of the Service Commission. Undoubtedly it has also been an important vehicle through which to dispense political patronage. Initially this category of worker was intended to fill short-term needs - it has however now become institutionalised, and there are many people who have been daily paid workers for over ten years.

The daily and monthly paid staff are represented by different unions to their monthly paid colleagues. The benefits to daily and monthly paid staff are therefore different, whilst there is much less security of tenure for the

daily paid workers.   They however are able to earn fringe benefits such as overtime wages, while the monthly paid staff cannot.   Their co-existence, particularly since they are performing the same duties, is a   serious source of conflict however, and is leading to tremendous morale problems throughout the Statutory Authorities.

The Statutory Authorities Service Commission has delegated some of its authority to three Statutory bodies.   The delegation of powers are outlined below:

(i)   To the Port Authority of Trinidad and Tobago:[+]

   (a)   Appointments: . The power to make appointments (including acting appointments) to promote and confirm appointments of persons to offices in the Authority.

   (b)   Transfers and Secondments: The power to approve of the transfer or secondment of an officer in the service of the Authority to the service of another Authority, Body or Organisation with which the Authority has contractual relations in relation of the performance of functions vested in the Authority.

To the General Manager of the Port Authority of Trinidad and Tobago, the power to exercise some aspects of disciplinary control.

(ii)   To the Industrial Development Corporation:[++]

   (a)   Acting Appointments: The power to appoint persons to act as officers or servants of the Corporation whether or not any such acting appointment is a prelude to a substantive appointment.

   (b)   Appointments: The power to appoint persons to be officers or servants of the Corporation and to confirm such persons in their appointments.

   (c)   Transfers: The power to transfer an officer or servant of the Corporation from an office in a grade to a similar office in the same grade with no alteration in his renumeration.

   (d)   Promotions: The power to promote officers and servants of the Corporation.

   (e)   Discipline: The power to exercise some aspects of disciplinary control.

[+]   Supplement to the Trinidad and Tobago Gazette Vol.8 No. 97 September 1969.

[++]   Supplement to the Trinidad and Tobago Gazette Vol.9 No. 129 19 November 1970.

(iii) To the Board of the Water and Sewerage Authority[+]

    (a) Acting Appointments: details as per IDC

    (b) Appointments (details as per IDC)

    (c) Transfers and Secondment (as per Port Authority)

    (d) Promotion (as per IDC)

    (e) Discipline (as per IDC)

    (f) Granting of Increments. The power to grant
    annual increments.

The exercise of all powers delegated above, must be guided by regulations of the Statutory Authorities Service Commission Regulation.

II. Office of the Chief Personnel Officer

The Chief Personnel Officer and his department are responsible for aspects of the personnel function for the following utilities:

(i) Water and Sewerage Authority
(ii) Public Transport Service Corporatio:.
(iii) Port Authority of Trinidad and Tobago.

These responsibilities include establishing and maintaining classification of utilities staff, reviewing their renumerations, administering the regulations respecting the service of those utilities and providing for, and establishing procedures for consultation and negotiation between the utilities concerned and the appropriate recognised trade union, with respect to: (1) classification, (2) grievances, (3) renumeration, and (4) terms and conditions of employment. The function of the Chief Personnel Officer with respect to grievances is shared with the Statutory Authorities Service Commission.

The functions of the Chief Personnel Officer may be seen in two broad categories: (a) Industrial Relations and (b) Human Resource Development.

The training function which is an integral part of Human Resource development, is administered through two organs: The Central Training Unit, and the Public Service Training Committee. The Central Training Unit is responsible for organising training programmes mainly in management, administration and related areas. The Public Service Training Committee is concerned with monitoring scholarship training. This committee consists of representatives of the Ministry of Finance, the Personnel Department, the Public Service Commission, Ministry of Petroleum and Mines and the Ministry of Education. It is interesting to note that the Statutory Authorities and the public utilities have no representation on this committee.

[+] Government Notice No. 258. December 1971. Government Printer, Trinidad and Tobago.

III. Organisation and Management Division

The objectives of the organisation and management division seem to be threefold:+ First, to promote greater efficiency in operations and activities of government agencies; secondly, to provide a management consultancy service to government heads of departments and thirdly, to try and instill a greater consciousness and productivity among staff. The division for instance undertakes organisational surveys, as well as co-ordinates requests for changes in office management and layout. The Division's role is essentially advisory, and though it operates mainly as a central government agency, within recent time it has become involved in the work of at least two public utilities, the Water and Sewerage Authority and the Public Transport Service Corporation - in the area of staff, salary review and training.

The Trinidad and Tobago Electricity Corporation, does not fall within the ambit of the above agencies, but operates within the context of its own personnel department.

THE PERSONNEL FUNCTION IN THE PUBLIC SECTOR

Organisational Arrangements

The public sector organisations which do not fall within the scope of the Statutory Authorities Act all have their own internal organizational arrangements, with no external agency with such direct control as the Statutory Authority Services Commission. These organisations are the newer public sector companies.

An analysis of the organisational arrangements for the personnel function in all of these organisations shows that there is an easily identifiable personnel function. The number of people involved in the function varies between the companies, with some firms having two people, to others with personnel establishments of over fifty.

The policies, rules and regulations with respect to the personnel function in these firms are the responsibility of the firms themselves, and generally fall under the purview of the boards of the organisations.

Notwithstanding the fact that the public utilities operate within the context of Statutory regulations, and a Commission they also have personnel establishments within their organisations. These personnel departments are generally headed by a personnel manager. Where the Statutory Authority has delegated powers to utilities, it is their personnel departments who execute the personnel function on behalf of the authority. Even where authority has not been delegated the personnel departments perform day to day

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+ Unpublished paper of O and M Division, 1977.

personnel functions.   In all cases they are responsible for reporting
periodically to the Statutory Authorities Commission.

PERSONNEL MANAGEMENT PRACTICES IN THE PUBLIC SECTOR

In considering personnel practices in the public sector, this section
will follow the earlier outline of personnel management activities.+   Both
the public utilities, and other public sector companies will be treated
within this section.

PERSONNEL PHILOSOPHY

It has been difficult to identify a clear statement of personnel philosophy
within the public utilities. Personnel Manuals do not exist for individual
utilities. Their guiding documents then are their respective Industrial
Agreements, and the Statutory Authorities Act. Neither of these documents
however attempt a statement about the concept and approach with respect to
personnel management. The philosophy, such as it is then, emerges out of day
to day activity. The environment within the utility manifests the traditional
bureaucratic authoritarian principles, downward communication, and highly
centralised decision-making. Discussions of public bureaucracy identify
these as characteristic of civil service organisations.

The Machinery established to service the public utilities, evolved out
of the traditional civil service, and continues to be wedded organically to
it. There has been no attempt to develop any new guidelines for the public
utilities.

The other public sector organisations, while not being tied to the
Statutory regulations have also not developed any philosophical positions
with respect to the human resource. A few of the larger public sector
companies have developed personnel manuals. Even where these have been
developed however, they have tended to concentrate more on outlining
procedures, rather than developing some new approaches to the management of
their workers. There has been no attempt to look at the relationship of workers
to the decision making process and no framework within which communication
flows would be improved. Here too, therefore the operating philosophy is
one of rigid authoritarianism.

In the absence of a personnel philosophy which identifies the development
of man, as the central focus of operation, the organisations continue to
foster alienating work environments. The state machinery has further
entrenched an environment which removes the incentive to develop more
meaningful personnel philosophies. Not only does labour legislation make
it difficult for legal strikes to take place, but this has been further

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+   See earlier section on Personnel Management – An Overview.

bolstered through legislation which has made a number of services essential services. Strikes by workers in essential services are outlawed. These include Water and Sewerage Authority Services, and Airline Services — both of which fall within the ambit of the public sector. Workers therefore are constrained in the avenues which they may express discontent. With such legal protection Management see no urgency to change any of their approaches to personnel management. The state machinery therefore becomes an important weapon operating against the development of more humane personnel philosophies.

Moreover, none of the monitoring or regulating agencies include a personnel audit in their evaluation procedure. Managers therefore are not called upon to account for the development, morale, or attitudes of workers within their organisations.

MANPOWER PLANNING

There exists no concerned and ongoing system of manpower planning in the public sector. While all the utilities, and many other public sector companies have identified shortages of manpower in certain key areas, there is very little continuous forecasting of needs, and no consistent planning machanism which would seek to identify approaches to meet projected manpower needs.

Indeed one public utility in justifying its lack of planning generally noted that the company abandoned the idea of five year development programmes, because the company "is in, and is probably the only Statutory body or public utility which is in fact in competition".+

Other public sector officials blamed the lack of planning on the extreme state of uncertainty within which they operate. It was noted that in the absence of clear government plans, it was difficult to develop organisational plans. This undoubtedly is a valid ground for concern.

The absence of manpower planning makes recruitment exercises haphazard and ad hoc. Indeed the organisational and job analyses which should accompany organisation's manpower plans are also absent. These analyses would serve to identify jobs within the organisations; they would develop job descriptions and job specifications, all of which ought to form the basis for recruitment and selection.

In the case of the public utilities the office of the Chief Personnel Officer is responsible for this function in respect of monthly paid staff. All of the utilities however have inadequate job descriptions and job specifications. In the absence of these it is clear that hiring decisions will be made on non-job related criteria.

+ Statement of a Public Transport Service Corporation representative
at Conference on Public Utilities. 30 June 1977.

In one public utility, and two other public sector companies job evaluation exercises have recently been undertaken. This exercise will provide the necessary job descriptions and specifications.

Clearly the history of hiring into these organisations in the past had little to do with the demands of the job, and the ability of recruits to perform them. Indeed the history of appointments of many who are now in senior positions, will make them reluctant to agree to a revision of any manpower planning system.

The absence of rational approaches to manpower planning must also affect the organisation of training within the organisations. Training decisions ought to be based on an analysis of who needs what training. This review however demands a clear perception of the requirements of different jobs, and of the ability of incumbents to perform the jobs. Training in most cases now therefore is an <u>ad hoc</u> arrangements, where selection of people to be trained is based on such spurious criteria as: "whose turn is it for a trip?" "Who can we spare?" or "Who do we need to get rid of for a while?" The planned development of people in the organisation is therefore non-existant.

In addition to this, decision to send workers to training courses must be channelled through the Civil Service training committee. This centralisation not only slows down decision making, but removes from managers the real authority to plan training schedules for workers in their organisations.

The absence of such systems would also make it difficult to develop meaningful employee appraisal systems. Appraisal system ought to be oriented towards the development of the workers. This however also needs a notion of what the worker ought to be able to do, which would permit meaningful objectives to be set, against which performance may be measured. Without these performance measures stereo-typed confidential report forms are used, which really fail to provide the worker with a yardstick to measure his real development.

PERSONNEL INFORMATION SYSTEMS

There is no really organised personnel information system for the public sector. Such a system which would provide current information on workers abilities, promotability, special talents and skills etc., ought to be available to facilitate maximum utilization of available skills.

The development of such a system would necessitate on-going personnel research. Even as the public sector has expanded there has been no attempt to do any personnel research work. This research work would be important not only to provide a personnel inventory, but would also concern itself with morale and attitude surveys. There is also the need to investigate job design and organisational structures, and their effects on productivity, attitudes etc.

The public sector is proceeding therefore without the basic data it needs to construct personnel policies which will ensure efficient and effective operation.

CONCLUSION

Historical forces have clearly shaped the approaches to personnel management in both the public and private sector. A review of personnel management in the private sector also reveals a contempt for the mass of workers. Most private sector organisations also fail to develop personnel manuals, the manpower planning is also non-existent, their management styles also authoritarian.

The new bureaucratic elite, managing public sector enterprises, like their private sector equivalents, have not moved to change existing management styles. This managerial class evolving as it does out of traditional public service bureaucracy may feel much more secure with the centralisation, and non-participation which now characterises personnel policies in the public sector. It is critical to note therefore that any change must entail structural as well as personnel change. The development of any new personnel philosophy will have to deal with the development of a new man to execute it.

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