

MANPOWER PLANNING IN AN ORGANIZATION

A CASE STUDY OF MANPOWER PLANNING

IN THE NAIROBI CITY COMMISSION

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This project is my original work and has not been presented for a degree in any other University.

Signed ... *J. Anderson* ...

This project has been submitted for examination with my approval as University Supervisor.

Signed ... *M. Anderson* ...

A C K N O W L E D G E M E N T

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## 0.01 INTRODUCTION

Planning is a process for providing a frequently updated framework of information for decision-making, with the object of improving the utilization of resources. It is therefore a process in which the likely consequences of the continuation of current policies or the introduction of new policies can be assessed, action can then be taken to avoid undesirable consequences. So organizations with effective planning procedures can adopt more quickly to new circumstances as they arise. Any organization with no plan will therefore flounder when faced with sudden changes, it will also lack the information and understanding of the way its manpower system works which would enable it to adopt effectively and quickly. The aim of corporate planning is therefore to reduce the risk of either surplus or shortage of particular kind of manpower, because any imbalance between personnel and other resources a corporation needs is likely to involve waste.

Organizations also plan so as to maximize use of the scarce resources because of anticipated changes in technology, markets, sales production, the labour market and also due to the rapid rate of social and economic changes, increasing capital intensity, increasing national or international competition, organizational development and special circumstances such as take-overs, nationalization, changed management, etc.

To do or cater for the above changes the corporation has also to plan for its manpower which will be directly involved in these changes and therefore manpower planning has to be complementary to the organizational plan. It is concerned with the future manning of planned and evolutionary organization structures in two ways.

First, it is detailed planning of manpower requirements for all employees throughout the period of the plan. And secondly, it merges with planning of manpower supply and demand and therefore can be described quantitatively with the object of improving efficiency by introducing an element of control. It is thus a form of system engineering used to modify the designs of the organization by exploitation of flows in information with right types of people from all sources to meet the planned requirements.

Planning is done in organizations because it facilitates the top management's task by providing as much as possible, careful analysis and consideration of alternative courses of action, and perhaps more important, to ensure that corporate objectives and strategy are regularly and systematically reappraised; to ensure that the most careful evaluation is made of projects which may range from building a new plant, acquiring another company, developing a new product, to entering a new market. Most of such projects would acquire the commitment of large capital sums and manpower resources for the time to come; to develop an organizational process

that coordinates the future activities of different units in large diverse organizations and increase top management ability to control these activities. Organizations cannot carry out their plans or objectives without the human resources and capital and that is how manpower should be planned because it closely intergrates with all other planning in the organization so that it makes proper contribution for the attainment of the organization's goals and objectives.

It is thus becoming widely recognized that manpower planning is a critical function in management, assuring that human resources are effectively utilized in an organization. Manpower planning is viewed as offering a potentially great return to an organization in terms of reduced personnel management costs, reduced recruitment costs and increased productivity through the effective allocation of available human resources.

Thus every organization should have a mission whether explicit or implicit which should be the purpose of its existence. The mission should be defined in terms of goals whose attainment is ultimately expected to satisfy certain human needs either directly or indirectly. But as man is the force behind these goal-directed activities any deficiencies, or limitations on his part will affect the quality and quantity of the outcome. Therefore every organization has a responsibility to plan in order to maximize use of the scarce resources so that their deficiencies and limitations can be overcome to enable the



organization achieve its objectives.

Any organization which ignores manpower planning does so at its peril. Manpower planning today is recognized as a priority for action at the highest level and its contribution to long-term stability and profitability is unchallenged. Yet manpower management in a rapidly changing environment is a process of such complexity that it can no longer function effectively without a coherent policy. So management must accept responsibility for developing and managing its human resources in every way as professionally as it should manage its financial resources. To meet the needs of the situation manpower policy

- must be planned
- must relate to the elements of the organization and of technology to the needs and aspirations of people.
- must provide an intergrated approach to the development utilization and satisfaction of employees.<sup>1</sup>

While there is no easy solution to the problems facing organization today, some of the worst effects may be minimized where there has been successful manpower planning in the past. Unfortunately too little attention has been paid by the managements to manpower as a resource; the consequences have been poor productivity, low growth and wastage of talent.

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<sup>1</sup> " Company Manpower Planning in perspective" Edited by John Lawrence for Institute of Personnel Management and Others. 1975 pg. 6.

In this paper we aim to take a look at the extent and degree of manpower planning in the Nairobi City Commission today, and to examine some current attitudes towards manpower planning brought to play a greater part in the planning process.

By focusing attention in this way on the current "state of the art" and on some of the main problem areas, we cannot pretend to offer solutions, but merely, hope to pave the way for those concerned with manpower planning at both the organization and national level, to undertake ways of creating more widespread understanding of what manpower planning is all about and what it can do, and ways of improving the quality and quantity of manpower and of the data needed for more accurate manpower focusting.

## C H A P T E R   O N E

### 1.01 STATEMENT OF THE PROBLEM

It is important for every organization to ensure that it has available the skills required for tomorrow in the right numbers, or the right quality at the right time. The basic difference between one organization and another lies in the relative calibre of their human resources. All the factors of production - manpower, production facilities and equipment, raw material and the sources of capital - as well as markets and their potential are, generally speaking, equally available to all. Where one organization succeeds and others fail, the significant ultimate difference is the quality of its employees and, in particular, its management employees.

The status of employees resources, in relation to current and future operating objectives, should therefore receive the closest attention from all levels of management. Their effectiveness is influenced by many factors; the availability of qualified employees, their potential, the development experiences to which they have been exposed, the position structures within which they work, motivating factors in the work environment, etc. These factors are interrelated. A change in one will affect the others. Qualifications cannot be upgraded when the basic potential

is lacking; organizational expansion or change requires the availability of suitable numbers of appropriately qualified employees; a significant change in position objectives may require a change in position specifications.

Traditionally most organizations have failed to maximize the effectiveness of their employees resources because

- 1) They have not planned the status of many of the factors influencing employee effectiveness. Rather they have just let them "happen", e.g. the position structures, the working climate, the development of managers, etc.
- 2) They have not intergrated their efforts to increase employee and, in particular, management employee effectiveness, with the result that these efforts often do not support each other and, in many cases, actually conflict. Examples might be of selecting a capable manager and then putting him in a position that is organizationally unsound, or trains a manager whose potential will not permit him to use the training experience.
- 3) The priority they have assigned to employee resourcing has not been consistent with its over-riding competitive significance.

Manpower planning should be a planned, intergrated, priority effort to maximize the use of human resources. It is the process of managing the organization's human

resources to give a continuing significant competitive advantage. Its a planned, intergrated approach that focuses on maximizing the net contribution of manpower overtime.

Manpower planning is concerned with manpower related action that is required now to ensure that the current and future operating needs of the organization will be achieved. There are two dimensions to this process. The first is dealing with the current operating needs of organization, and the second is with the future needs. But improving todays performance is an essential part of meeting tomorrow's operating needs.

#### 1.02 SCOPE AND OBJECTIVES OF THE STUDY

In this study, our aim is to try and establish whether there is any manpower planning policy and if there is, how effective it is in carrying out its functions especially taking into account the council's policies and objectives. The success of any organization depends on its effective use of its resources, that is financial, material and human. The human resources and the fulfilment of its organization objectives also depend on the quality and use of human resources. To use human resources effectively you have to plan, train and develop them so that they can manage the problems of the organization and also run it smoothly.

Therefore the task of management is to ensure the best

possible use of all resources to meet the objectives of the council. In such a highly labour-intensive industry as local government people are the greatest resources of most managers and therefore their effective contribution is of paramount importance. Manpower planning is concerned with the development of the skills, knowledge and attitudes of individuals in a way which ensures that they are applied effectively within the organization. It is essential therefore that manpower planning is based on the council's present and future objectives and on an assessment of the individuals present and potential contribution to these.

We intend to bring out the salient concepts of manpower planning that are basic to this study. We shall therefore be looking at the following objectives:

- i) Failure in planning for and developing people become a limiting factor in attaining organizational objectives.
- ii) How planning is essential in manpower project techniques and the resulting actions involving the most effective education and training needed to implement the plans.
- iii) How manpower planning has effects on morale of organizations and provides an opportunity to improve the quality and productivity of the workforce and organization.
- iv) That achievement of corporate objectives is critically dependent on planning of the manpower resources. Such planning requires a substantial

effort - there is no short-cut - and it must be enthusiastically stimulated and supported from the top.

### .03 HYPOTHESIS

The status of manpower planning in an organization, the existence or lack of manpower planning policy or the presence or absence of manpower planning executive acts as a pointer to what importance the organization attaches to manpower planning. Such factors indicate to what extent manpower planning is carried out, as a consciously planned and systematic affair or whether it is haphazard, disorganized, adhoc and aimless.

Our hypothesis is that the Nairobi City Commission does not have a consciously planned and systematic manpower planning policy. Therefore this study is an attempt to explore these areas and find out to what extent the manpower planning policy of the Commission fulfils and achieves the corporations objectives.

### .04 RESEARCH METHODOLOGY

Data used for this paper is from both primary and secondary data. The primary data is from personal interviews with officers of different grades on their opinion and suggestions on manpower planning, which gave a feedback on staff's conception of planning in the Commission. The other information came from questionnaires given to Administrators regarding policy

matters on manpower planning. Each department has a Principal Administrative Assistant, Senior Administrative Assistant, and Administrative Assistant. They were given questionnaires because they are the ones who have information on manpower planning, since they are the ones who deal with personnel matters departmentally.

The Commission has nine (9) departments so a total of 27 questionnaires were given to them. One was given to the Assistant Town Clerk, Management Services who is supposed to be in charge of training and manpower planning but which have been found to be non-existent in the Commission.

Apart from data collected through interviews and questionnaires I also used secondary data from the Commission's minute books and other relevant literature which I found in the different departments.



## C H A P T E R   T W O

### DEFINITION OF TERMS

#### 2.10 ORGANIZATION

For the purpose of this paper, we shall define organizations as groups that have been established for the pursuit of relatively specific objectives on a more or less continuous basis. Organizations have distinctive features other than goal specificity and continuity. These include relatively fixed boundaries, a normative order, authority ranks, a communication system and an incentive system which enables various participants to work together in the pursuit of common goals. A business firm, a plant, a government, a school, a military unit and any other similar group is an organization.<sup>2</sup>

#### 2.11 MANPOWER

The term has many different meanings and we are going to look at only a few. The word manpower is sometimes equivalent to the term labour, and here labour is understood to be a factor of production in the basic framework of analysis used by economists. In this broad sense it can be understood to mean generally "personnel" or "employee".

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<sup>2</sup> Thomas Pattern Jr. "Manpower Planning and the Development of Human Resources" Whitley Interscience New York 1971 pg. 10 - 17

In another way it means the total quantitative and qualitative human assets or people in a society. Here we are literally interpreting the work to mean the power of man both in terms of the size of the population and the talents and educational levels in that population. Population can be said to determine the quantity, and education combined with experience, the quality of manpower.

Thus manpower is a human resource which is available at the national, regional, local organizational or enterprise level, and which together with other resources can be used in the production to achieve specified objectives and goals. At the national or regional level, manpower is vital to the achievement of a sustained growth in output. In many areas of the economy, particularly in developing countries, lack of crucial skills is an important factor which hinders development. The provision of sufficient numbers of manpower with appropriate training and skills is therefore essential if development is to proceed at the desired pace.

## 2.12 MANPOWER PLANNING

One of the major barriers to effective manpower planning is lack of understanding of what it involves. It is not a clearly defined practice; consequently there are many definitions of manpower planning ranging across macro and micro level. Let us examine what the term means. The following are a selection of definitions taken from the literature.

"Manpower planning aims to maintain and improve the ability of the organization to achieve corporate objectives, through the development of strategy designed to enhance the contribution of

manpower at all times in the foreseeable future".<sup>3</sup>

Manpower planning "is the comparison of one's manpower situation projected into the future with the future plans of the enterprise and the preposition of detailed plans to bring the two into as close a relationship as possible".<sup>4</sup>

"The intergration of manpower policies, practices and procedures to achieve the right numbers of the right people in the right job at the right time".<sup>5</sup>

Manpower planning is "a strategy for the acquisition, utilization, improvement and preservation of an enterprise's human resources".<sup>6</sup>

"Manpower planning in the undertaking consists of: taking stock of existing manpower resources; working out future manpower needs; identifying what should be done to ensure that future manpower resources match those needs".<sup>7</sup>

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<sup>3</sup> Stainer, G. "Manpower planning" London, Heineman, 1971

<sup>4</sup> Gill, W. "Manpower planning in the smaller company" Personnel Management Vol.5, No. 10 October, 1973 pg. 39 - 42.

<sup>5</sup> Air Transport and Travel Industry Board. "Manpower planning in Air transport and travel industry. London the Board 1972.

<sup>6</sup> Employment Department of, "Company Manpower planning". London HMSO, 1968.

<sup>7</sup> Industrial Relations Act. London, HMSO 1970 (Now repealed)

Manpower planning is "the process including forecasting, developing, implementing and controlling by which a firm ensures that it has the right number of people and the right kind of people, at the right place at the right time doing things which they are economically useful".<sup>8</sup>

"Manpower planning is the systematic analysis of the company's resources, the construction of a forecast of its future manpower requirements from this base, with special concentration on the efficient use of manpower at both these stages, and the planning necessary to ensure that the manpower supply will match the forecast requirements".<sup>9</sup>

Manpower planning is a systematic process covering a company as a whole, whereby the supply of, and demand for, human resources is continuously planned and reviewed in the light of corporate objectives".<sup>10</sup>

From the definition above, certain common elements are discernible:-

1. That any attempt to plan manpower must start by taking stock of the present manpower resources in terms of present and potential performance.

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<sup>8</sup> Geisler, E.B. "Manpower planning - an emerging staff function". American Management Association Bulletin No. 101 1967.

<sup>9</sup> Bell, D.J. "Planning Corporate Manpower". London, Longman 1974

<sup>10</sup> Hodges, M.A. "Manpower planning in the United Kingdom Insurance Industry 1974.

2. That any attempt to plan manpower must determine demand for manpower in the future, including demand for future skills.
3. That any attempt to plan manpower must forecast supply of manpower for the future.
4. That any attempt to plan manpower must intergrate the preceeding three elements in order to give a comprehensive picture of the organization so that appropriate action can be decided upon to meet future needs.

These four elements would appear to be most important in describing the process of manpower planning and for this reason we have adopted them in our own definition of manpower planning for the purpose of this project.

## 2.13 HUMAN RESOURCES

Human resources can be equated with "labour" in the sense of a factor of production, or simply population. Human resources may also be viewed as a kind of natural resource or a people resource just as we have mineral and forest resources.

Human resources are developed in many different ways. First by formal education, beginning with primary level education continuing through secondary to university or technical institutes. Second on-the-job through systematic or informal training programme in employing institutions and through membership in various political, social, religious and other groups.

Third through self development, as persons seek to acquire greater knowledge, skills, or capacities through preparation on their own initiative - such as taking formal or correspondence courses reading or learning others in formal contacts.

## 2.14 EDUCATION

Development growth, learning and education are among the most difficult words in the English language to define primarily because we do not know a great deal about these processes. But we assume that education is concerned with teaching the members of society how they are expected to behave in a variety of situations. Education is thus a broad concept that is related to the development of changes in human behaviour.

Among young people education involves transmitting skills, beliefs and attitudes and other aspects of behaviour which they have not previously acquired. Among older age groups, education involves substituting new ideas, beliefs and skills for previously acquired ones. In both instances, education broadly conceived is the process of teaching and learning expected patterns of human conduct. It is assumed that human behaviour is essentially serial. Most behaviour is learned in direct association with other or is greatly influenced by previous association. It is also assumed that societies and organizations are perpetuated through education, the passing on of the cultural heritage. In order to remain an on-going entity, a society must transmit its ideas, beliefs, values and skills and other behaviour expectations of its new members. Each society passes its culture on, with some changes, to successive generations largely

through social interaction. Therefore in the broadest sense, education is synonymous with social interaction.

#### 2.15 THE DEVELOPMENT CONCEPT

The concept of development may be defined broadly as all the formal and informal processes by which individuals learn.

Formal development takes place when individuals learn as a consequence of participating in an educational or training programme, such as those offered in a school or other institutions or by means of a planned learning experience, such as job rotation, special assignments, a designated intership, etc.

Informal development takes place simply as a cosequence of living. This is a type of learning everyone is exposed to, although some individuals are more observant or capable than others in learning informally.

#### 2.16 TRAINING

Training encampases activities ranging from learning simple skills to the acquisition of complex technical knowledge, learning elaborate administrative skills and even developing attitudes towards outricate and controversial social issues.

Training in organization however has a definite purpose. Organization or industrial training refers to the efforts that are made to facilitate the processes of learning which result in on-the-job behaviour required of a member or members of an industrial

organization. In other words, training in an organization is the formal procedure which is to facilitate employee learning so that their resulting behaviour contributes to the organization's objectives.<sup>11</sup>

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<sup>11</sup> Extracts from Thomas Pattern Jr. " Manpower Planning and the Development of Human Resources". Wiley Interscience New York. 1971 pg. 10 - 17



## CHAPTER THREE

### LITERATURE REVIEW

#### 3.00 EMERGENCE OF FORMAL MANPOWER PLANNING

Every organization plans to some extent even though the plans may consist of no more than a few general ideas carried out in the heads of top managers and based on informal forecasts derived from past experience, known facts, common sense and a few hunches that is just rational thinking.

But formal planning in which definite techniques and procedures are used and written plans produced is quite new, especially in large scale organizations. Thus corporate planning was more evident in western industries during the second world war and in the post war period<sup>12</sup>. This came about because the industrial organizations engaged in the production for war realized that the end of the war would mean that they could no longer sell a large proportion of their output to the government and they would have to find new customers if not also new products if they hoped to stay in business. At this time of the war also, many industrial organizations experienced shortages of manpower because many young men and women were being recruited into the armed forces. So industries had therefore to rationalize their needs for manpower utilization as

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<sup>12</sup> Lecture Notes by Dr. Mudanya. ESAMI, ARUSHA 1981

well as manpower development and retention. Even after the war industrial organizations had to start producing for the civilian markets to meet the demand for consumer goods and services which were in serious shortage during the war. Thus they had to engage in some form of corporate planning.

After the war there rose conglomerate business corporations resulting from mergers and natural expansion of some companies which were involving producing wide range of products and services. The increasing technical complexity of many products as well as their faster obsolescence gave another impetus to post-war formal planning. What this meant was that before a company would go ahead with a product requiring expensive research and development, it wanted assurance through planning and forecasting that sales would be large enough and continue over long enough period of time to make the investment worthwhile. This in turn led to profit planning in which objectives were set and plans were made to ensure that all parts of the organization were geared towards the accomplishment of those objectives by means of specific plans.

Automation further increased the need for long range planning since automatically operated and other sophisticated equipment is usually very expensive; an organization must be sure that it can sell enough of its greatly increased output to justify the investment in various kinds of automatic equipment. An automated plant is also a capital intensive plant - that has continuing expenses. Fixed costs that continue whether production is in process or not become a great concern. Also in pursuance of improving their image, many organizations developed such as

paying good wages, providing a good working environment for their workers, improving their fringe benefits, and social welfare and contributing to community growth development and wherever they were located to be able to do or undertake such activities, organizations had to plan. We find therefore that as corporate planning merged as an essential management activity, so did manpower planning as an intergral part of it. Increasingly manpower planning came to be recognized as the new essential for achieving all other corporate objectives and goals.

Besides industrial interest in long-range or post-war planning and manpower planning, educational, governmental, military and other organizations developed deep interest in manpower or Human Resources Development. Governments began to believe that it was of the highest importance for the nation to make a deliberate effort to enhance the knowledge, skills, competencies and abilities as well as creative powers of its people. Therefore governments urged their agencies, employers, labour organizations, private groups, associations and individuals to take task of developing human resources. Pursuit of these key objectives led to the idea of investment in human beings as a national goal, one which has been heard of so much in many developing countries. In these countries, which have an over-supply of unskilled labour and shortage of highly trained and educated manpower, the emphasis has been on the supply of high and middle level manpower. All in all, the interest in Human Resources Development has led to the concept and practice of manpower planning catching up in almost all modern organizations in many countries of the world - both developed and developing.<sup>13</sup>

3.10 MANPOWER PLANNING IN EAST AFRICA<sup>14</sup>

The practice of manpower planning in East Africa became much more intensified after the attainment of independence. The manpower planning which was done before independence was inadequate, fragmentary and not based on a comprehensive analysis of the countries' skilled manpower requirements. After independence the countries which were left under-developed in all respects sought to attain economic and social growth and development as fast as they could, given the resources at hand. Hence, five year development plans were drawn up to provide the framework or guidelines for the process of development.

One of the major long-term objectives was the attainment of self-sufficiency in all levels of skilled manpower of the nationals. This was based on the premise that the achievement of the desired goal of social-economic growth and development would not be possible without the presence of skilled manpower. Hence manpower planning units were set up (in Ministries of Economic Planning and Development) with the following responsibilities:

- to estimate high and middle level manpower requirements within the framework of a development plan;
- to take necessary steps to meet these requirements as fully as possible under existing pattern of constraints and therefore the first task in the manpower planning exercise was to collect initial demand and supply information and then plan ahead in the light of the economy's needs and availability of manpower.

### 3.11 PLANNING AT THE ORGANIZATIONAL LEVEL

Organization planning is the foundation of all continuing business operations. The company or business which knows where it is and where it wants to go, prepares for all eventualities and tries to control the course of events, and when it does this, the results of its activities are likely to be good.<sup>15</sup>

A plan is a pre-determined course of action over a specified period of time. It is nothing more than an ordered sequence of events or (activities) necessary to achieve a stated objective. It is intended to be an intermediate event between the planning process and the implementation process. If a plan is not implemented, it becomes the end result rather than an intermediate event.<sup>16</sup>

All manpower plans stem from organizational plans, which are mainly of three (3) types.

- 1) Plans to change the level of activity;
- 2) Plans to change the nature of activity; and
- 3) Plans to change the organization of activity.<sup>17</sup>

Other types of business plans are permutations of these basic plans. Within the general framework of the three types of organizational

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15 "Organization and Manpower Planning" by Gordon Mcbeath 1969 chp 1.

16 Gareth Stainer - Manpower Planning (1971) chp. 1.

17 Thomas Pattern "Manpower Planning and the development of Human Resources" 1971

plans, the following questions may be asked.

- 1) How many employees will be needed?
- 2) Are the members tied into specific positions at specific levels on a realistic timetable?
- 3) Were normal wastage rates factored into the totals?
- 4) What kinds of skills will be required?
- 5) Will the skills come from inside the organization?
- 6) Can people be trained to the required skills level?
- 7) How many and what types will be recruited?
- 8) Can technicians be substituted for professionals?
- 9) Should professionals replace technicians?

### 3.12 CHANGES IN THE LEVEL OF ACTIVITY

Organizational plans relating to changes in the level of activity are often closely related to expected changes in the national economy. However, the rate of growth of total manpower requirements is never directly proportional to the growth of the national economy. Likewise, changes in levels of production do not necessarily require a similar change in the production of sales force. An organization which has had an excess production capacity can plan for a large increase in production without any rise in manpower. Likewise, the level of sales can be increased without any enlargement of the sales force by simply changing the pattern and frequency of sales calls, increasing advertising or changing the methods of distribution (technology).

However, eventually, an increase in the volume of business will require an increase in manpower through recruitment or indirectly through sub-contracting. Either way, the manpower cost component of

total costs is going to rise. If the level of activity is to be reduced this will also lead to reductions in the manpower required. Any such planned reduction will require consideration being given to such questions as:-

- To what extent will normal wastage take care of education?
- What are the plans for retaining essential skills?
- Is there a plan for a reduction in the work force?
- Who will be affected? When will reductions begin?

### 3.13 CHANGES IN THE NATURE OF ACTIVITY

While changes in the level of business activity will have marked effect on the numbers employed, changes in the nature of business activity will have a marked effect on the types of labour employed.

The decision to introduce a new product, to market an existing product by new means or to apply new techniques will have direct repercussions on manpower. Different types or levels of employees will be affected in different ways. A sales force may be drastically changed in size without any change taking place elsewhere. The introduction of computers may radically reduce the requirement for one grade of clerical staff while it proportionately increases the need for other clerical grades. The spread of automation may reduce the number of mechanics involving market changes, manufacturing changes and research and development changes will need to be asked and answered.

### 3.14 CHANGES IN THE ORGANIZATION OF ACTIVITIES

Many organization plans require not only changes in the

internal structure but may result in acquisition of or merges with other companies. Such changes will of course have marked repercussion on manpower planning. In preparing for an acquisition or merger, the manpower planner of the acquiring company has two problems to consider. What number and types of employee will be brought into the company and how will the assimilation of these employees affect manpower requirements.

### 3.15 MANPOWER INVENTORY

The manpower inventory is really to be regarded as a stock of the organization's employees. It seeks to establish "how many of what do we have". Such a stock-taking may take a long time (in some organizations) to establish and therefore the manpower inventory should be assembled piecemeal as various segments of the organization come under the general manpower planning umbrella. Once established, however, it should be updated as frequently as necessary.

The manpower planner must then tabulate and classify the current human resources of the organization. What is the age mix of the present personnel? What qualifications do they have? What experience do they have? What potential for advancement? To what jobs? in so far as possible, the classifications used for developing this information should parallel the classifications used in defining the requirements of the organization. Thus manpower inventory becomes basic tool in planning to meet future requirements.

### 3.16 SKILLS INVENTORY

A skills inventory should provide valid information on professional



and technical skills and other qualifications employed or available for future employment in the organizations. By revealing the skills possessed by each employee, the inventory can increase the opportunities of promotion. In providing a guide to individual growth, it can also assist in performance development. If information on skills is assembled it will and the effectiveness of business planning in reaching decisions as to the feasibility of embarking on projects requiring skills.

A skills inventory will reveal what skills are immediately readily available. By so doing it will reveal what skills are not at hand and what recruitment and/or training is necessary to provide a comprehensive analysis of skills, it should probably contain for each employee information on the following: Education and formal qualifications, Foreign language proficiency, Work experience, Skills that can be practised competently (the very core of inventory) and additional skills.

Thus the three main functions of a skills inventory are: to provide the means of a continuing census of the manpower resources in a form suitable for manpower planning and forecasting; to give ready access to the data that will be increasingly called for by some government bodies, and to assist in matching men to jobs within the organization.

### 3.17 MANPOWER AUDIT

The next stage after inventory or stock-taking of

manpower resources is the manpower audit. The audit is the systematic examination (analysis) of the (data) or manpower environment. The audit seeks to answer the question, "what has been happening to our manpower resources" and must also take into account and include relevant information outside the organization (external environment)".

If a firm or an organization is to make effective use of its existing resources, it must first know what resources it has. The future can only be gauged against the present and past. For the organization to have any true idea of the shape, size and constitution of its future manpower resources, it must carefully analyze the current and past situation and make its forecasts and forward projections from such a base. The usual period covered by a manpower forecast of the future is 5 years, as forecasts further ahead are prey to too many unseen facts. That is in essence, the only way to forecast is to extrapolate the past and the present into the future.

All in all organizational objectives and plans need to be distilled into a statement of the manpower that will be required if they are to be met. This permits relating manpower resources (i.e. its size) to the forecast level of activity; making it possible the relating of total manpower requirements to the particular skill types required, and giving warning of changes in manpower requirements.

Manpower requirements should be detailed to industrial

jobs or skills e.g. electricians, fitters, welders, typists, cashiers, etc. and should specify numbers required in each job or skill. The details should be set out period by period for probably the first two years of a five-year planning cycle and for each year of the remainder of the cycle. That is first organizational projections are made based on management decisions and assumptions concerning organization objectives and then building on these forecasts, individual skill-forecasting should follow logically.

C H A P T E R F O U R

DATA ANALYSIS

4.00 EXTENT OF MANPOWER PLANNING

Manpower planning is not a clearly defined practice and there are many different approaches currently in use. For the purpose of this paper, manpower planning was defined as consisting of four distinct processes.

- a) Taking stock of existing manpower.
- b) Determining demand of manpower for the future.
- c) Forecasting supply of manpower for the future from internal and/or external sources.
- d) Deciding appropriate actions to ensure that manpower resources match future needs.

Responses to the question on whether the Commission carried out these processes on a regular basis are shown in the table below.

Table 1

	Yes	No	Total
Taking stock of manpower	0	50	50
Determining demand of manpower	0	50	50
Forecasting supply of manpower	0	50	50
Deciding actions to match future needs	0	50	50

The responses above illustrate that the Commission does not take stock of manpower. They are only confined to a perusal of personnel records and computer print-outs of monthly salary figures. Though this may give valuable information to gauge the present stock, it is not sufficient to indicate manpower movement within and across various skill levels.

The responses also indicate that the Commission does not determine demand of manpower nor does it forecast supply of manpower. Forecasting supply is very difficult. It not only needs close examination of micro factors but also demands a certain amount of awareness of macro-environmental factors which the Commission has yet to identify.

Since the Commission in general does not plan her manpower it also follows therefore that the process of deciding actions to match future needs does not arise either.

4.11 LOCATION OF MANPOWER PLANNING IN THE COMMISSION

Irrespective of whether or not the Commission's manpower planning activities are co-ordinated at present, respondents were asked to indicate their opinion on which part of the organization should be responsible for co-ordinating such activities.

Table 2 - Organizational Location (N:50)

a) The Establishment Section	23	46%
b) Town Clerk's Department	2	4%
c) Each Individual Department	20	40%

d) Organization and Methods Section	5	10%
e) Don't Know	0	0
f) Others	0	0
	—	—
	50	100%

The above table shows in the opinion of 46% of the respondents manpower planning activities should be co-ordinated by the Establishment Section; and 40% should be in each individual Department. This indicates that most people would like to have a coordination between each individual department together with the Establishment Section co-ordinating manpower planning activities. So that there is continuity and control of each department from the Establishment Section which is the overall section in charge of personnel matters. The overall conclusion here is that the figures above seem to confirm that, according to the majority view, planning is not and should not be divorced from the personnel function and also should be closely linked with the corporate planning function which in this case is decentralized departmentally.

The Commission does not identify her manpower requirements. Responses to this is shown below.

Table 3

	YES	NO
Are manpower requirements systematically identified and revised?	45	5
	—	—
	90%	10%

My interviews revealed that there is lack of knowledge about

analysing manpower requirements. This is a sad situation because here is where crucial manpower decisions are made. For example, the decision to expand into new departments, sections, etc. may depend for success on correctly identified manpower requirements. Manpower requirements are not only concerned with numbers but more importantly with type and quality. For instance, the decision to have craftsmen trained through adult modules or an apprenticeship or the need for qualified and high calibre managers or the use of technicians are all highly important manpower policy decisions. Many will have important cost elements (graduates trainee schemes are expensive) while others will have a highly charged political element (the decision to reduce or dispense with apprenticeships or to switch from a labour intensive process to a capital intensive high technology process). This is the area where the important policy decisions are made and where most stumbling blocks to improved performance probably lie. It is also where the rewards for success are probably greatest. These are essentially demand decisions which the personnel manager should be involved in making. In the Commission it should be the Establishment Officer since there is no personnel officer or manager.

Before it is possible to forecast manpower requirements, it is essential that the manager should understand the employment process in the organization. Involvement in, or at least knowledge of, business planning is vital. The

manager should know what problems the firm has and what major impending changes there are so that he can express them in manpower terms. Unfortunately, business decisions are often taken with insufficient knowledge of the impact on the people employed, with possibly wasteful consequences.

Since manpower planning in the Commission is not explicit, there is no criteria used to identify manpower requirements, no manpower reporting procedures and no information base for analysis on age succession, etc. The end result is therefore that there is also no programme for implementing manpower planning.

Manpower programming permits, on a totally intergrated basis, the design and implementation of action programmes to assure that the manpower needs of the firm are met over time. These programmes entail all of the traditional personnel functions, but the emphasis is mainly on the acquisition and development of manpower skills. Thus, the functions of employment (recruitment, selection, and placement) and education and training receive prime consideration.

Changes in manpower programmes will take the form of expansion, adjustment, contraction, or a combination of these. A complete description of action programmes to meet manpower requirements would be unrealistic. Since the possibilities are almost innumerable.



4.13 Programming encompasses the translation of manpower plans into a series of intergrated activities for the achievement of objectives. It is an indispensable part of the manpower planning concept. Manpower programming differs from the traditional personnel functions becuase it is directly related to implementing the manpower plan; and typically carried out in future time space in the goals - means fashion.

Programming is made up of interrelated system of activities which when adequately coordinated, satisfy the objectives of particular manpower plans. These activities include:

- 1) Recruitment and placement: screening, selection, hiring, staffing, training and specifications.
- 2) Manpower audits: replacement, performance appraisal, analysis and performance review.
- 3) Appraisal: goal getting, standards and performance review.
- 4) Education/Development: individuals, groups and organization career and skill development.
- 5) Aspects of motivation and compensation: review of motivation and compensation features, equity, monetary incentives and indirect payment, modification under change.

Programming activities, too are subject to time influence. And the effect of time spans on particular programmes is markedly different.

Monitoring, signaling and regulatory capabilities must be intergral parts of a programming system. The systems approach which is a prototype of the support indispensable to timely, economic achievement of manpower goals, has the following parts. Divisional or Departmental objectives as in the case of the commission should be derived from corporate policy and goals, and these in turn are translated into programmes by functional groups such as those under "Manpower" at all authority levels. Organization performance rests squarely on programming efforts, but successful programming and performance depends on developing appropriate information vehicles as a part of a control structure to monitor, compare achievement against goals and standards, and initiate corrective programmes as needed.

4.14 Control approaches cannot be meaningfully viewed unless these are based on criteria suitable to the variables under study. Most often, performance measurement requires multiple criteria rather than a single criterion to adequately gauge conformity to goals or programmes. Thus, judging overall manpower performance frequently requires such things as turnover and absenteeism statistics, morale/satisfaction, measures, desired individual traits, and statistics on age education distributions, as well as development of different performance measures for major occupational groups.

There should be supporting information necessary for

programming procedures. These information requirements far exceed the cursory data available on records in personnel, accounting or payroll offices. These include external data and internal data which must be generated in order to carry out a comprehensive manpower planning programme. For example, the requirements for external information which concerns trends in environmental components (political, social, economic, governmental) are matched by demands for internal data.

Information for manpower programming requires a "system discipline" which means that specific areas of data must be available or be capable of development; and prescribed development and personnel activities must be sufficiently far advanced to follow through on the manpower forecast.

.15 ATTITUDES TO MANPOWER PLANNING

One of the objectives of the survey was to measure the attitudes of the respondents towards manpower planning. Several attitudinal statements, both positive and negative, were presented using a five point scale ranging from strongly agree to strongly disagree.

Table 4

<u>Statements</u>	<u>Strongly disagree</u> <u>to disagree</u>	<u>Strongly agree</u> <u>to undecided</u>
Manpower planning is an organizational necessity	15%	75%

Manpower planning is an intergral part of the management process	10%	90%
The costs of manpower planning outweigh the benefits likely to result from using it.	80%	20%
Manpower planning has no practical value	98%	2%
Error margins in manpower planning are so large as to render the whole exercise pointless.	80%	20%
In the future the cost of not investing in skilled deliberate manpower planning will be enormous	10%	90%

Most respondents were convinced that manpower planning is an organizational necessity and saw it as an intergral part of the total management process. But some had the feeling that the benefits of manpower planning may not justify the costs: that over sophistication may hinder its widespread application and that it may be over-rated as a personnel technique. The majority however strongly agreed that the cost of not investing in skilled manpower planning in the future will be enormous.

.16 REACTIONS TO REASONS GIVEN FOR ABSENCE OF MANPOWER PLANNING

A number of different reasons are sometimes put forward to explain the absence of manpower planning at organizational level. Respondents were therefore asked to give their reactions to some of these reasons.

Table 5

<u>Statement</u>	<u>Strongly disagree to disagree</u>	<u>Strongly agree to undecided</u>
Manpower planning is only for small and medium sized organizations.	75%	15%
Manpower planning suffers from lack of data in forecasting manpower demand and supply.	20%	80%
Manpower planning suffers from lack of readily applicable planning techniques.	30%	70%
Manpower planning suffers from lack of involvement by top management.	5%	95%
Manpower planning suffers from lack of personnel qualified for planning.	15%	85%
Manpower planning suffers from non-existence of corporate plan.	2%	98%

The above responses clearly show which areas the respondents feel are at present preventing manpower planning from making as much impact as it should. It is interesting to note that almost 100%, i.e. 98% of the respondents strongly agreed that manpower planning suffers from the lack of a

corporate plan. That is if the organization has no set objectives and targets its difficult to plan for manpower because then there is no base from which to plan.

#### 4.17 TOP MANAGEMENT INVOLVEMENT

The importance of top management involvement in manpower planning cannot be over-emphasized. But what factors are most likely to influence top management to become more concerned with the manpower planning process? Respondents were accordingly asked to indicate which in their view were the factors most likely to promote such involvement.

Table 6

The cost of manpower	80%
The scarcity of manpower	50%
The need for high quality manpower	80%
Influence of unions	30%
The changes in technology	20%
The changes in location	0%
The quality of the planner	20%
The extent of crises that the organization faces	40%
The awareness of low productivity	60%
Others (please specify)	

Analysis shows that the greatest emphasis is on the costs of manpower planning as a factor to promote top management involvement 80%. This is not surprising

because the Commission is a labour-intensive organization and therefore costs is a factor in point.

The other greatest emphasis was on the need for high quality manpower. The respondents felt that the Commission does not have highly qualified personnel in this field who would convince the top management on the importance of manpower planning and its benefits.

The awareness of low productivity is also another factor in point. This is one of the major problems that made the Commission be appointed because of the council's low productivity, yet lots of money was being pumped into it to raise standards of service and productivity.

.18

Manpower planning is the way that all those policies affecting the human resource are pulled together. Implicitly or explicitly all organizations have policies for recruitment, salaries, promotion, retirement, succession, conditions of service and training. The decision facing them is whether they do it well or badly. The choice is between good manpower planning or bad manpower planning.

Those who are planning their manpower in the most effective way may, like M Jourdain in the Bourgeois Gentilhomme who had been speaking prose all his life without knowing it, make no explicit recognition of it. Conversely those who are busy with a great deal of work under the banner of 'manpower planning' may be doing the

job very badly.

For the task to be done well, there should be a person of influence who sees the need to intergrate personnel policies with the strategy of the enterprise and to make them consistent one with another, taking people on and training for jobs that exist, helping the organization to develop on lines that make the best use of people, foreseeing problems of manning and taking appropriate action in good time. What should be important here is whether this is done by a 'manpower planning manager'.

Manpower planning starts with effective recruitment and selection of individuals. This is vital if unnecessary wastage and frustration, which are costly, are to be avoided. It is the starting point for all career development. The control of career development is a central task for all large organizations, like the Commission, for availability of competent staff at all levels is essential for sustained organization progress.

This stage seeks to establish by use of various techniques, what are an organization's manpower needs in terms of quantity and quality at various times in future as the organization attempts to achieve its goals. When these needs are compared with the manpower resources available now, as determined by a manpower inventory, the differences revealed set the size of the



task in the fields of recruitment and development in order to make good the shortfall. A vital feature of manpower forecasting concerns the costing and cash flow aspects of the situation so that the organization can pay for the manpower resources it requires. This involves not only forecasting the growth in the total salary bill arising from additional staff, but also that, from increases in wage and salary rates.

Recruitment is an expensive process and it is worthwhile following a formalized procedure to eliminate as many of the pitfalls as possible. The first step is to decide that the organization truly requires a particular job done in order to achieve its goals. On many occasions positions are created to accommodate a particular individual and this is the wrong way round. It is the organizations needs which are paramount. The second step is preparation of job specification followed by specifications and detailing of the qualities and experience required of the incumbent of the post. These should be specified on two levels; the minimum acceptable and the ideal. The manpower inventory should then be checked as a third step to determine whether there already exists in the organization a man with the qualities required. If he exists he should be offered the post.

It is damaging to morale to go outside the organization when adequate talent is available within.

The fourth and fifth steps are advertising and selection of both of these, but particularly the latter, have been the subject of research and development in recent years. The final step of the recruitment process is to monitor the performance of the new job holder, both to ensure that he is effective and to create a feed-back whereby selection can be continuously improved.

4.19 Manpower planning is a concept of management planning in all areas concerned with the effective use of manpower resources. It has been developed because of increasing economic pressures for improvement in effectiveness, not only in utilisation of material resources, the latter often giving rise to the largest single item of expenditure. In Nairobi City Commission more than 60% of total revenue is spent on manpower and the percentage is increasing. If most effective service is to be given to the community at minimum cost, the best use must be made of existing manpower resources and their use and growth in the future must be properly planned.

Manpower development should be aimed at making a job holder more effective in achieving the objectives which the organization requires from his position. It embraces any necessary formal, short-duration training as well as much longer term guidance of a job holder as he carries out his duties. Development will naturally figure much more largely for senior members of an organization because performance improvement at this level

is a major effect on the performance of the organization as a whole, thus giving a more significant return for the extra investment a development programme requires. It is fundamental to all training and development that it should be carried out in accordance with defined needs. These are the needs of the organization and not the needs of the individual unless the two happen to coincide. A survey to establish the need for training and development is an essential pre-requisite if a heavy investment in training is to be properly applied for maximum return.

Given ideal conditions, current career planning would naturally lead to careful and effective succession planning. Who will follow this executive at the appropriate time? Who will follow that executive in the event of an emergency? The unpredictability of life will never point of ideal conditions but our efforts must always seek the ideal goal. Succession planning must look as far ahead as possible so that adequate preparation and experience both inside and outside the organization can be given to those destined for high places. Ineffective succession planning may remain hidden for a long time particularly at high levels, and the future of the organization can be greatly affected.

The Commission does not plan, and with the Presidential directive of officers retiring at the age of 55 years, she has got many of her senior officers who are on their way

out but since there is no succession planning, the organization will be adversely affected which in turn affect the growth and development.

In a service function such as the Nairobi City Commission, staff become the major asset. A skilled and experienced member of staff is one of an organization's assets. It is therefore sensible, having invested in an individual by way of training and development, to apply at least a similar amount of effort to making sure he is reasonably content and is not likely to leave. It is important for staff to be given a clear brief. A properly established organization structure with job specifications and achievement targets readily lends itself to this. Staff must feel that they are involved and making contribution to the organization. This will largely follow from the clear brief. It also implies, however, a good enough two-way communication structure between senior staff and subordinates so that interpretation of or inadequacies in the brief may be fully aired and satisfactorily resolved.

People want their contribution to be recognized. The use of a good communication structure can help but one of the principal means of recognition is of course total remuneration received including fringe benefits. In addition, a man must feel that there are career opportunities and that he is making adequate progress along a defined career path.

People wish to be treated fairly in accordance with certain principles of natural justice which they hold. This means that the remuneration system must be fair and acceptable and also that any disciplinary mechanisms should be the same.

Being involved in public administration the Commission has a natural duty to ensure that it is not unnecessary burden on public resources, but also manpower resources. Since the Commission is one of the largest employers in Kenya, the need for a proper control of manpower is essential.

C H A P T E R F I V E

S U M M A R Y , C O N C L U S I O N S A N D R E C O M M E N D A T I O N S

5.00 Organizations plan to maximize use of the scarce resources, anticipated changes, organizational developments and special circumstances such as takeovers, nationalization, changed management, etc. In response to these factors many managers in recent years have found business an inevitable part of their management operations and therefore business planning features predominantly in the organizations.

Manpower planning follows on from and is complimentary to organization planning. It is concerned with the future manning of planned and evolutionary organization structure in two ways. First by giving a detailed planning of manpower requirements for all types and levels of employees throughout the period of the plan. Secondly, with planning of manpower supplies, it provides the organization with the right types of people from all sources to meet the planned requirements. Therefore to appreciate the role of manpower planning in the organization, we require an expanded conception of organizations, educational and training

programmes and knowledge of the techniques used for manpower placing and development of human resources. So manpower projections have to be intergrated with the educational and training policies, programmes and procedures of the organization; where questions such as these and their answers found in development of manpower. What can be done to improve the ability of present executives in the organization? How can a better job be done in selecting individuals of high potential developing them so that they can assume greater responsibility created by retirement or by growth of the business.

Manpower planning in the organization helps in updating manpower plans under changing conditions. This is done by intergrating manpower projections with the educational and training policies, programmes and procedures of the organizations. For this to be done manpower specialists should understand its role and should have an expanded conception of organizations, educational and training programmes and knowledge of the techniques used for manpower planning and development of human resources.

Manpower planning provides the basis for determining manpower requirements in numbers, skills, knowledge, etc. in the light of anticipated developments affecting the operations of an organization. This is done in the manpower projection or plan which includes numbers of employees required by level and the sources which can be utilized to meet the requirements.

It also determines the numbers of promoting employees for the annual manpower plan. It evaluates these plans in the light of expected changes of all kinds within the next few years and provides a supplementary statement indicating modifications that are to be made because of the anticipated changes.

Another essential element of manpower planning in the organization is the systematic projection of manpower requirements for the future. This projection has implications for educational and training programmes, planning, minimizing disruptions to the work place, recruitment, selection and placement activities as related to changing levels of employment in the organization. Manpower planning helps to project more rapid additions, slower reductions, using attrition, scheduled transfers of employees to other parts of the organization. There is also manpower research and planning which helps to anticipate long-range labour market needs, manpower development through effective placement service and manpower utilization to assure full use of the organization's human resources.

Natural losses of staff are a factor in all manpower planning. Each individual who leaves takes a knowledge of the company and the jobs which can rarely be purchased directly from outside the company - fully effective operation is therefore reduced, at least for a period, even where an immediate new appointment is made. Man-



power planning may to some extent anticipate losses and provides a pool of people capable of moving up to expected vacancies. Once the summary of future posts has been completed and analysed, the probable development of existing staff can be assessed against the background of possible vacancies. From this appraisal a complete summary of future vacancies which cannot be filled by existing staff can be seen together with replacement for losses it gives the calculated requirements of manpower during the period.

Manpower planning has effects on moral in organization and provides an opportunity to improve the quality and productivity of the work-force. Here, such questions are asked; how can management people be motivated and rewarded to give them the greatest incentive for promoting the long-range profitability (or other objectives) of the organization? The answer of course lies in the manpower plan. Manpower planning also has implications on profit planning and the control of costs because it provides information necessary for the determination of recruitment needs, the effects of anticipated changes in technology, markets and products, on manpower requirements and educational and training programme requirements.

5.10 Therefore any organization like the Nairobi City Commission which ignores manpower planning does so at its peril. Today it is recognised as a priority for action

at the highest level and its contribution to long-term stability and probability is unchallenged. Manpower management in a rapidly changing environment like the City of Nairobi is a process of complexity which cannot function effectively without a coherent explicit policy.

The Commission management must accept responsibility for developing and managing her human resources in every way as professionally as it should manage its financial resources (not that this is any better). To meet the needs of the situation the commission should have a manpower policy which must be planned, must relate the demands of the organization and of technology, to the needs and aspirations of people, and must provide an intergrated approach to the development, utilization and satisfaction of employees. An establishment of a manpower services section would give an added impetus to the growth of organization policies which meet these criteria.

Manpower planning is not just a technique, nor is it just a process. Essentially it is an attitude; an attitude that pulls together every management aspect of our human resources. And like all attitudes, it demands commitment if it is really to be effective. This commitment is needed at every level of the organization but none more than by the Chief Executive himself. Manpower planning will get nowhere unless the need for it is really accepted at the top of the organization. The chief

executive has to set the example of total commitment to the concept: This is the only way of ensuring that the organization really tackles manpower in a coherent way and in strategic terms.

Achievement of corporate objectives is critically dependent on planning of the manpower resource. Such planning requires sustained effort - there are no short cuts - and it must be enthusiastically stimulated and supported from the top as already said. It cannot be reduced to a system of mechanical procedures but must be built on comprehensive data system to supply the information on which the organization can base its manpower decisions.

Manpower planning is an important responsibility of management which has gained recognition and growing acceptance, as it is seen as an investment in Human Capital. We cannot therefore fail to stress the fundamental significance of manpower planning in increasing the effectiveness of employees for their immediate and future tasks, and progress to be made in various directions which has been proved feasible in the experience of many organizations - for example the civil service - Directorate of Personnel Management. If however manpower planning is to be accepted as a fundamental part of organization development and personnel administration, the commission has to make and define a firm manpower planning policy. There are a variety of conditions which must be taken into account in the determination of the most fruitful manpower planning

policy.

#### RECOMMENDATIONS

- 5.12 Our first recommendation is that the council should have a manpower planning policy which defines the specific intentions of the organization with respect to training and development. The policy should also relate manpower planning programmes to defined needs of the organization and its members and it should also provide the council with a framework for designing and implementing manpower planning programmes.
- 5.13 The proper approach to training should be through a planned objective assessment of the manpower requirements of the commission. Long-term manpower planning will take account of the development plans of the commission, forecasts of losses of manpower due to retirements, and forecasts of expected labour turnover. An assessment of these factors will indicate in very broad terms the number and type of staff required in the next few years. Existing manpower will then be carefully examined to see that it is adequate or capable of being developed in step with the commission's plans. The two factors together would indicate the size of the training need and the recruitment required.
- 5.14 As has already been observed, the council does not set out clearly what its manpower requirements are; both the needs of the individual and the organization in terms

of skills requirements or those of the job. Without identifying such needs, it is not easy to set out objectives to be pursued in the manpower planning programme. In the absence of a system of discerning strengths and weaknesses of the personnel, selection for training becomes haphazard and evaluation also becomes difficult.

5.15 In order to overcome some of these problems, we suggest that the council should implement a comprehensive and thorough staff performance appraisal system. Such system would help the commission to understand its weaknesses, to set out its manpower planning needs around discerned faults or potential that can be developed to establish its manpower planning objectives and priorities and eventually to select the appropriate people in the appropriate places at the appropriate time. On the basis of such a scheme, it would be as easier to embark on proper career planning and development for the existing human resources.

5.16 Schemes of service are functions of various cadres of family working groups in organizations. They set the qualifications for entry into a cadre and also outline the career pattern, prospects and requirements for progression within each cadre. We therefore recommend that the Nairobi City Commission should design a Scheme of Service for all cadre of employees which should be reviewed periodically to ensure that they continue to serve the purpose which they are originally created for.

The scheme will also help in training, in that employees will be trained to perform more effectively and efficiently in their given tasks and it will also develop those that are being prepared or earmarked for succession within their cadres.

5.17 Recruitment from outside the commission should be restricted to only those cases where the organization does not have the talents or skills required to handle a certain job. Where such a situation prevails, recruitment from outside could be resorted to. If the commission could resort to a policy of developing its existing human resources through training job-redesign, promotion and career advancement to meet the aspirations of her personnel, this would greatly contribute to organization stability and reduction in wastage and high labour turnover and boost employee morale.

5.18 The tasks of management is to ensure the best possible use of all resources to meet the objectives of the commission. In such a highly labour-intensive industry as local government, people are the greatest resource of most managers and therefore their effective contribution is of paramount importance. Manpower placing is concerned with the development of the skills, knowledge and attitudes of individuals in a way which ensures that they are applied effectively within the organization. It is essential therefore that manpower planning be based on the commission's present and future objectives and on an assessment of the

individuals present and potential contribution to these.

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