

PERSONNEL PLANNING

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By personnel planning is meant (a) forecasting the personnel needs of a government over a period of years; (b) estimating the probable sources of supply of qualified persons, both within the service and outside it; and (c) planning for the education and training, the inducements and incentives necessary to attract and retain qualified persons, and the most effective utilization of their abilities and skills. Governmental personnel planning is part of a broader problem of planning for all the human resources of a nation: agricultural, industrial, scientific, military and civilian, which may be referred to as national manpower planning. Only the totalitarian governments of Russia and China have attempted manpower planning on such a scale. This article will discuss the more limited kinds of planning which are applied to the civil service.

The proposition which will be discussed in this article is that in the national plans for economic and social development now in progress in many countries, one of the factors most likely to determine the success or failure of the plans is personnel, and that it is in this area that the least planning has been done.

Why has personnel planning been neglected? Three explanations have been offered: (1) That long-range personnel planning is impossible. It is argued that no one can foresee the extent of the growth of government, nor the directions it will take, and that therefore the essential

basis for planning is lacking. (2) That personnel planning is a dangerous interference with the freedom of individuals to choose their own careers. Governmental planning of careers carries the implication that human beings are commodities, to be shaped and manipulated like parts of a machine. This is the criticism of totalitarian planning. (3) That personnel planning is unnecessary, because the supply of manpower will adjust to the demand by a process like that of the market. This is perhaps the most common assumption, and in the past it has proved true enough so that, until recently, governments have not been compelled to plan or to make any special effort to supply their personnel needs, especially in countries where there has been an assured source of supply, such as the universities. There are many signs that this *laissez faire* policy will no longer continue to supply automatically the numbers and kinds of persons needed by governments.

PRESENT EXTENT OF PERSONNEL PLANNING

Administrators and personnel agencies in all countries do a certain amount of planning, but their plans are usually of a limited and short-range nature. Civil service planning occurs mainly in the areas of

1. classification and pay plans,
 2. recruitment and examination,
 3. conditions of service.
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1. Classification and Pay Plans

The most important kind of planning done by central personnel agencies is the classification of positions, and their arrangement in a system of grades, with salary rates attached to each grade. The classification plan is a basic framework for all personnel administration. Without a description of positions, including an appropriate title and a description of necessary qualifications, it is difficult to see how persons can be recruited, how promotions can be fairly made, or how budget makers can state the needs for personal services. The classification plan will be useful for personnel planning only if it describes positions adequately, and only if it is kept up to date. A classification which includes all positions in a few broad grades does not provide an effective basis for such planning.

2. Recruitment and Examinations

Some planning is always required in the process of preparing and announcing civil service examinations, but there is a strong tendency to allow this to become a routine function, repeated year after year with little effort at innovation or improvement. Attempts to validate the examinations, *i. e.*, to compare the performance of persons selected and employed with their test scores, and to improve the predictive value of tests, are very rare. Planning is discouraged where the government has a monopoly, or a near-monopoly, of the labor market, and customarily

draws all of its candidates from the schools and universities. When governments have to compete with private enterprise for their personnel, they are forced to plan more actively, for example, to search for new sources of supply, to arrange for the training of qualified persons, and to offer extra inducements to persons to enter government service.

3. Conditions of service

Conditions of public service include, in addition to the salary rates, the following:

*a promotion system, and opportunities for advancement,
opportunities for training and development,
recognition of meritorious service,
a retirement system,
employee services, such as housing, transportation, medical
and hospital services, loan facilities, etc.*

These and other incentives and inducements often determine whether or not an individual will remain in the government service and put forth his best efforts. Very little systematic study or planning is done in this area; more often, the government waits to provide these incentives until a high rate of turnover, or an organized demand by employees compels it to provide such services.

PERSONNEL PLANNING IN THAILAND

As in many other governments, personnel administration in Thailand has been regarded mainly as a matter of enforcing the civil service law. Examinations are conducted in a rather routine manner, and much importance is attached to the keeping of personnel records, and to the formal approval, or disapproval, of personnel transactions. An assured supply of candidates from the schools and universities, and the high prestige of the government service have made it unnecessary for the Civil Service Commission to compete with other employers, or to plan a program of recruitment.

Heads of ministries and departments are required to estimate their personnel needs for a year in advance when they prepare their annual budget estimates, but these are short-range plans, and often are only guess-work. Department and division heads should be responsible also for evaluating the performance and the morale of their employees, and for taking measures to improve them, such as employee services, in-service training programs, and other incentives, except general salary increases, which, of course, they are powerless to grant.

It must be admitted that personnel administration in Thailand has been of a negative rather than a positive nature, with emphasis on controls, and with very little thought of planning for the future. This policy has served the government reasonably well in the past. It has given Thailand a civil service that is stable, dependable, relatively efficient

and free from corruption. In the relatively quiet times of the last 50 years this might have been enough. but the times are no longer quiet.

It requires no profound study to see that the nature of the government service in Thailand is changing, and to predict that in the next ten years it will change even more rapidly. Thailand has started a national plan of economic and social development which includes the development of agriculture, industry, transportation, health, education, and welfare. In terms of personnel, the achievement of the national will require.!

- 1. new positons, with new knowledges and skill,*
- 2. larger numbers of persons in existing categories,*
- 3. better utilization of human resources,*
- 4. additional incentives.*

1. New Positions

New and expanded activities undertaken by the government will necessitate the creation of positions calling for knowledges and skills that are almost unknown in Thailand to day. Some of these positions will be the inevitable result of scientific and technological advances in such fields as:

automation
operations research
electronics
nuclear power
meteorology
aeronautics
chemistry

biology

medicine and public health

agricultural sciences

Other new positions will develop as a result of new governmental policies and methods in existing fields of governmental activity, such as:—

the management of government enterprises,

the regulation of private enterprises,

taxation,

banking and credit,

city and town planning,

economic development planning,

transportation and communication,

education, public health, and welfare.

2. Larger Numbers in Existing Categories

In addition to the new positions which are certain to develop, but more difficult to visualize, it is clear that Thailand will need larger numbers of professional and technical persons of types than it now has. Already the government is aware of acute shortages of well-qualified engineers, scientists, doctors, teachers, managers, and technicians of many kinds. Programs already undertaken will call for increasing numbers of all of these. Every survey of public administration in recent years has pointed out that one of the chief obstacles to effective administration is the lack of experienced and competent technicians, supervisors and managers.

For example, the Social Insurance Law of 1954 provided for benefits in six kinds of social risks: maternity, care of children, sickness, invalidity, old age, and funeral costs. The law never was put into effect, one reason being that there were not enough doctors nor hospital facilities in Thailand to provide the medical, nursing and hospital facilities which the law promised.

A similar difficulty greatly reduces the effectiveness of the government's program for the treatment and rehabilitation of opium addicts. To cure an opium addict is a difficult problem, calling for special medical knowledge and skills, as well as psychiatric treatment and careful supervision and assistance during the period of convalescence. It is estimated that 72,000 opium addicts in Thailand are in need of this treatment, yet in the new Center for opium addicts, there is only one doctor who has had the necessary kind of training.

The recent World Bank report as well as other studies of Thailand's economy, have noted that Thailand has embarked on a variety of business and industrial enterprises without the technical and managerial personnel necessary for their successful operation, and that the failure of many of these enterprises can be attributed directly to poor management.

3. Utilization

One symptom or lack of personnel planning is the poor utilization of human resources. Tremendous waste occurs when persons with superior qualifications are assigned to low-grade work; or when inferior

men are assigned to difficult or responsible work. Poor utilization is more likely to occur when there is an over supply of personnel, and this has been the case in Thailand. The prestige of government service, the lack of competition from private employment, and the steady supply of graduates from the secondary schools and universities have made the labor supply abundant, cheap, and not fully utilized.

Efficient utilization of personnel means more than assignment of persons to duties in accordance with their educational qualifications. It means identifying persons with unusual aptitudes and abilities, encouraging their development through in-service training, educational leave, and opportunities to assume responsibilities and to apply their own ideas, and providing adequate incentives.

A program of full utilization of personnel will reveal the presence in the service of a number of persons who are doing little or no useful work, either because there is nothing for them to do, or because they are incapable of doing the work assigned to them. Personnel planning should include the elimination of unnecessary positions, and of office-or job-holders who are unwilling or unable to perform the duties of their positions.

4. Incentives

As a result of the tradition which make government service a desirable career, and in fact almost the only career open to well-educated young people, the government of Thailand has not been compelled to think

much about providing incentives for its civil servants. This fortunate state of affairs is not likely to last much longer. Already private enterprises are taking many of the superior graduates, and offering them higher salaries and better opportunities for advancement. This trend will certainly continue.

At present, probably financial incentives are of greatest importance in Thailand, because salaries are so low that many employees live in a state of constant anxiety as to how to meet bare living expenses. Many are forced to yield to the temptation to supplement their salaries by outside employment, or worse, by accepting gratuities or misappropriating government funds or property. Fair and equitable pay rates must be placed near the top in the list of priorities in personnel planning.

Non-financial incentives supplement financial incentive, and when pay rates are adequate, they may become even more important. Among the non-financial incentives are

a sense of security,
good working conditions,
a sense of contributing to the national welfare
recognition and reward of good performance,
opportunity for self-development and advancement.

Incentives may be planned or un-planned. When they are not planned, they may be given either grudgingly, or under pressure, or from a misguided feeling of paternalism. They may be applied in one department,

or to selected groups of employees, but not to others. A planned program of incentives will be based on a careful analysis, revealing real needs.

WHO IS RESPONSIBLE FOR PERSONNEL PLANNING?

No single agency of government can be made responsible for all of the kinds of personnel planning described above. To centralize planning would be to employ a totalitarian method, and the examples of Soviet Russia and Communist China do not appeal to people who believe in the freedom of individuals to choose their own careers. Personnel planning must be done on several levels: the program administrator must make his objective and plans clear enough so that he can make a good estimate of the numbers and types of workers that will be needed to carry out his program. Department heads must evaluate the performance and morale of their personnel and if necessary plan programs of in-service training and incentives to remedy the weak spots in their organizations. The central personnel agency is responsible for designing a classification and pay plan that will provide a basis for all personnel planning.

Something is missing in this picture. In these allocations of responsibility, no one is made responsible for planning for the future supply of scarce human resources. Will the scientists, engineers, doctors, teachers, technicians and managers be available when they are needed? In democratic nations, this aspect of personnel planning has been neglected. Educ-

cational authorities are aware of the problem, and they try to provide facilities for professional and vocational education, but they can only project trends, and guess how many young people will choose to study law, medicine, engineering, and other disciplines that will be needed in the future.

PROGRAM ADMINISTRATORS

It is suggested that democratic governments need to give some agency definite responsibility for long-term personnel planning. If a national planning body exists, it would seem to be the logical place for this function. The central planning agency would not try to do all the planning, and it would have no coercive powers. It should delegate specific planning functions to other governmental agencies: to the Civil Service Commission, the budget agency, the census and statistical agencies to program administrators and others. The function of the central planning agency would be to coordinate all of the information available to these agencies relating to future demands for, and supply of personnel, and present to the government a clear picture of critical shortages, as well as surpluses, of personnel that the government will face in the future. Planning for action to meet these situations, through educational institutions, in-service training, better utilization of existing resources, and other means, will then be the responsibility of those agencies which are most vitally affected, or which have special competence to deal with the problems.

CONCLUSIONS

Planning for the procurement, training, development, utilization, and conditions of service which will give a government the number, the kinds, and the quality of persons it will need, is as necessary as planning for the physical, material, financial and technological requirements of the future. In the past, personnel planning has been regarded as either impossible, dangerous, or unnecessary. Procurement has been left largely to the free play of the market; training, utilization, and conditions of service have been left to the discretion of department heads.

Personnel planning is not impossible, and it need not be dangerous if the methods used are these of education, information, and free choice, and not those of coercion and regimentation.

The first practical requirement in personnel is planning the establishment of a classification plan as a framework for recruitment and promotions, and a means of describing personnel needs. The classification plan will indicate the relative worth of positions in terms of salaries, thus enabling the government to make necessary financial plans for personnel services. The description of positions and their requirements will provide the central personnel agency with the information necessary to plan a recruitment program, and to construct appropriate tests for entrance.

Equal in importance to a recruitment programs are program of training, development and utilization of persons already in the service. It is safe to say that no government knows the extent of the human resources it already possesses in its civil service, nor utilizes them to more than a fraction

of their capacity. In Thailand, the much-needed supply of managers and executives must come from within the service—there is no other source.

The key to personnel planning, as of all kinds of planning, is information. Without reasonably full and accurate information about positions and their requirements, and careful estimates of the trends of demand and supply, personnel administration will be either routine, stereotyped, and negative, or it will be arbitrary, capricious, and dominated by politics. With adequate information, it can be intelligently planned, still leaving wide discretion to administrators, and freedom to individuals in their choice of careers.

ย่อเรื่อง

บทความนี้เน้นถึงความสำคัญของการวางแผนการบริหารงานบุคคล โดยเฉพาะในราชการฝ่ายพลเรือน ในอันที่จะช่วยให้แผนการพัฒนาระเทศบรรลุผลสำเร็จ ในหลายประเทศที่มีแผนการพัฒนากิจการเศรษฐกิจและสังคม มักจะปรากฏว่าปัจจัยสำคัญที่สุดประการหนึ่งที่จะพาไปสู่ความล้มเหลว หรือความล้มเหลวทางแผนการพัฒนาด้านนั้นได้แก่เรื่องตัวบุคคล แต่การวางแผนเกี่ยวกับเรื่องนี้มันซับซ้อนเต็มที

การที่ขาดการวางแผนการบริหารงานบุคคลนั้น เนื่องจากข้ออ้างที่ว่า (1) การวางแผนระยะยาวเกี่ยวกับตัวบุคคลไม่อาจจะทำได้ เพราะไม่มีใครจะทำนายได้ว่ากิจการของรัฐจะขยายออกไปหรือหันเหไปทางไหน (2) การวางแผนเกี่ยวกับตัวบุคคลล่วงหน้า อาจทำให้เกิดอันตราย หรือกระทบกระเทือน ถึงสิทธิของเอกชนที่จะเลือกอาชีพของเขาเอง

(3) การวางแผนในเรื่องนี้ไม่จำเป็น เพราะอุปทานของแรงงานย่อมเพิ่มลดไปตามอุปสงค์ของแรงงาน แต่อย่างไรก็ตามรัฐบาลของประเทศต่าง ๆ จะนิ่งดูตายอย่างที่เป็นมาแล้วต่อไปอีกไม่ได้ มิฉะนั้นแล้วก็จะอาจจะไม่สามารถได้คนตามจำนวนและชนิดที่ต้องการเข้ามาปฏิบัติงาน จึงจำเป็นที่จะต้องมีการวางแผนเกี่ยวกับตัวบุคคลด้วยโดยเฉพาะในเรื่องที่เกี่ยวกับ

1. แผนการจัดตำแหน่งงานและเงินเดือน
2. การรับเข้าทำงานและการสอบได้
3. สภาพะในการทำงาน

ผู้เขียนได้เน้นถึงการจัดตำแหน่งงาน ว่าเป็นรากฐานในการบริหารงานบุคคลทั้งหมด ถ้าปราศจากคำอธิบายตำแหน่งหน้าที่การงานรวมทั้ง ชื่อ ตำแหน่ง งาน และคุณสมบัติของผู้ที่จะปฏิบัติงานแล้วย่อมยากที่จะทราบได้ว่า จะรับคนเข้าทำงานได้อย่างไร การเลื่อนตำแหน่งจะยุติธรรมแค่ไหน หรือจะตั้งงบประมาณให้ถูกต้องได้อย่างไร การจัดตำแหน่งต่าง ๆ ถ้าแบ่งเป็นชั้นเพียงไม่กี่ชั้น (อย่างของข้าราชการพลเรือนไทยในปัจจุบัน) จะไม่ได้ช่วยในการวางแผนล่วงหน้าแต่อย่างไร

ในเรื่องการรับคนเข้าทำงานและการสอบได้ ตราบใดที่คนยังนิยมราชการอยู่ การวางแผนรู้สึกจะไม่จำเป็นนัก แต่เมื่อใดต้องแข่งขันกับธุรกิจเอกชนแล้ว จำเป็นต้องวางแผนอย่างจริงจัง

ในประการที่ว่าด้วยสภาพะในการทำงาน นอกจากในเรื่องเงินเดือนซึ่งจะต้องถือเป็นเรื่องสำคัญที่สุดที่จะต้องปรับปรุงแล้ว ยังรวมถึงระบบการเลื่อนตำแหน่ง โอกาสที่จะก้าวหน้าหรือได้รับการฝึกอบรม ฯลฯ และบริการต่างๆ

สำหรับการวางแผนการบริหารงานบุคคลในประเทศไทยนั้น โดยที่ทางราชการไม่ต้องไปแข่งขันกับผู้ใดในการรับสมัครผู้สำเร็จจากโรงเรียน หรือมหาวิทยาลัยเข้ารับราชการ จึงไม่มีปัญหาในเรื่องการรับคนเข้าทำงาน แต่ในปัจุบันนี้ การบริหารกำลังเปลี่ยนแปลง และเป็นที่คาดได้ว่า ในระยะ 10 ปีข้างหน้า การเปลี่ยนแปลงจะทวีความรวดเร็วยิ่งขึ้น ประเทศไทยได้เริ่มวางแผนการพัฒนาการเศรษฐกิจและสังคม ซึ่งรวมทั้งการนิคม

การเกษตร อุตสาหกรรม การคมนาคม การอนามัย การศึกษา และการประชาสัมพันธ์ การพัฒนาเหล่านี้ในด้านที่เกี่ยวกับตัวบุคคลแล้ว จะต้อง

1. มีตำแหน่งใหม่เพิ่มขึ้น ทั้งความรู้และทักษะใหม่
2. มีจำนวนผู้ปฏิบัติงานเพิ่มขึ้น
3. มีการใช้ทรัพยากรตัวบุคคลดีขึ้น
4. มีเครื่องล่อใจเพิ่มขึ้น

ใครจะเป็นผู้รับผิดชอบในเรื่องการวางแผน? การวางแผนเกี่ยวกับตัวบุคคลนี้ มิได้มีผู้หนึ่งผู้ใดรับผิดชอบโดยเฉพาะ แต่จะต้องกระทำร่วมกันหลายชั้นหลายระดับ แต่ถ้าหากมีส่วนราชการที่มีหน้าที่เป็นแหล่งกลางในการวางแผนโดยเฉพาะก็น่าจะให้เป็นผู้รับผิดชอบ ทั้งนี้ได้หมายความว่า หน่วยกลางนั้นจะต้องดำเนินการเองทั้งหมด หากแต่คอยเป็นผู้ประสานงาน และควรจะมีขอให้ ก.พ. ดำเนินงบประมาณ ดำเนินงานสถิติกลาง ผู้บริหารโครงการและอื่น ๆ ช่วยรับไปดำเนินการ

โดยสรุป การวางแผนเกี่ยวกับการรับสมัครคนเข้าทำงาน การฝึกอบรม การพัฒนา การใช้ประโยชน์และสมภาวะในการทำงานเหล่านี้ เป็นสิ่งที่อยู่ในวิสัยที่จะทำได้ ประการแรกที่สุด จะต้องมีการจัดตำแหน่งงาน เพื่อใช้เป็นบรรทัดฐานสำหรับการรับสมัครคนเข้าทำงาน การเลื่อนขั้น และเป็นวิธีการที่จะได้ทราบความต้องการเกี่ยวกับตัวบุคคล ประการต่อไป คือ การฝึกอบรมและการใช้ข้าราชการให้เกิดประโยชน์

กุญแจสำคัญในการวางแผนนั้นขึ้นอยู่กับข้ออยู่เท็จจริงที่ถูกต้องเกี่ยวกับตำแหน่ง และคุณสมบัติของผู้ที่จะทำงานในตำแหน่งต่าง ๆ ตลอดจนความโน้ม เียง ของอุปสงค์และอุปทาน