

---

# Human Resources Management For Effective Public Administration

Caroline Covell, Walden University

---

**Abstract:** Managing human resources in public administration is difficult and complex because it is an academic field, a field of scientific management and application, and a field of managerial professionalism, which includes legal and political processes. Effective management of human resources in public administration requires the incorporation of human resources development and continuous and strategic planning for “the right person for the right job.” The contemporary public administration with personnel that possess “employable skills” belittles the government and reduces its capacity. This system has resulted in a human resource management style that is based on feelings. This paper argues that traditional human management is more effective and it determines the success and the strength of the government. The crisis faced by public administration today is the result of the reinventing the government movement—a system whose human resources management is based on “employable skills,” multitasking, and a fast-paced environment. This system diminishes the importance of knowledge, science, and professionalism. It causes a leadership crisis and poor capacity governance. This paper describes the theoretical foundation of human resources management in the government. This paper also discusses a comparative analysis between line-department and matrix approach as an alternative solution to improve the capacity of public employees so that they can perform effectively and maximize their potential.

---

In its Introduction, United Nations Department of Economics and Social Affairs, Division for Public Administration and Development Management (2005) stated, “Good government requires good people” (p. 1). Good people indicate personnel with high quality and technical capacity.

In many government reports or consultancy papers, there is also the emphasis that government can be efficient and successful as well as able to respond to different social, economic, political, and global challenges if it can recruit and retain a talented workforce. However talented the workforce is, when it refers to the reality of “employable skills” personnel and line department setting at a government where personnel who have the same knowledge and skills are pooled together to perform multiple tasks (McShane, 1992), work in a fast-paced and competitive environment, they will not produce an effective and efficient workforce. Multitasking and a competitive environment create personnel who are a “Jack of All Trades” but they are master in none while competitiveness creates hatred, envy, and jealousy, which are revealed in personnel behavior and limited capacity (Segan, 2005). A man is expert in his own field. Multitasking causes knowledge crisscrossing and causes personnel to do work beyond their area of expertise. In addition, the new public management requires less education but simply the basic knowledge of how to do a task and the employable skills, which are the

willingness to assist, to learn, and friendliness (Ritzer, 1988; Kazilan, Hamzah, & Bakar, 2009).

This scheme results in the diminishing values and importance of science, knowledge, professionalism, and managerialism in public administration. In the legal and political fields, employees and leaders depend much on hunch (Nagle, 1984; Buchanan & Di Piero, 1980) and it makes the process of managing human resources in public administration more difficult and complex. Politicians and chief executives operate and make decisions based not only on hunch but also on prediction. However, prediction is a forbidden knowledge and those who tread on prediction are unwise (White, 1999). It is dangerous to perform management based on prediction. Lao Tzu once said, “Those who have knowledge don’t predict. Those who don’t have knowledge predict.” Similarly, the use of feelings and emotions in hiring and recruitment is becoming a trend in the public sector because of a lack of knowledge about the jobs in the public sector and a lack of professionalism (Kramer, 1998), which results in irrational hiring decisions (Damasio, 1999).

Within line department, there are small teams and self-directed teams, and leadership role is insignificant (Olson & Eoyang, 2003; Markulis, Jassawalla, & Sashittal, 2006). Then why are we questioning the severe leadership crisis in public administration? It is because we have eliminated leadership roles and functions with our invention of

small teams and self-directed teams. Janz (1999) argued that small teams and self-directed teams introduced by past scholars, as a method of restructuring with a promise of improving organization performance, job satisfaction, motivation, and personnel cooperation has never materialized beyond a small piece of autonomy.

Market personalization elevates feelings rather than professionalism, but feelings are deceitful and desperately wicked (Jeremiah 17:9). With the adoption of competitiveness, market personalization of human resources management in public administration breeds corruption, other unethical practices, and discrimination that will linger in the system and spreading chronically across sectors and spill over into society. Discrimination in human resources management antagonizes the true characteristics of public administration, which are social equity and human rights (Bansal, 2001).

Privatization of human resources management should not be part of public sector practices (Berman, 1998). Private recruiters do not understand the nature of the work, the work, the environment of the government, how the process should be, and the cycle of the administration in the government. It weakens public leadership and over time, it reduces its personnel's capacity, increases non-accountability, and improves the demand for decentralization of political power and decision making while social problems are ballooning without solution.

Human resources management in public administration can only be effective if it focuses on the theoretical and practical foundation of the public administration, which is an academic field (Ronquillo, 2008), a field of scientific management and application (Van Riper, 1995); a field of managerial professionalism, and a field of legal and political processes (Fry & Nigro, 1996; Drechsler, 2000). It is then we can argue, "Good government has good people" (United Nations Public Administration and Development Management, 2005).

### **Objective**

The objective of this paper is to promote change through the adoption of a strategic human resources management framework that challenges the new public management style, the corporate system of public administration that has caused leadership, managerial, and organizational dysfunctions. This system is, argued Weber (1947), more effective, more efficient, and more sustainable—one that will promote capacity development, democratic governance, and strong leadership.

This paper also conducts a comparative analy-

sis between a line-department and matrix approach as an alternative solution to improve the capacity of public employees so that they can perform effectively and maximize their potential. In addition, this study indicates that as long as there is weakness in human resources management, it is difficult to achieve good government. It is difficult to achieve bureaucratic efficiency and effectiveness because the flaws inherent in line department, teamwork, self-directed team, and human management policy, which are designed "ala McDonald's" or "ala Walmart," are greater than what is idolized by the market.

### **An Alternative Model of Change Toward Human Development**

The restructuring process of the private sector, which is usually introduced when firms are downsizing, promises efficiency but never produces efficiency (Janz, 1988). Then, what makes one think that restructuring the public sector "ala private enterprise" may bring efficiency, particularly in the managing of the human resources?

Most public leaders and personnel know very little about the government (Congleton, 2004) even about the Constitution. Samara, a charity organization, interviewed 65 former Canadian Members of Parliament and found they do not know about their government, their jobs, and many do not have jobs descriptions. Wrote Samara, they are sponsored to run for federal politics, never trained, but given only a small booklet about constituency's rights and responsibilities; and as one of the Members of Parliament said during the interview, "You learn by the seat of your pants." How could one work in a difficult and complex organization (Jones, 2003) he or she knows nothing about and operate by "Googling" their way through?

In order to know the job descriptions of a politician, one must understand the bureaucracy, its structure (Kvint, 1990), and the Constitution (Riggs, 1994) because it characterizes the legitimacy of the government (Long, 1952; Overeem, 2008), the roles and functions of government, and the duties of the leaders (Lawler, Schaler, & Schaefer, 1998; Hartmus, 2008). Understanding the Constitution is difficult because it is not a simple administrative process (Rosenbloom, 2007). It should be the priority knowledge requirement for all public leaders and public servants (Dube, 1963).

Managing human resources in the public sector is different from the private sector. In the private sector, it is about recruiting and matching people with the job, about people performing the task, and about

motivating people (Markman & Baron, 2003). In the public sector, it is about managing people and their practices (Berman, Bowman, West, & Van Wart, 2001), managing the administration of the flow of the tasks (Lane & Wolf, 1990), about human cognitive development and personnel capacity development as well as the building of the nation (Dube, 1963). Therefore, it requires the understanding of human development, the level of knowledge, purposes, and contributions of science and knowledge in the workplace to achieve organization goals, and the benefits to the society should the scientific knowledge be applied in the task. Like public policy, human resources management and human resources development require continuous planning. It is a continuous and never-ending process (Anderson, 1991).

Human resources management and development also require public leaders and personnel to master and comprehend the Constitution (Dube, 1963) because it is the foundation of the nation and steers the Nation's future. Although Constitutions vary in each country, in general, the document outlines the power and source of power of the leaders (Palmer, 1959) whose main responsibility is to guarantee the checks and balances (Overeem, 2008) of each public policy. According to Dube, public leaders and personnel should go through a rigorous education about the Constitution because it is through the Constitution that they understand the roles and functions of the government. Through the Constitution, they understand that it is a privilege to serve the citizens, it is a calling (Heintzman, 2007).

Jobs in the public sector consist of paradoxes, which cannot be standardized, and developing the capacity of its personnel means to thrive on paradoxes (Berman, Bowman, West, & Van Wart, 2001). They grow, spread, and emerge in the future. Gavin Anthony called them, "dying like a seed." Each time a person leaves the bureaucracy due to retirement, the seed he has planted germinates then grows and bears fruit. The fruit germinates into a new plant and it follows the same cycle of human development.

For decades, we have been operating according to the philosophy of "Managing by Performance." This philosophy is influenced by the performance of the Hollywood actors/actresses whose biological appearance and characters, and risk-taking spirit in films are very attractive. The movie stars have hypnotized many people, and even the expressions they use in the films are being adopted into the normal workplace. Because of their popularity, they are being appointed to lead as ambassadors for the United Nations and as leaders in commissions. George Clooney was elected

to join the Darfur Commission because of his role in the movie *Three Kings*. Suzanne Sommers, an actor in *Three's Company*, was elected to deliver and advise Canadian policymakers on biological medicine. However, actors' "leadership" is simply performing. They act based on script. One cannot transform the film script into reality. Kevin Bacon, another Hollywood celebrity, once revealed to STAR Television, that celebrities are living in two different worlds: if they apply their screen life into the real world, their life is destroyed. He even suggested that one should never take advice from celebrities especially in the world of scientific application. The glamour and success of the Hollywood movies cause people to dream of being celebrities. Many regular people who enter the government through political appointment are seeking the opportunity to become popular by banking on Hollywood celebrities or just to associate themselves with these celebrities.

Director of *Titanic*, James Cameron, was elected to lead NASA's Nuclear Regulatory Commission Space Exploration Project. James Cameron studied physics at California State University at Fullerton but switched to English, then dropped out. The enthusiastic company later filed for bankruptcy and abandoned the project after spending \$97 billion of public money of its estimated project cost more than \$250 billion because the company overestimated the abilities of its leading role and underestimated the complexity of the project. Such project requires highly scientific knowledge, which James Cameron and his crews could not perform. It is difficult to transform entertainment into scientific reality, isn't it? It is interesting that, despite NASA failure, James Cameron later became a lobbyist who lobbied the White House to develop a 3D camera for the Mars Rover. More interestingly, he was appointed to lead the project as a NASA adviser and would give advice to a crew of scientists. It should be the other way around but his appointment was simply politically to generate fund due to his celebrity status.

We are also living in the era of aristocracy where jobs and leadership positions in the private sector are frequently based on "hand me downs" (Schorr, 1997). As government is operating in a businesslike manner, this practice is being adopted into the public sector as well. In terms of leadership, many young people are very attracted to leadership roles because they perceive such positions as being a celebrity. They love to perform and see themselves talking on TV, but all are artificial (McLaren, 2006). Many of them, even the adults, dare to take the risk of becoming executives, managers, directors, or analysts without

adequate intellectual and professional grooming and without undergoing proper cognitive development, but simply performing as what the Canadian Members of Parliament admitted in their interview with Samara. Unfortunately, managing by performance has been one of the contributing factors to the corporate bankruptcy (Daft, 1998) across the globe. It is also one of the causes of the flaws in the government today (Rosen, Boothe, Dhalby, & Smith, 1999).

### **Human Development vs. Human Resources Management**

Managing human resources is not an easy task (Heames & Harvey, 2006), especially in the government. It is time consuming because it requires constant planning and is very complex (Lam, 2002) – from the recruitment (Varette & Zussman, 2008) to testing, selection, training, placement, succession, and so forth (Lane & Wolf, 1990) – all require continuous planning. It requires the understanding of human development and the importance of knowledge and education. It requires long-range thinking for the survival of future generations (Wellisch, 2000). This indicates that a person who is in charge of human resources management should be a person who has gone through the process of cognitive development, has knowledge and education, and that he or she has been groomed professionally and intellectually. Without these skills, it seems difficult to recruit, match, and place the right person for the right job for today and the future.

A human resource manager should be highly educated, have high cognitive development, and have gone through professional development and have experience in the field. The manager must understand the value of knowledge and its contribution to the success of an organization and that of a community. Through his or her professional experience, the person knows what knowledge and experience are required for a particular job and at which level the candidate should be placed or assigned. Within a line department, clerical staff are quickly placed at the executive position and empowered to perform duties similar to the administrative staff because the manager does not understand the job of an executive.

A young administrative staff at the Ontario Human Rights Tribunal was advanced to the position of a judge (vice chair) to the Ontario Human Rights Tribunal without going through the process of development to become a judge. In the hearing room, she brought in her laptop and transcribed every word uttered by the parties in disputes and the witnesses. She never read any summation, never read any material

facts, never read the case, and never took into account the bundles of proofs submitted but made her decision based solely on "who appeared to be telling the truth", which she called it the "evidence." Her analysis was based on the parties' demeanor during the hearing, which she called "credibility." Yet, people lie in the court even though they put their hands on the Bible. They camouflaged their demeanor and acted as if they were telling the truth (Hahn, 2008) but it was indeed a big lie.

In the new public administration, the "Wall Mart" system emphasizes that education is no longer considered significant. Simply a little experience, despite the sector, the employable skills, and some basic knowledge of doing a task, even though the public and the private sectors are vastly different (Yu, 2008; Noble, 2006). The public and private sectors are different in every aspect (Reed & Swain, 1990), operate differently (Van der Gaag & Štimac, 2008), and the nature of their work is different in every way. Thomas Jefferson once stated, "Education is the most important factor for the success of the organization."

Jean Piaget, a Swiss psychologist, described that human cognitive development is limited to his or her level of maturity, intelligence, and education. The aptitude for decision-making is similarly tied. Imagine if a human resource manager, who makes the hiring decisions, is a person with only a high school or a two-year college diploma and the candidates have degrees from higher learning institutions. Regardless of his or her level of education and cognition, the person who does the hiring will rely solely on his or her feelings or emotions. Hiring decisions are based on "likeness" or "they have to like you," stated Professor Oreopoulos, who did a study on discrimination in Canada,

In his study, Professor Oreopoulos found that firms "don't value degrees from prestigious foreign universities or master's degrees but simply the applicant's name matters considerably more than his or her additional education, multiple language skills, and extracurricular activities." He concluded that firms do not value the qualifications and credentials of the candidates but their hiring decisions are based on how strong the candidates make emotional contact with the interviewers. This conclusion sounds like the candidate is looking for a date. When government contracts its hiring to the private sector, it receives personnel who are hired based on these criteria such as how good the person makes emotional contact with the interviewers, rather than their knowledge or education and professional experience or what they can contribute to the success of the organizations.

In Canada, the priority qualification for hiring

in the public sector is fluency in French language. The candidates' experience, education and professionalism are insignificant. Since the hiring manager at the Public Service Commission has a limited level of cognition or a limited level of education, the computer decides who would be hired and the candidates are selected randomly based on name criterion. It causes the government to overlook the important qualities and capacities of the candidates (Dowlen, 2009). Indeed, the irrelevance of intellectuals in the government has been one of the main sources of government failure around the world.

A young, two-year Facility Management graduate from Algonquin College was hired as a branch manager at Robert Half International Inc. to act as a human resources manager and consultant for private companies and the government. She interviews the candidates and makes hiring decisions within 5 minutes after interviewing the candidates. She claimed that the people she hires are executives with CA, CMA, CGA, and other high education credentials as well as people who have adequate professional experience. However, those she hires and sends to companies and the government is ones who are lacking in these credentials. Interestingly, résumés produced by the candidates are often falsified in both experience and education to make them qualified for higher-level positions. They are paid according to their rate but the company bills the clients according to the price for the position plus 87% markup.

This practice is common in the consulting industry and the nongovernmental organizations as well. Even in the international world, consulting firms and nongovernmental organizations take the credentials of the qualified candidates from their roster for government tender but the candidates they send to do the work do not have such qualifications. Using result-based report, they could easily cut and paste from other reports and present the result as their own work. Interestingly, without having done the work, they have a report to present to the government done through cut and paste. In the field, they talk more as McLaren (2006) put it, they "shoot their mouth" and demand for entitlement, but all are artificial. Norman Vincent Peale, the author of *The Power of Positive Thinking*, stated they talk more to cover what is lacking in their job performance. The knowledge they have is what they learn along the way or during seminars and conferences but without the foundation. The result of their work is non-sustainable.

The marketing or advertising culture of the private sector has infected public sector in terms of recruitment as well but it promotes waste of public

resources. In 2009, Canada National Resources Department conducted its recruitment for policy analysts and economists. Candidates were flown from all over the world to write exam and tour the department facility at the capital City of Ottawa. During the 2-day event, all their transportation, hotels, and meals of the candidates were paid by the department. The first night involved a briefing that was followed by wine and cash. Day 2 was the exam, which involved writing a two-paragraph summary of a report based on four bundles of reports and a one-page memo. Candidates from all levels of education were given the same exam. After the exam, the candidates were given a tour around the facility and taken to a restaurant for lunch and cocktails. Hundreds of thousands of dollars were spent on this event, but most candidates hired were friends, colleagues, relatives, temporary personnel, students, or even volunteers who had been working in the department. Like the observation of Lane and Wolf (1991), career policy analysts and career public servants were not selected in favor of those with a business background, as stated by one of the managers. This manager believes that only those with business background could bring efficiency to the government.

Unfortunately, the belief that business brings efficiency to the public sector is a delusion (Seddon, 2008). It is a politics of control (Harel & Partipilo, 1996). This politics of control is transformed through human resources management practices, in which recruitment process is a celebration event, hiring is done by private contractors, decision making is lowered to the front line as suggested by Schorr (1997). As politics of control, according to Harel and Partipilo, youths are being elevated to the executive positions and those without knowledge or education background are placed as the managers or leaders at the government organizations because they can easily be shaped by external influence. Knowledge, education, and experience are not significant because they can learn by doing (Samara, 2010). This practice is, charged Williams (2000), seriously flawed, misleading, outright harmful, and should be corrected.

According to Piaget, people make decisions based on the limits of their level of cognitive development. Then we wonder why government has such a poor human capacity. Government has poor capacity because knowledge and professionalism have been abandoned while feelings and emotions are gratified. Government is becoming like most nongovernmental organizations, Kramer (1998) argued, which are low in professionalism and high in emotions. The field of scientific knowledge (Randma-Liiv & Connaughton,

2005) and professionalism are transformed into a field of practicality where anything goes as long as it makes common sense (Sayer, 1992).

Another delicate scenario occurs when the hiring manager is a young person. Horn (1970) found in his study that younger individuals tend to score better in fluid intelligence, which is a native capacity for reasoning, problem solving, and memorization. They emphasize the importance of feelings (Kramer, 1998), common sense, and practicality (Sayer, 1992) rather than scientific realities. Mature individuals, on the contrary, use both formal professionalism and education, and rely more on wisdom, which Horn described as crystallized intelligence. This indicates that for a human resources manager to evaluate and make a decision, he or she must have not only knowledge and education but also maturity, professionalism, and have experienced a higher human development process, as well as wisdom. It takes wisdom to place the right person for the right job. It takes wisdom to prepare candidates for future placement because one of the inherent roles of government is to build the nation (Groeneveld & Van De Walle, 2010). This process requires continuity because the government is designed as social development organization (Kaplan, 1968) and for the survival of civilization (Appleby, 1954).

Politically managed government (Moore, 1983) and the privatization of its human resources management increase the degree of low-skilled workers and workers without knowledge and technical capacity in the government, and the greater is the macro and micro mismanagement of the bureaucracy (Covell, 2004). Among Canadian Members of Parliament, many do not even understand what constitutes public policy. Some consider banning the Gideon from giving out the Bible to the new-sworn citizens is public policy. Others consider wearing scented product in the public sphere or taking peanut butter sandwich to school for lunch is public policy. None of these rules has merit as public policy. They are individual preferences and have no place in public policy (Palmer, 1959) but have been adopted as public policy because policy makers don't understand public policy.

Seeing the managerial, administrative and structural dysfunctions, and poor capacity personnel of the government today, it is essential to remove the practice of human resources management of the private sector from the government because it is harmful (Williams, 2000).

Human resources management of the public sector should be assessed according to Erickson and Piaget's theories because public administration is an academic field (Selden, 1997; Ronquillo, 2008), a

specialized scientific field application (Van Riper, 1995; Styhre, 2007), a field of science and art (Friedrickson, 2000), a field of legal and political process (Fry & Nigro, 1996), and a field of professionalism and managerial application (Milakovich & Gordon, 2008; Du Gay, 2005).

Many young people have gone through the fast track of obtaining the highest degree of education without knowing how to apply this knowledge in the real world because they have not gone through the right professional experience. Hence, they cannot relate the theory to the application. Consequently, they reduce the value of the scholars, who have obtained professional experience and have knowledge specialization but are not welcomed in the world of application.

After going through bankruptcy, the Indonesian government realized its mistakes. Previously, it had a surplus of unemployed higher learning graduates while people with a low level of education, some were even illiterate, and foreigners who spoke no Indonesian dominated the employment in the public sectors. Adolescents also dominated the executive positions. Many entered the bureaucracy as contract or temporary personnel recruited by private contractors because they would be paid less than the professionals and experts. Even foreigners were recruited by staffing agencies to work for the bureaucracy. No one envisions the phrase *Sleeping With The Enemy* because it is about maximizing profits.

Industrial espionage is common in the private sector (Choate, 1990) and it is now becoming a trend in the public sector. When the FBI agent Richard Hansen was caught for espionage, 150 private employees who worked in the government as contract staffs or term employees including administrative personnel at the military were also caught and charged with espionage (Herbig & Wiskoff, 2002). Most of them worked for the department of defense and according to Herbig and Wiskoff's report, they sold government and military secrets to anyone who offered them money because they are not citizens but customers. In Canada as well, industrial espionage is becoming rampant, pervasive, and aggressive in the private and public sectors (De Pierreborough & Juneaau-Katsuya, 2009).

Some scholars generalize human development with social development or with an individual ability to develop his or her skills. According to Cultural Human Resources Council, in its *Human Resources Management: Recruiting the Right People*, managing human resources is about recruiting and choosing people to fill the empty positions. However, this process is only a small part of human resources management.

This process has failed because it simply recruits and places people on the jobs not according to their educational background or professional experience but based on personal assessment of the candidate's behavior. People know to perform multiple tasks but lack important knowledge. Hence, the hiring managers put emphasis on feelings and emotions, which have no place in the public sector (Palmer, 1959). It undermines the character of the government and its ability to solve public problems in a professional manner (Rosen, Boothe, Dahlby, & Smith, 1999).

Others, such as Wetzel, Inglehart, and Klingemann (2002), defined human resources development as social and economic development, value change, and change in political institution. Berman, Bowman, West, and Van Wart described this definition as the liberation of human resources management. This management system emphasizes employees' empowerment, job reengineering, teamwork, customer service, self-directed teams, flat organizations, and decision-making power is at the hand of the front-line staffs that are trained on the job. Education is insignificant as long as they are willing to learn, to assist, and are friendly (Kazilan, Hamzah, & Bakar, 2009). However, the result has been poor productivity (Lewis, Shannon, & Ferree, Jr., 1983). This system allows personnel to do as they please (Boyte, 2004) and human resources development is emphasized on political programs (Ke, Chermack, Lee, & Lin, 2006).

Human resources development as defined by Wetzel, Inglehart, and Klingemann is difficult to relate to human resources management. In terms of the growth of political institutions, Wetzel, Inglehart, and Klingemann argued that it causes a massive rise in societies' democratic performance. On the contrary, greater political parties cause the politicians to concentrate their effort on political survival (Covell, 2004). They concentrate on winning the election (Samara, 2010) at the expense of the public, because no one understands the true process of human resources management and development in the government.

Piaget wrote that human resources development involves biology, sensory, mental and psychological abilities, cognitive abilities, patterns of thinking, social interaction and transmission, knowledge and education, maturity, and other human attributes. Erik Erikson (1963), conversely, defined human development through eight stages, with a conflict in each stage. Without this conflict, there can be no development. According to Erikson, this includes oral sensory (trust vs. mistrust), muscular anal (autonomy vs. doubt), locomotor (initiative vs. guilt), latency (industry vs. inferiority), adolescence (identity vs. role

confusion), young adulthood (psychosocial development), middle adulthood (generativity vs. stagnation), and maturity (ego integrity vs. despair).

Erikson's theory of development indicates that adolescents (12–20 years old) are still looking for identity, confused about individual roles, self-centered, indecisive, and exhibit possible antisocial behavior. Between the ages of 18–25 years old, although young adults begin to form relationship, they avoid commitment to work. Between the ages of 25–45, they lack interests and commitments, and are more self-indulgent. This explains why leaders at this age threshold prefer performing than being committed to work and to maximize the welfare of the society. They are more attracted to themselves. It explains why in performing their duties, as public officials, socializing and drinking alcohol have become the culture of the public sector just as that of the private sector. They don't care about public interests but are keen to pursue individual interests once they become public officials. According to Erikson and Piaget, mature adults at the age of 46–65 are more committed, more dependable, more willing to make meaningful contribution, and have more concern for others. This theory explains that becoming a leader at an age below this threshold undermines leadership. It explains why leaders or executives like to perform and be idolized as celebrities. They try anything controversial to have their picture in the media. Ex Ontario Minister of Health George Smitherman even dressed in a diaper to express his empathy for senior citizens because they have to wear diapers, but for the sake of popularity. The lavish lifestyle of celebrities is contagious and unfortunately, when it comes to public leadership, the lavish lifestyle of the executives comes at the expense of the public.

Regardless of how adolescents mimic the celebrities' lifestyle or how they mimic the adults in thinking, adolescents "still tend to be egocentric and naïve in some of their thoughts" (Buskist & Gerbing, 1990, p. 405). Piaget also stated that things that are simple to adults are complex to children. Similarly, things that are simple to a person with higher degree learning who has professional experiences are complex to those without higher learning and professional experiences. Consequently, these individuals tend to rationalize things (Ritzer, 1988) to meet their level of cognition. In hiring Canadian federal public executives, for example, job requirements are made to suit the candidates' experience rather than selecting the candidates' according to their qualifications and the job requirements. Similarly, the exam questions for the higher learning candidates are similar to

those of the high school-educated and undergraduate-educated candidates because education is not important as long as the candidate is able to perform simple mathematics and read and write (Lane & Wolf, 1990) English or French.

In terms of job performance, many are bragging or boasting about their abilities to perform in a field they are not trained for such as businesses claim they are able to bring efficiency in the government. Many even claim they know better how to lead and manage public resources and are crossing over into public policymaking through a Think Tank group. This is, as Rosen, Boothe, Dahlby, and Smith (1999) argued, very misleading. The saying goes, "Empty barrel sounds louder than a full barrel." Business people and accountants are crossing the boundary of knowledge and entering public policy, becoming experts in organization efficiency or in ethics and accountability. Towne (in Shafritz, Ott, & Jang, 2005) once stated, when there were some dysfunctions in the organizations, never ask business, accountant, or administrative clerk to fix the dysfunctions but have people who are trained in the field to fix the dysfunctions. According to Piaget, people tend to take shortcuts when the matter is beyond their comprehension. This is one of the greatest weaknesses of leadership in the public sector. Some leaders take too many shortcuts because they are, said Mao Tse-tung (1970) and Rotberg (2006), knowledge illiterate and as managers they accumulate the greatest dysfunction in the government.

In the private sector, human resources management is about job performance. Bechel (2009) defined human resources management as a "set of tools to recruit employees, form and organize their professional career, and ensure that employees are assigned to do the adequate tasks and that the overall performance of the administration is aligned well with the general and particular objectives that it seeks to accomplish" (p. 3). Specifically, she added, human resources management is "a set of tools which makes it possible to undertake a search for the best possible assignment of people to the required tasks, and a search for the best possible service delivery given the human faculties present" (p. 4).

In the public sector, human resources management is about commitment to serve the public with high-quality service (Wu, 2008), high professional manner, high significance of serving the public, accountability of actions, responsibility toward social welfare, equity and fairness, transparency, and a model of excellence (Department of Public Service and Administration, 1997) to achieve the mission of

the government as defined and characterized by the Constitution (Palmer, 1959). The Department of Public Service Administration also stated it is about managerial responsibility, authority, and fairness of accessibility to government officials and public resources. It is about human and social development, developing leadership, building professional managers, building human capacity using scientific knowledge and professionalism (Wellisch, 2000) to solve public problems (Heald, 1985; Kemp, 2003), and leading and serving the public democratically.

Human resources are the most valuable assets and the cornerstone of the government, argued Heald (1985). They are the source of capital (Rosen, Boothe, Dahlby, & Smith, 1999) and power because government is from the people, to the people, and for the people (Boyte, 2004). The greatest charge against the government is inefficiency even though there is no apparent evidence that government is inefficient (Rosen, Boothe, Dahlby, & Smith, 1999). This charge is a delusion (Schwarz, 1983; Ryals & Rogers, 2006) and misleading (Rosen, Boothe, Dahlby, & Smith, 1999) because management differs across sectors (Denhardt, Denhardt & Aristigueta, 2002).

The charge of government inefficiency is overly stressed (Fu-Lay, 2008), although it is based on, what Mantsios and Murphy stated, in their *In the Public Interest: Debunking the Myths about Government, Government Workers, and Unions*, myths. Scholars and activists are comparing apples to oranges (Graham, 2007), but the independents, liberals, and conservatives alike are overwhelmed by the pervasive mood of discontent with the government's ability to improve the people's standards of living (Schwarz, 1983). The policy to reduce government's assets becomes the new sounding principles and objectives of the government, which are its human resources.

Today, like in the Reagan era, the claim remains that government is the problem (Shafritz & Russell, 2000) and the policy of the past is so discredited as the effect of the present (Schwarz, 1983) that although a change is being made, the blame continues even after the millennium—we are still living in an era of blaming (Simmons, 2005). Blaming has been the political culture of the private enterprise, which causes organizational dysfunction (McShane, 1992). It causes the government, particularly the Federal government, to become very dysfunction (Dobbs, 2006) because, as McShane stated, it would cause the government to concentrate its effort on fixing the blame and ignoring its most important roles. While government is busy fixing the blame, lobbyists and private interest groups are bribing the bottom line



staffs to pursue their interests (Nowness & Osborn in McGrath, 2009).

With very little knowledge about the government (Congleton, 2004), many leaders adopt the new economic philosophy of reinventing the government. Entrepreneur politicians sing their political anthem, government should operate in a businesslike manner, as sung by John Tory, the ex Ontario Conservative Party leader during 2006 Canada Club meeting in Ottawa, in order to be more efficient, to deliver service with higher quality, greater professionalism, provide services with less resources at a reduced cost, and to deliver services digitally (Fox, 2003). All these promise the world (Clawson, 2003) but deliver inequality, discrimination, economic oppression, social depravation (White, 1999) and cause political conflicts, labor and economic polarization, even social exclusion.

The hierarchical system of government, which Shafritz and Russell (2000) and Weber (1947) described as the traditional system of government, is being revamped. Leadership management and human resources management in the bureaucracy can be very effective if the system is well designed, argued Shafritz and Russell, but without its power of human resources with intellectual capacity, the system is paralyzed. Because elected officials had very little knowledge about the government (Congleton, 2004), its power is diminishing (Austin, 2000). As government's power diminishes, its control also becomes limited, added Austin.

In early 1990s, following the study of Linda Duxbury, under the leadership of Prime Minister Jean Chrétien, between 45,000 and 65,000 Canadian federal employees were laid off through a buyout package or attrition, and others went through job changes through contracts, temporary assignment, seasonal, or volunteerism (Condrey, 1998). Even at the municipal level, government employees were laid off. A municipal office has about three employees with two councilors and a mayor who is also called Chief Executive Officer and President. Public servants who were laid off but had political influence could quickly gain employment in the private sector or were quickly captured by the market to work for their advantage as "agents of influence" or lobbyists for foreign enterprises to represent foreign interests or to promote the interests of the local enterprises (Choate, 1990). Others found it difficult to get back into the workforce (Condrey, 1998) and had to live on a pension or struggled to find any kind of employment. Prime Minister Stephen Harper froze hiring the public to preserve certain positions at the public sector for military personnel and their family members. The former military

members were destined to be put on a "priority list" for hiring as public employees at the bureaucracy upon returning from their military duty in troubled countries. General Romeo Dellaire even declared that senate positions are deemed for the military ranked officials who enter retirement. Charged Dube (1963), this process of managing human resources in the government can only exist because of a lack of understanding about the Constitution and the bureaucracy as a whole.

The new economic policy emphasizes the belief that the government's programs had often been ineffective in dealing with the nation's problems. Once the excessive burdens of governmental intervention were removed, the private enterprise system could generate a level of prosperity that would help the unemployed (Schwarz, 1983). With focus-oriented market behavior, cases of unemployment and underemployed become chronic, which the government cannot control because it is experiencing difficulty facing the pressure of privatization, has been chronically dependent on the market solution, and is having poor capacity personnel.

Although there is no apparent evidence that the government is inefficient (Rosen, Boothe, Dhalby & Smith, 1999), the movement to reengineer the government is becoming rampant and pervasive (Schwarz, 1983) even extreme (Bradbury & Waechter, 2009). Human resources management is revamped to represent market design even though Condrey (2004) said they should not. Jobs are being contracted out and outsourced to a third party, from the third party to subcontractors, from subcontractors to sub-subcontractors, and from sub-subcontractors to sub-sub-subcontractors. As time goes by, contracting out and outsourcing are becoming more aggressive—from the clerical jobs up to the managerial positions and from the federal government down to the municipal government. These schemes contribute to the dysfunctional system of government (Dobbs, 2006) and poor capacity government. The field of scientific and professional application becomes a field of practicality (Bradbury & Waechter, 2009) while decisions are made based on political pressures (Boyne, 1998) and common sense (Sayer, 1992). Financially, this arrangement causes massive fraud of public funds, theft, and contractors are not held accountable. Some contractors use the opportunity to milk money from the public and become wealthy (Rixin, 2010), or for personal enrichment (Jenkins & Page, 2004).

Ellen White (1999) stated that people who are not trained in the field of healing are not fit to serve in the ministry of healing. Similarly, those who have no

knowledge and training in the government are not the right agents to renovate the government. If a person says you are inefficient, you do not hire that person to prove that you are efficient (Covell in Pinkowski, 2008). Added Covell, that person would prove you are inefficient even though it is based on lies. Those who cast the stone are those who commit the crime.

The pressure for privatizing government functions promises cost saving and greater efficiency (De Bettignies & Ross, 2004), but it never materializes (Lewis, Shannon, & Ferree, Jr., 1983). Too often, privatization or contracting comes “at the expense of plans for improved human resources” (Winner, Aarts, & Burch, 2010, p. 4) training and development.

Obsessed with the delusion of market efficiency (Schwarz, 1983), the Hon. Richard McTigue (2004), in front of the House of Representative at the White House claimed, he can reinvent the government by transforming the engines of the machinery of government into small business units and turning bureaucrats into plutocrats. Many leaders have gone too far with the delusion of efficiency (Schwarz, 1983) and are going further to rob the system of its stability. They nurture the political anthem that government should operate in a businesslike manner. However, said Milton Friedman, entrepreneurs are not in the business of public policy or social welfare but maximizing profits (Hooker, 2004).

As the engines of the machinery of government become small business units and bureaucrats become plutocrats (McTigue, 2004), the working environment in the government is hybridized (Bakvis & Juillet, 2004; Daft, Fitzgerald, & Rock, 1992) so is its human resources. People who work at a government office represent an army as in a manufacturing company and the government is becoming like a McDonald's-style system. Personnel work in a fast-paced environment, jobs and all administrative procedures are standardized, the working environment becomes competitive, personnel compete with conflicting priorities, and information technology becomes their tool for making decisions (Ritzer, 1988). Karl Marx called this the “labor machine.” They also work in small teams, self-directed teams, and everyone does the same kind of work (McShane, 1982) but their main priorities are to serve the clients' needs (Schorr, 1997) not to serve the citizens (Boyte, 2004; Schorr, 1997). This hybrid system eliminates knowledge, specialization, professionalism, and intellectual capacity. At higher-level jobs, almost everything is quantified and the value of government service is monetized (Ritzer, 1988). Transparency, accountability, authority, and responsibility are also diminishing while democracy becomes

autocratic or dictatorship (Dube, 1963). The principles and characteristics of the government are also disappearing when the government operates in a businesslike manner.

Personnel are mobile from the private sector to the public sector or vice versa and work under contract, temporary assignment, volunteer, job sharing, and other schemes (Condrey, 1998). Their sense of security is soon replaced by feelings of insecurity. With the elimination of job security, employees compete, raising petty jealousy among the employees (Benze'ev, 1990). It takes away the sense of obligation among the personnel to serve the public impartially.

After having experienced in small teams and self-directed teams at the bottom level, more people prefer the advisory to executive positions (Hunt, 1987). Education and knowledge are becoming insignificant as long as the person has extensive experience in the administrative procedures. Since they are lacking in professionalism and education, jobs descriptions for executive positions are created to suit the experience of the chosen candidates who enter into the bureaucracy through the “revolving door” or the political party. Sometimes, said Maria Barrados, President of Canadian Public Service Commission, job requirements for an executive position are created to meet the handpicked candidate's experience rather than the candidate's qualifications to meet job requirements. Sadly, after the assignment, this newly appointed or elected executive's main job is performing because most decisions and jobs are done at the bottom level. Consequently, these executives don't stay long. The highest turnover rate in the Canadian public sector is among the executives and political appointees.

Shafritz and Russell (2000) asked, “Can business government work?” Previous City of Ottawa Mayor O'Brien's vision is to invent the City to become a business unit and act like a retail store. This concept shocked city council and staff. They work “with tensions of diversity and divergences in points of view that are inevitable part of collective activity but are now routinely turned into a mere power struggle and the uneasy truces of compromise” (Briggs & Peat, 1999). Over time, councilors become consultants to private enterprises, which do business with the City for fees. In contracting the jobs, most IT jobs go to Larry O'Brien's firm Calian Technology with and without proper tender. In addition, since he knew nothing about the job of a mayor, he carried the City work to Calian Technology office and had his staff to do the work for him. This is, as Williamson (2000) stated, harmful and unacceptable.

The price of the reinventing the engines of the machinery of the government has been weak government, leadership deficit, a diminishing power and limited control of government (Austin, 2000), failing government, while public service is experiencing capacity deterioration. In Canada, for example, government is severely lacking experienced professionals, scientists, scholars, engineers, auditors, and other specializations (Winninger, Aarts, & Burch, 2010). According to Aijala (2001), some of the contributing factors are “unflattering impression of public sector, poor recruitment strategies, employees demanding individualized approaches to work, amorphous career paths, meager employee development and opportunities for learning” (p. 11–12).

*Human development* defined by psychologists is more suitable to be adopted into human resources management. Human “management development is a hybrid of training and selection ... conscious effort on the part of an organization to provide a manager with the skills needed for future duties. ... Workers are trained so that they can better perform their present duties; managers are developed so that they can be of greater organizational value in both present and future assignments ... and to provide them with the kinds of assignments and experiences that will allow them to grow professionally” (Shafritz & Russell, 2000, p. 371). This must be inhibited in public sector’s efforts of recruiting and hiring.

In her interview with Witzel (2006), Professor Danica Purg discussed the trend of declining leadership skills, which plagues not only the business sector but also the public sector. Many workers jump into leadership roles with enthusiasm because they are young, full of energy, and are risk takers, but they do not have the leadership skills, wisdom, and experience to guide the organization successfully. They jump from the bottom level to the executive level without proper intellectual and professional development. Hence, they become fatigued in a short time. The high employee turnover rate in Canada is among public leaders. They leave the bureaucracy just as quick as they enter the bureaucracy.

One of the reasons of the decline in capacity and leadership skills in the public sector is the transformation of the hierarchical structure of the bureaucracy into a line department, designed by the reinventing government innovators (Shafritz & Russell, 2000). This system is poorly crafted, politically driven, or politically motivated and internally inconsistent (Hays & Kearney, 1999). When it comes to E-Government, this arrangement poses a tremendous challenge to not only privacy and accountability but

also theft of public funds and no one is accountable because the system has been designed to fail.

“If it ain’t broke, don’t fix it!”

#### *Line Department*

Adopted from the retail industry or private structure, line department has become fashionable in the public service. Some consider that line department, which emphasizes “know-how,” service performance, a fast-paced work environment with competing priorities, fast response, and “customer service” type performance, is becoming an important issue in the government. Line department never suits the public sector.

According to Condrey (1998) and Berman (1998), the practice and management of the private sector should not be transferred into the public sector. It weakens public leadership and over time, it reduces the personnel’s capacity, increases non-accountability, and increases the decentralization of political power and decision making while social problems continue to balloon without a solution. Line department or functional structure has become an important issue and is widely promoted as a “know-how” tool in the government (Bakvis & Juillet, 2004). This structure exists in the private enterprises where “people are grouped together in departments by common skills and work activities ... expertise, and resource use” (Daft, Fitzgerald & Rock, 1992, p. 291).

Line department structure is common in private enterprises because of the nature of its products, services, the scope of the business, and its focus orientation. Problems in the private sector stem from purchases of goods, returns of defective goods, and poor customer service with regard to product warranties. Contrary to private goods, public goods are unique. Their demand is elastic (Rosen, Boothe, Dahlby & Smith, 1999). The level of consumption of the goods by one person does not affect the marginal utility consumption of another person (Rosen, Boothe, Dahlby & Smith, 1999) and its price is not affected by the market.

In the public sector, the hierarchical system of government, which is influenced by the Roman tradition and the military, affects the goods provided, services delivered, and how the human resources are being managed and developed. This ranges from the needs, social values, rights, equality, ethics, technology, science, education, anthropology, philosophy, culture, tradition, standards and norms of the society, physics, health, and many other factors such as the core fields of public administration, which according to Shafritz and Russell, “the sky is the limit.”

Within the functional structure of line department, even though companies seem to be successful, the greatest problem is accountability (Daft, 1992). It has been widely applied in the public sector (Bakvis & Juillet, 2004) to foster speed in the decision-making process (Schorr, 1997). Nevertheless, it causes decisions made are raw, quick, without thinking (Shafritz & Russell, 2000), and causes more damage than good (Russell & Harshbarger, 2003). It even costs more and takes longer to fix mistakes (Shafritz & Russell, 2000).

According to Daft, Fitzgerald, and Rock (1992), when employees are grouped together to perform common tasks, the enterprise would achieve economies of scale; the resources used are more efficient; it enhances employees' skill because they work on a variety of problems; employees are more motivated to develop their own skills in solving problems, and it is especially beneficial for employees who are technologically sophisticated. This structure allows employees to develop their own skill set without additional training, added Daft, Fitzgerald, and Rock.

However, this structure has more disadvantages than advantages (McShane, 1992). Daft, Fitzgerald, and Rock did agree that a functional structure of line department "creates management problems, such as difficulty in pinpointing problems within departments" (p. 294). Other problems, they continued, are decisions that tend to be centralized because of the problem of non-accountability lack of responsibility, and poor communication across the departments and across the organizations. Employees tend to focus on the attainment of departmental goals rather than the organizational goal as a whole, prioritize their individuality rather than serving the citizens. As a result, they lack creativity and respond slowly to external change. Employees lack the understanding of the true purposes and goals of the organization because they see only their respective tasks and not the big picture.

There is a danger when public employees are grouped into a "Customer Service Department" to handle "everything," given the freedom to develop their own capacity, the routineness of the tasks, the mundaneness and responsibility of the tasks, and the pressure of giving out a fast response. Because of years of being accustomed to focused work and making decisions, the ability of public leaders and employees to see beyond the sphere (Simmons, 2005) is doomed. Their intellectual capacity is buried in their fast-paced routine and is deteriorating at a diminishing rate. Eventually, they surrender to market control (Ritzer, 1998) and are unable to defend the public when faced with

the pressure and demand for privatization, contracting out or outsourcing, which would lead the government to race to the bottom (Shafritz & Russell, 2000). The capacity they gain through learning by doing lasts only temporarily because they do not have the foundation or only to the level that they are mentored.

Smith (1993) argued that when man has to perform many different tasks with the same tool, his work is usually slothful and defective. Accountability is lacking and it is easy to blame others for a mistake (McShane, 1992). Towne (in Shafritz, Ott, & Jang, 2005) also stated that when the work of the government is divided and done by multiple intermediaries at different places and with different tools, it causes confusion and dysfunction.

Because of the focused and task-oriented atmosphere, employees are incapable of managing and coordinating diverse departments. They have limited appreciation of the dual nature of accountability (Bakvis & Juillet, 2004). This functional structure of line department also reduces general management training for employees. Consequently, "they fail to be groomed for top management and general management positions," added Bakvis and Juillet. Canada Prime Minister allows the senior bureaucrats to stay longer on their jobs because these line managers do not have the capacity to manage public administration. Even though they are managers, their jobs are similar to those of their subordinates. One can override the others' decision without accountability and responsibility. In fact, line manager position is a dead-end job (Collins, 1997).

Canada Statistics reveal that not only are today's public employees occupying positions for which they are not qualified in their education or professional training, but also they are lacking leadership skills (Witzel, 2006). They show a lack of wisdom and understanding of the true purposes and goals of the organization. Like the politicians, they do not comprehend public policy. Politicians, on the other hand, do not act in civilized manner during political debates, do not know what the public values or public interests are because they are buried in their own interests and have a myopic view (Lardaro, 2008) about public administration. Hence, they disrespect the values of knowledge and education.

Despite the disadvantages of line department, it has been heralded as the tool for government reform especially for the shrinking government. This arrangement represents a challenge to human resource management. National security is at stake especially when it is associated with IT because a majority of crimes today is IT related (Garson, 2006).

When job security disappears, people continuously adjust to the norms and standards of the new organizations, and as they work in different environments at a time, their loyalty to the government disintegrates. When they go to work every day with the thought that “tomorrow is my last day,” they eventually don’t care anymore. Their priority is first to their professionalism, second is to the person who sends them to work for the government, and third is to themselves. They are not loyal to and don’t care about the government.

Line department is the greatest weakness in human resources management system, particularly for the government, because as jobs are generalized or as employees are asked to work as “Jack of all trades,” specialization diminishes. Roles tend to become routine and are standardized. The negative side of standardization is that a person can quickly scrutinize another person’s work and it reduces employees’ creativity. Employees have to think inside the box. Standardization also allows any person to do any job without accountability. In terms of human development, like the story of Nortel, which considered education is insignificant as long as the person is willing to learn, assist, and be friendly, it went bankrupt. As a result, the Canadian Federal government is in a state of severe crisis of professional and specialist personnel.

Facing the demand for faster response, the army of line department performs multiple tasks and makes multiple decisions. They are also very competitive and have to work in a fast-paced environment. Nevertheless, it causes knowledge crisscrossing. Nortel Inc. suffered a severe financial scandal and though it tried to restructure after its bankruptcy for the second time, without strong, intellectual leadership Nortel was finally dissolved.

Since line department’s personnel are people who have the same background, ability, and have the same level of cognition (McShane, 1992), problems beyond their ability tend to be shifted to the politicians. Even simple problems are shifted to the politicians. Since very few of the politicians know very little about the government roles and functions (Congleton, 2004; Samara, 2010), problems are politicized and publicized in the media to allow them to become the celebrities of the day. Over time, management of the bureaucracy becomes more political than managerial (Covell, 2004). Problems are never solved but are shifted upward. Similarly, the upper level of the bureaucracy has almost no intellectuals (Mao Tse-tung, 1970; Rotberg, 2006).

Knowledge crisscrossing causes businesspeople and accountants to enter public policymaking

while career and trained policy analysts are rejected from the public service (Lane & Wolf, 1990). Without jobs descriptions, politicians as well perform multi-tasking. Even deputy ministers and political advisors become human resource managers, but their jobs is simply approving who should be hired and tell the subordinates what to do.

When it comes to privatization and operating in a businesslike manner, planners are usually the first person to be ushered to the unemployment door. Even though most politicians lack scientific and intellectual training and as “multi-taskers,” they act as planners, consultants, engineers, negotiators, trade experts, lobbyists and almost everything they can do but policy-making and only according to protocol. They cannot solve public problems because these problems are beyond their grasp. Some Canadian Members of Parliament contract journalists to do their work because at the same time, they get exposure and become popular at public expense. Though journalists seem to be good at public policy, their policy is too artificial, argued Shafritz & Russell (2002). They don’t last because they are trained in selling news not in making public policy.

Unsolved problems are shifted upward. Since the upper level is also operating in the same system of line department without intellectual and scientific backing, problems remain unsolved. Then, the problems are tossed into the global market for bidding. Even though international agents promise to solve the problems, they provide a “garbage can solution,” one that seems to solve the problems but it creates another problem that co-exists with the existing problems and together they grow into another complex problem (McShane, 1982).

Business leaders are also entering conflict resolution in the international market because they thought their trade of negotiation skills would enable them to be experts in solving conflict. Even among scholars, many people enter a different field of knowledge based only on interest but not because they have expertise in that particular field. In the work of practicality, expertise is based on “doing the same work over and over” but the true value of expertise is knowledge, education, professional experience, training, and skills (Salem, Reischl, Gallacher, & Randall, 2000).

When one becomes a super employee, he or she can only do very little and the end product is also very little. When a man’s taste for intellectual matter is declining, no one can solve even a simple problem.

#### *Matrix Approach*

Matrix approach is a combination of functional and divisional chains of command simultaneously (Daft,

Fitzgerald & Rock, 1992). This matrix system, based on the hierarchy of authority, requires leadership roles even though Daft, Fitzgerald and Rock argued that this system produces dual or multiple chains of command. On the contrary, the matrix approach requires employees to have a deeper understanding of the true purposes and goals of the organization as a whole and higher professional training and specialization (Denhardt, Denhardt & Aristigueta, 2000) because they value their professionalism in servicing more than individual priorities (Tompkins, 2005). Specialization and professionalism are the culture of bureaucracy (Dube, 1963).

Daft, Fitzgerald, and Rock stated that this system requires in-depth knowledge and skills and it enables the organization to achieve greater economies of scale, minimize resource allocation, enable employees to have flexibility and adaptability to change the environment, allow employees to improve their managerial skills both functional and divisional, and experience task enhancement. The key factors of success in the matrix system lies on the capacity of the personnel, their professionalism, greater accountability, higher degree of responsibility, greater coordination, better control of the personnel, higher quality (Daft, Fitzgerald & Rock, 1992), which comes with reliability and mindfulness (Weick & Sutcliffe, 2001). It values intellectuality, which also promotes greater cooperation on knowledge and expertise (Daft, Fitzgerald, & Rock, 1992), encourages continuous learning, and promotes order and reliable performance (Weick & Sutcliffe, 2001) even in uncertain environments.

When it comes to the success of the organization, Daniel McCallum of the Office of General Superintendent in New York and Eric Rail Road Company stated, it is important that there is a leader who has the complete history of the daily work of the organization, all its details and would be responsible for the operation of the organization. It enforces accountability. Without this, added McCallum, the administration, financial information, and other functions in the organization can be problematic.

Different from line departments where direct leaders are free from the routine process and decision making because it is centralized at the top leader or at the bottom level, the matrix system requires the involvement of both direct and top leaders in decision making and in quality of work presentation (Daft, Fitzgerald & Rock, 1992).

Daft, Fitzgerald, and Rock argued that matrix system requires continuous human resources training. Continuous planning, which is the nature of human resources management and human development,

reduces waste and it enables the employees “to manage everyday situations more effectively in order to achieve reliable outcomes” (Weick & Sutcliffe, 2001, p. 79). Planning is the key to the economic success (Lipsey, Purvis, & Courant, 1994) and it is an extremely complicated business as it “involves highly specialized knowledge and developed manipulative skills” (Dube, 1963, p. 1) and for its implementation, Dube continued, it requires “deep administrative insights and a keen evaluative perspective,” which are provided by the leaders.

Within this matrix system, planning allows the organization to design desired future outcomes, to prepare for the inevitable, preempt the undesirable, and control the uncontrollable (Weick & Sutcliffe, 2001). The same authors argued that planning presumes consistent high-quality outcomes that will be produced time after time as repetitive and routines and routines are in every environment.

As the matrix system requires continuous training to improve capacity, Shafritz and Russell (2000) indicated that capacity development requires strategic and comprehensive planning (Management Science for Health, 2005). This process guarantees continuity (Simon, 1946). It involves recruitment, evaluation and testing, certification eligibility for appointment, interview with appointing authority, classification, job offer, training, placement, and succession. Although Shafritz and Russell proposed reference and credential checks prior to extending a job offer at the government, a scrutiny of security or credential check would be more appropriate especially when there is a threat of terrorism. Several incidents have indicated how references override a bad security check.

For example, a scandal in the Royal Canadian Mounted Police involved an employee who had 40 violations, yet went unnoticed and managed to bring down the organization. Of the two Canadians, one is in prison in Guantanamo Bay and another is in a London prison. These individuals were employed with the Canadian government due to their references. References promote nepotism and cronyism and it does not guarantee that the candidate is the best because it has relied on what the reference said even though it is not necessarily true. A public office becomes a family office such as the City of Ottawa where 56% of the employees are blood related.

To prevent nepotism and cronyism, Shafritz and Russell (2000) referred to the *Report of the Congressional Joint Commission on Reclassification of Salaries*, a report that emphasizes that the principles of human development in terms of position classification. They stated that hiring of employees in the

public sector should be based on position not the individuals, on duties and responsibilities not the individuals or position, on qualifications, in terms of experience, knowledge, necessary skills for the performance of certain duties, on the nature of the duties, and on equality. Individuals' characteristics should not have bearing on the position.

Management for capacity development is a hybrid of training and selection (Shafritz & Russell, 2000). "Creating an effective workplace involves cultivating a learning environment ... continual learning opportunities are critical to the cutting-edge management tool" (Condrey, 1998, p. 104). Capacity development, indeed is vitally important for public administration, says Condrey. Human resources management is not simply about recruitment but as an "integrated use of procedures, politics, and practices to recruit, maintain, and develop employees in order for the organization and develop employees in order for the government to meet its goals" (Management Science for Health, 2005, p. 3). This includes, added Management Science for Health, capacity development, continuity process of building, effective and strategic planning, policy and practice, data collection and storing, performance management, and training. Public personnel require a comprehensive understanding of the Constitution and the nature of jobs before they start working because the privatization of human resources has resulted in the dysfunctional administrative system in the government around the world.

While the current trend is to hire Generation X or Generation Y, Condrey argued that it is a grave error on the part of decision makers to conclude, "Investment in mature workers would bring insufficient performance benefits to the employers" (p. 3). Such judgment, which could be because they would retire soon and that short-term investment on them would not bring a long-term benefit is considered short-sighted thinking, charged Condrey. They are the backbone for human resources training and development.

Whether employees are old or young, training is designed to build people's skill set, a part of human development to expand and improve their ability to cope with disturbance and learn from their experience (Weick & Sutcliffe, 2001). Training helps the personnel to understand the organization. It is a mechanism to build their loyalty, particularly if they are to be working for a long time. "Human resources management is more effective in an organization when hiring is at the hand of senior management level (Management Science for Health, 2005, p. 1), one who is not only senior in position but also in knowledge, experience and professionalism. If the person who handles

the hiring has a high school diploma, for example, that person will disqualify many qualified candidates whose level of education is higher than his or hers due to competitiveness. Interview or exam questions tend to be related to the level of intellect of the person conducting the interview. In general, argued Philip Oreopoulos, a University of British Columbia economist and the author of *Right Resume, Wrong Name*, when it comes to making a hiring decision, interviewers make split-second decisions based on subconscious stereotypes (Jiménez, 2009). Their decision is based on feelings if the candidates make the most emotional connection with the interviewers. Hence, this behavior nurtures the practice of discrimination and reduces the importance of professionalism, knowledge, and scientific application in the workplace but it upholds feelings, emotions, and common sense. Similarly, when hiring is based on random selection, argued Dowlen (2009), it causes the system to overlook qualities or qualifications and technical capacity.

Facing the threat of terrorism, human resources in government are very crucial. Sir Andrew McGregor once stated, "Education and training are very important issues" and they are needed more than ever. This indicates that in order to change from the line department to the matrix approach, there should not be an outsourcing of human resources in public administration. Government needs homegrown personnel rather than the extreme outsourcing as has been applied.

In several instances, contractors are sending people without qualifications to roles in government based solely on security clearance. They recommend candidates' resumes that have been fabricated or borrowed from other qualified personnel. Then we wonder about the poor quality of work and short-minded policy produced by the government. The policy designed is not only influenced by individual values, beliefs, and perspectives, but also by society norms and standards, social tradition, political party affiliation, organization norms and values, professional values, and leadership influence (Anderson, 1991), which many personnel do not understand because it is not their field of knowledge.

In a corrupt bureaucracy, the matrix approach is better suited for public governance. The values of knowledge, expertise, and professionalism guarantees the best result, best quality. People with knowledge and who value their professionalism are not motivated by money but those who have less knowledge do, argued Denhardt, Denhardt and Aristigueta (2002). They emphasize their professionalism on servicing the society, which many don't understand (Shafritz & Russell, 2000) because they are not celebrated as those in the private sector (Schwartz, 1983), while

those who lack knowledge often emphasize their work on “value for money” or “service for money.”

Human resources management in the public sector not only encompasses recruitment, selection, training, compensation, evaluation, discipline, and classification, but also includes developing human capacity. It is about germinating a seed and building a nation. Jobs in the government are different from those in the private sector. In the private sector, recruitment today, hiring tomorrow, and do the job the day after tomorrow. In the public sector, recruitment today, hiring between 6 months and 1 year later, then there is the training period of at least 6 months to 1 year before the person would be able to start the job. This is very time-consuming and complex. It requires creativity and constant forward thinking. It requires not only skills but also knowledge, professionalism and education.

Training for human resources management in the government requires particular training, which is not simply about doing the job but it involves the Constitution, the organization, its vision, mission, objectives, and goals. The nature of job in the government is very different from that in the private sector. It requires high integration of human rights and social equity (Fischer & Sirianni, 1984/1994), humanity, social and professional values. In addition, personnel including leaders at the public sector should or must understand the roles and functions of the government, the principles of the government, and the characteristics of the jobs they would perform. They have to undergo training to understand the structure of the government because it is different from that of the private sector, and this structure has relationship with the principles, mission, and goals of the government and all are defined and characterized in the Constitution (Palmer, 1959). This structure inscribes their duties as public leaders and employees (Dube, 1963). The matrix approach can only exist in a hierarchical structure and helps the leaders to understand their network and the capacity of their subordinates.

Department of Health and Human Services-Administration for Children and Families, in its *Knowledge Management White Paper: Maximizing Human Potential and Organizational Performance*, argued that human resources management in the public sector is about maximizing human potential, organization success and organization performance. Everyone must be sensible to how much work is facilitated and abridged by the application of proper knowledge. Personnel will find it easier and are more ready to perform work they are trained for and are specialized in that knowledge. This process eliminates speculation and the assessment of human resources management

based on feelings or emotions, in terms of hiring and promotion. If line department requires knowledge apprenticeship or learning by doing, matrix approach requires knowledge specialization. It also enhances respect for knowledge and expertise as well as authority. The process of human resources management should include the human development process.

Different from the market approach to capacity building, which is through seminars, conferences, and workshops, matrix approach is an internal venue toward capacity building that is more sustainable because it is like intrinsic values to public personnel. Public leaders are required to learn continuously. Stated White (1999), “the cultivated mind is the measure of the man. Your education should continue during your lifetime; every day you should be learning and putting to practical use the knowledge gained” (p. 337). She added, never think that you have learned enough as a leader and that you may now relax your efforts. When leaders learn by doing, their creativity of obtaining knowledge stops at the time they stop learning and their mind is no longer cultivated.

Different from the current practice in which everyone from any sector can become public leaders because they claim they were born as leaders, matrix approach develops leaders. Lao Tzu once said, “Leaders aren’t born, they are made ... through hard work.”

### **Recommendation and Conclusion**

One of the criteria of public policy is reversibility (Patton & Sawicki, 2001) but today’s policy has been driven further away from this criteria or because few of the elected officials have very little knowledge about government policies, its roles and responsibilities (Congleton, 2004). Research indicates that today’s elected officials are unable to design public policy (Samara, 2010) and public executives severely lack knowledge (Mao Tse-tung, 1970; Rotberg, 2006). Entrepreneurialship could be the key factor associated with elected officials and their inability to design public policy because they are not in the business of public policy or social welfare but to maximize profit (Hooker, 2005).

Kramer (1998) argued that it is risky to equate private and public governance, and Condrey (1998) agreed that management of human resources “that work in business cannot be transferred wholesale into government,” (p. 254). Today, we are facing the demand for continuous learning, greater quality management, or Total Quality Management (Condrey, 1998) and this requires human development, which is delivered through continuous on-the-job learning (Shafritz & Russell, 2000). Weick & Sutcliffe (2001)



also agreed that quality of work promotes reliability and mindfulness, which is crucial to high performance in a complex and uncertain environment. The irony of on-the-job learning is that knowledge dies with the departure of the mentor.

For conclusion and recommendation, Daft, Fitzgerald and Rock (1992) stated that the matrix approach is very efficient and effective, especially in a continually changing environment, and when there are uncertainties (Olson & Oeyang, 2001). The knowledge, skills, or expertise is available to all divisions (Condrey, 1998), which can promote reliability and stability (Shafritz & Russell, 2000). It is best suited for public governance today where corruption plagues the bureaucracy and is especially important when the safety of the nation is at stake. Education, said Thomas Jefferson, is very crucial for the success of the organization.

Hiring personnel in a matrix system requires a hiring manager with knowledge and education as well as professional experience and wisdom. The matrix system requires the application of a scientific approach and knowledge specialization to complete tasks. This approach requires the adoption of human development into the management of human resources. The higher the position in the bureaucracy, the higher the level of knowledge, education, professionalism, and maturity requirements should be. This requirement encourages continuous improvement of personnel capacity and hence, their performance as well as those of the leaders and the organization.

This system provides what Antoine de Saint-Exupery, a French pilot, a writer, and the author of *The Little Prince* once stated, "If you want to build a ship, don't drum up people together to collect wood and don't assign them tasks and works, but rather teach them to long for the endless immensity of the sea."

#### Author

Caroline Covell is affiliated with Walden University, Faculty of Public Policy Administration. She has specialization in public leadership and management. She can be contacted at carol59@xplornet.com or carolinecovell@hotmail.com

#### References

- Aijala, K. (2001). *Public Sector – An Employer of Choice? Competitiveness Public Employer Project*. OECD.
- Anderson, J. (1991). *Public Policymaking*. Boston, MA: Houghton Mifflin.
- Appleby, P. A. (1954, March). Bureaucracy and the Future. *Annals of the American Academy of Political and Social Science*, 292, Bureaucracy and Democratic Government, 136–151.
- Bakvis, H. & Juillet, L. (2004). *The Horizontal Challenge: Line Departments, Central Agencies and Leadership*. Ottawa, ON: Canada School of Public Service.
- Bansal, P. (2001, November/December). Sustainable Development. *Ivey Business Journal*, 48–52.
- Bechel, M. (2009, December 3). Human Resource Management (HRM): Key Challenges and Recommendations. CEPA, 8th Session, New York.
- Berman, E. M. (1998). *Productivity in Public and Nonprofit Organizations: Strategies and Techniques*. Thousand Oaks, CA: Sage Publications.
- Berman, E. M., Bowman, J. S., West, J. P., & Van Wart, M. (2001). *Human Resources Management in Public Service*. Thousand Oaks, CA: Sage Publications.
- Ben-ze'ev, A. (1990). Envy and Jealousy. *Canadian Journal of Philosophy*, 20, 487–516.
- Bradbury, M. D. & Waechter, G. D. (2009, September). Extreme Outsourcing in Local Government: At the Top and All But the Top. *Review of Public Personnel Administration*, 29 (3). Thousand Oaks, CA: Sage Publications.
- Briggs, J. & Peat, F. D. (1990). *The Turbulent Mirror*. In E. E. Olson & G. H. Oeyang (2001). *Facilitating Organization Change: Lessons from Complexity Science*. San Francisco, CA: Jossey-Bass/Pfeiffer.
- Buchanan, J. M. & Di Pierro, A. (1980, January). Cognition, Choice, and Entrepreneurship. *Southern Economic Journal*, 46(3), 693–701.
- Buskist, W. & Gerbing, D.W. (1990). *Psychology: Boundaries and Frontiers*. New York, NY: Harper Collins.
- Clawson, J. D. (2003). *Level Three Leadership: Getting Below the Surface*. Second Edition. New York, NY: Prentice Hall.

- Collins, M. S. (1997). *Black corporate executives: the making and breaking of a black middle class*. Philadelphia, PA: Temple University Press.
- Congleton, Roger D. (2004). *Informational Limits to Democratic Public Policy*. Virginia: George Mason University.
- Covell, C. (2004). *The Rise and Fall of the Empires*. Salt Lake City, UT: American Book Publishing.
- Covell, C. (2008). Public Private Partnership. In Pinkowski, J. *Homeland Security Handbook*. New Delhi, India: Francis & Taylor.
- Cultural Human Resources Council (n. d.). *Human Resources Management: Recruiting the Right People*. Retrieved December 7, 2010 from [http://www.culturalhrc.ca/hrtools/pdfs/E\\_Recruiting.pdf](http://www.culturalhrc.ca/hrtools/pdfs/E_Recruiting.pdf)
- Damasio, A. R. (1999). *The Feelings of What Happens. Body and Emotions in the Making of Consciousness*. New York, NY: Harcourt.
- De Bettignies, J. & Ross, T. (2004). *Public Private Partnership*. A paper presented during the presentation at Carleton University.
- Department Of Public Service and Administration (1997, December 31). *Managing People in a Transformed Public Service*. White Paper on Human Resource Management in the Public Service, No. 13594 3. Staatskoerant.
- Drechsler, W. (2000). Public Administration in Central and Eastern Europe: Considerations from the "State Science" Approach. In Castro, Burlamaqui, Chang, (Eds.), *Institutions and the Role of the State*. Cheltenham – Northampton, Mass.: Edward Elgar, 267–279
- Drechsler, W. (2005, September). The Rise and Demise of the New Public Management. *Post-autistic Economics Review*, 33(14), Article 2.
- Dube, S. C. (1963). *Bureaucracy and Nation Building in Transition Societies*. United Nations Educational Scientific and Cultural Organization. Expert Working Group in Social Prerequisites to Economic Growth. Kyrenia, Cyprus, 17–26 April 1963.
- Du Gay, P. (2005). *The Values of Bureaucracy*. London, England: Oxford University Press.
- Erickson, E. (1963). *Childhood and Society*. Second Edition. In William Buskist & David W. Gerbing (1990). *Psychology: Boundaries and Frontiers*. New York, NY: Harper Collins.
- Fischer, F. & Sirianni, C. (1984/1994). *Critical studies in organization and bureaucracy*. Philadelphia, PA: Temple University Press.
- Fox, V. (2003). Reinventing Government. Mexico Hosts 5th Global Forum. *UN Chronicle*, 3, 12–13.
- Frederickson, H. G. (2000, January/February). Can Bureaucracy Be Beautiful? *Public Administration Review*, 60(1), 47–53.
- Fry, B. R. & Nigro, L. G. (1996). Max Weber and US public administration: the administrator as neutral servant. *Journal of Management History*, 2(1), 37–46.
- Fu-Lay, T. Y. (2008, August). Uncertainty, human agency and e-government. *Transforming Government People, Process and Policy*, 2(4), 283–296.
- Garson, G. D. (2006). *Public Information Technology and E-Government: Managing the Virtual State*. Sudbury, MA: Jones and Barlett.
- Groeneveld, S. & Van de Walle, S. (2010, June). A contingency approach to representative bureaucracy: power, equal opportunities and diversity. *International Review of Administrative Sciences*, 76(2), 239–258.
- Hahn, S. L. (2008). Book Review: Truth and the Heretic - Crises of Knowledge in Medieval French Literature by Karen Sullivan. *Modern Philology*, 106 (2), 215–218.
- Harel, E., & Partipilo, G. (1996, summer) Reengineering Beyond the Illusion of Control. *Cause/Effect*, 38–44.
- Hartmus, D. M. (2008, Fall). Teaching Constitutional Law to Public Administrators. *Journal of Public Affairs Education*, 14(3), 353–360.

- Hays, S. & Kearney, R. (1999). A brief rejoinder; Saving the civil service. *Review of Public Personnel Administration*, 19(1), 77–79.
- Heald, D. (1985, March). Will the privatization of public enterprises solve the problem of control? *Public Administration*, 63(1), 7–22.
- Heames, J. T. & Harvey, M. (2006, December 22). The evolution of the concept of the 'executive' from the 20th century manager to the 21st century global leader. *Journal of Leadership & Organizational Studies*. Retrieved November 30, 2010 from <http://www.allbusiness.com/human-resources/employee-development-leadership/4005089-1.html>
- Heintzman, R. (2007, May 14). *Toward a New Moral Contract: Reclaiming Trust in Public Service*. The Vanier Lecture, Regina, SK.
- Hooker, J. (2005). The Case against Business Ethics Education: A Study in Bad Arguments. *Journal of Business Ethics Education*, 1(1), 75–88. Senate Hall Academic Publishing.
- Horn, J. L. (1970). Organization on data on life-span development of human abilities. In R. L. Goulte and P. B. Baltes (Eds.). *Life-span developmental psychology research and theory*. New York, NY: Academic Press. In William Buskist & David W. Gerbing (1990). *Psychology: Boundaries and Frontiers*. New York, NY: Harper Collins.
- Jiménez, M. (2009, May 3). Book Review: *Right Resume, Wrong Name* by Philip Oreopoulos. Globe and Mail (online edition).
- Jones, B. D. (2003). Bounded Rationality and Political Science: Lessons from Public Administration and Public Policy. *Journal of Public Administration Research and Theory*, 13, 395–412.
- Kaplan, B. H. (1968, December). Notes in a non-Weberian model of bureaucracy: the case of development bureaucracy. *Administrative Science Quarterly*, 13(3), 471–483.
- Kazilan, F., Hamzah, R., & Bakar, A. R. (2009). Employability Skills Among the Students of Technical and Vocational Training Centers in Malaysia. *European Journal of Social Science*, 9 (1), 147-160.
- Ke, J., Chermack, T. J., Lee, Y. & Lin, J. (2006). National Human Resource Development in Transitioning Societies in the Developing World: The People's Republic of China. *Advances in Developing Human Resources*, 8, 28.
- Kemp, S. (2003, February). The effect of providing misleading cost information in the perceived value of government services. *Journal of Economic Psychology*, 24(1), 117–128.
- Kramer, R. (1998). *Nonprofit Organizations: Will sector matter?* A Working Paper Series. The Aspen Institute.
- Kvint, V. L. (1990, November/December). Confronting the Soviet Management Structure: Bureaucratic, But Workable. *The International Executive*, 32 (3), 1–6.
- Lane, L. M. & Wolf, J. F. (1990). *The Human Resource Crisis in the Public Sector: Rebuilding the Capacity to Govern*. New York, NY: Quorum Books.
- Lardaro, L. (2008, February). Parochial and Myopic: RI Can No Longer Afford Its Paropic Leadership. *The Providence Journal*, Commentary Page.
- Lawler, P. A., Schaler, R. M., & Schaefer, D. L. (Eds.) (1998). *Active Duty: Public Administration in Democratic Statesmanship*. Lanham, MD: Rowman & Littlefield.
- Long, N. E. (1952, September). Bureaucracy and Constitutionalism. *The American Political Science Review*, 46(3), 808–818
- Management Science for Health (2005). *Human Resources Management Rapid Assessment Tool for Public-and Private-Sector Health Organizations. A Guide for Strengthening HRM Systems*. Cambridge, MA: Management Science for Health.
- Mao Tse-tung (1970, February/December 19). Selected Works of Mao Tse-tung: Vol. IX. Twenty Manifestations Of Bureaucracy. *Joint Publications Research Service*, Washington, DC.

- Markulis, P., Jassawalla, A. R., & Sashittal, H. (2006, January/February). The Impact of Leadership Modes on Team Dynamics and Performance in Undergraduate Management Classes. *The Journal of Education for Business*, 81(3).
- Markman, G. D. & Baron, R. A. (2003). Person-entrepreneurship fit: why some people are more successful as entrepreneurs than others. *Human Resource Management Review*, 13, 281–301.
- McShane, S. (1992). *Canadian Organizational Behavior*. Burr Ridge, IL: Irwin.
- Milakovich, M. E. & Gordon, G. J. (2008). *Public Administration in America*. Cengage Learning.
- Moore, M. M. (1983). *Creating public value: strategic management in government*. Boston, MA: Harvard University Press.
- Nagle, T. (1984). Economic Foundations for Pricing. *Journal of Business*, 53(1), 2.
- Office of Merit Systems Oversight and Effectiveness (1999, September). Strategic Human Resources Management: Aligning with the Mission. U.S. Office of Personnel Management.
- Osborne, D. & Gaebler, T. (1992). *Reinventing government: How the entrepreneurial spirit is transforming the public sector*. Reading, MA: Addison-Wesley
- Overeem, P. (2008). Regime Change for Regime Values? Applying the Constitutional Approach to Public Administration Outside America. *Paper Prepared for the Research Workshop 'Public Values and Public Interest.'* Copenhagen, May 28–31.
- Palmer, R. R. (1959). *The Age of the Democratic Revolution*. Princeton, New Jersey: Princeton University Press.
- Randma-Liiv, T. & Connaughton, B. (2005, April). Public Administration as a Field of Study: Divergence or Convergence in the Light of 'Europeanization'? *TRAMES*, 260–272.
- Riggs, F. W. (1994, January/February). Bureaucracy and the Constitution. *Public Administration Review*, 54(1), 65–72.
- Ritzer, G. (1988). The McDonalozation of Society. *The Journal of American Culture*, 6(1), 100–107.
- Ronquillo, J. C. (2008, April 10). *Establishing a Locus of Native American Governance in Academia? An Interdisciplinary Approach to Informing Public Administration Research*. Retrieved September 1, 2009 from SSRN: <http://ssrn.com>.
- Rosen, H. S., Boothe, P., Dahlby, B. & Smith, R. S. (1999). *Public Finance in Canada*. Toronto, ON: McGraw-Hill Ryerson.
- Reed, B. J. & Swain, J. W. (1990). *Public Finance Administration*. New York, NY: Prentice Hall.
- Ryals, L. J. & Rogers, B. (2006, January-February). Holding up the mirror: The impact of strategic procurement practices on account management. *Business Horizons*, 49(1), 41–50.
- Salem, D. A., Reischl, T. M., Gallacher, F., & Randall, K. W. (2000). The Role of Referent and Expert Power in Mutual. *American Journal of Community Psychology*, 28(3).
- Samara (2010, June). *A Job With No Description*. The MP Interview Report #2. Retrieved November 29, 2010 from [www.samara.com](http://www.samara.com)
- Sayer, A. (1992). *Method in Social Science: A Realist Approach*. New York, NY: Routledge.
- Seddon, J. (2008). *Systems thinking in the public sector – the failure of the reform regime and a manifesto for a better regime*. Aximenter, UK: Riachy Press.
- Segan, S. (2005, August 25). The Pressure to Do Great Things and the Impulse to Resist It: The Case of Iago in Othello. *PSYART: An Online Journal for the Psychological Study of the Arts*, Article 050818.
- Selden, S. C. (1997). *The promise of representative bureaucracy: diversity and responsive in a government agency*. New York, NY: M. E. Sharpe.
- Shafritz, J. M. & Russell, W. (2000). *Introducing Public Administration*. New York, NY: Addison Wesley-Longman.

- Simon, H. A. (1946, winter). The Proverbs of Administration. *Public Administration Review*, 6, 53-67.
- Stanisveski, D. (2004). A Review: *Invitation to Public Administration* by O. C. McSwite (2002). *Administrative Theory & Praxis*, 26(3), 455-459.
- Styhre, A. (2007). *The Innovative Bureaucracy in an Age of Fluidity*. New York, NY: Francis & Taylor.
- Towne, H. (1886). The Engineer as Economist. *Transactions of the American Society of Mechanical Engineers*, 7, 428-432.
- UNDP (2008). Public Administration Reform: Practice Note
- United Nations Public Administration and Development Management (2005). *Human Resources for Effective Public Administration in a Globalized World*. United Nations - Department of Economic and Social Affairs Division for Public Administration and Development Management. Washington, DC: United Nations.
- US Department of Health and Human Services-Administration for Children and Families. *Knowledge Management White Paper: Maximizing Human Potential and Organizational Performance*. Retrieved August 6, 2010 from <http://eclkc.ohs.act.hhs.gov>.
- Weber, M. (1947). *The Theory of Social and Economic Organization*. Translated by A. M. Henderson & Talcott Parsons, The Free Press.
- Wetzel, C., Inglehart, R., & Klingemann, H. (2001, February 1). *The Theory of Human Development: A Cross Cultural Analysis*. Center for the Study of Democracy. UC Irvine.
- White, E. G. (1999). *The Ministry of Healing*. Alton, TN: Harvestime Books
- Williams D. W. (2000, November-December). Reinventing the Proverbs of Government. *Public Administration Review*, 60(6), 522-534.
- Winninger, B., Aarts, D., & Burch, J. (2010, January). *Closing the Implementation Gap: Improving capacity accountability performance and human resources quality in the Canadian and Ontario public service – Human Resources in the Public Sector. The quest to make government an employer of choice*. Toronto. ON: Aurea Foundation – Wilson Foundation.
- Wu, H. (2008, December). On the Basis and Predicament of Applying Organizational Support Theory to Chinese Public Human Resource Management. *International Journal of Business & Management*, 3(12).
- Van Riper, P. P. (1995). Luther Gulick on Frederick Taylor and scientific management. *Journal of Management History*, 1(2), 6-7.
- Varette, S. & Zussman, D. (2008, January 9). Today's leaders: Career trends of Canada's private- and public-sector executives. *Canadian Public Administration*, 41(2), 284-304.
- (1998, October). *The Future for Public Services – 2008*. London, England: Public Management Foundation.
- (2007, Spring). Transformation: Six Trends Transforming Government. *The Public Manager - The Quarterly for Practitioners*, 36(1).