

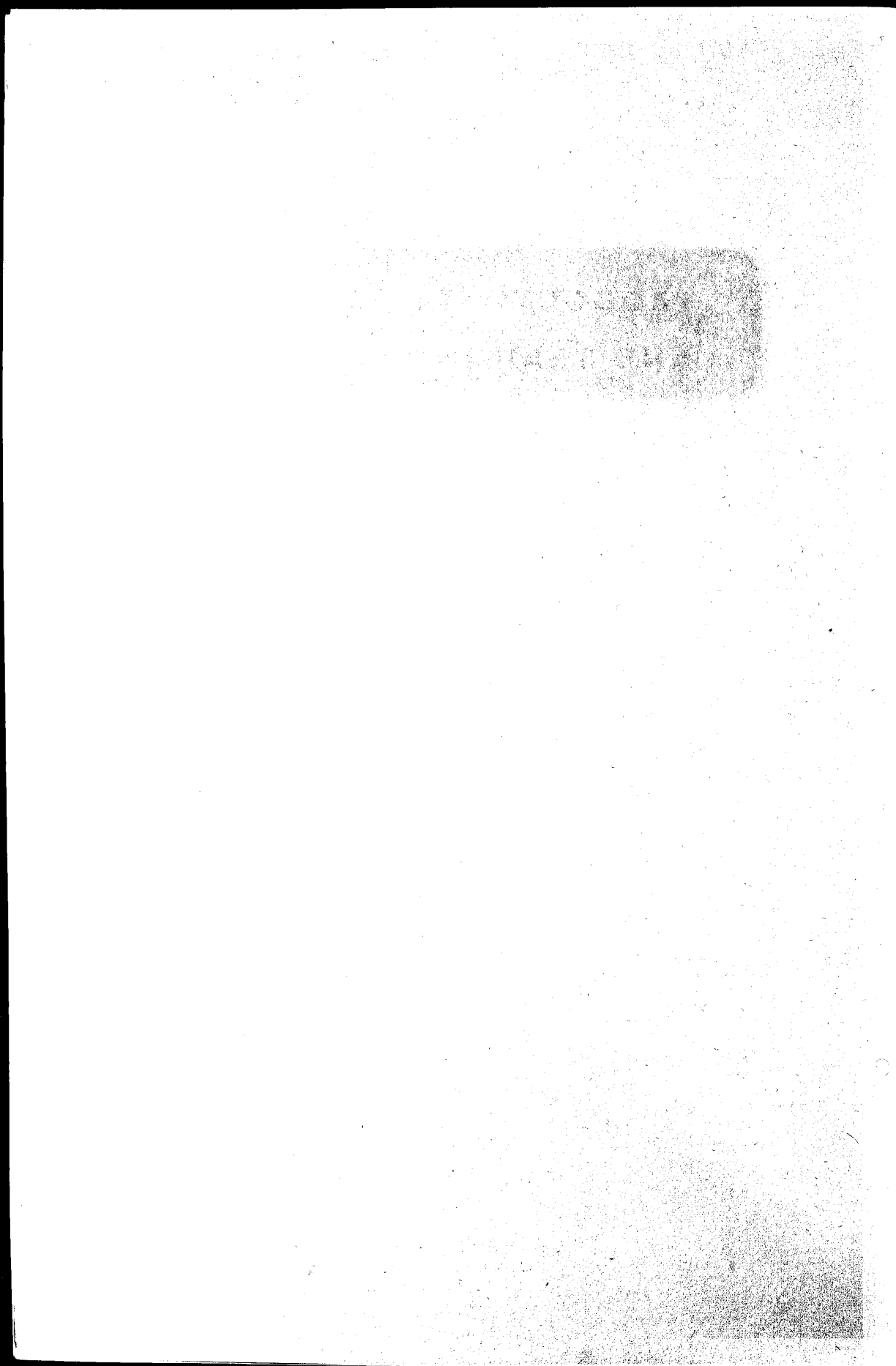
**PRODUCTIVITY  
AND TRAINING**

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**PRODUCTIVITY  
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PRODUCTIVITY & TRAINING

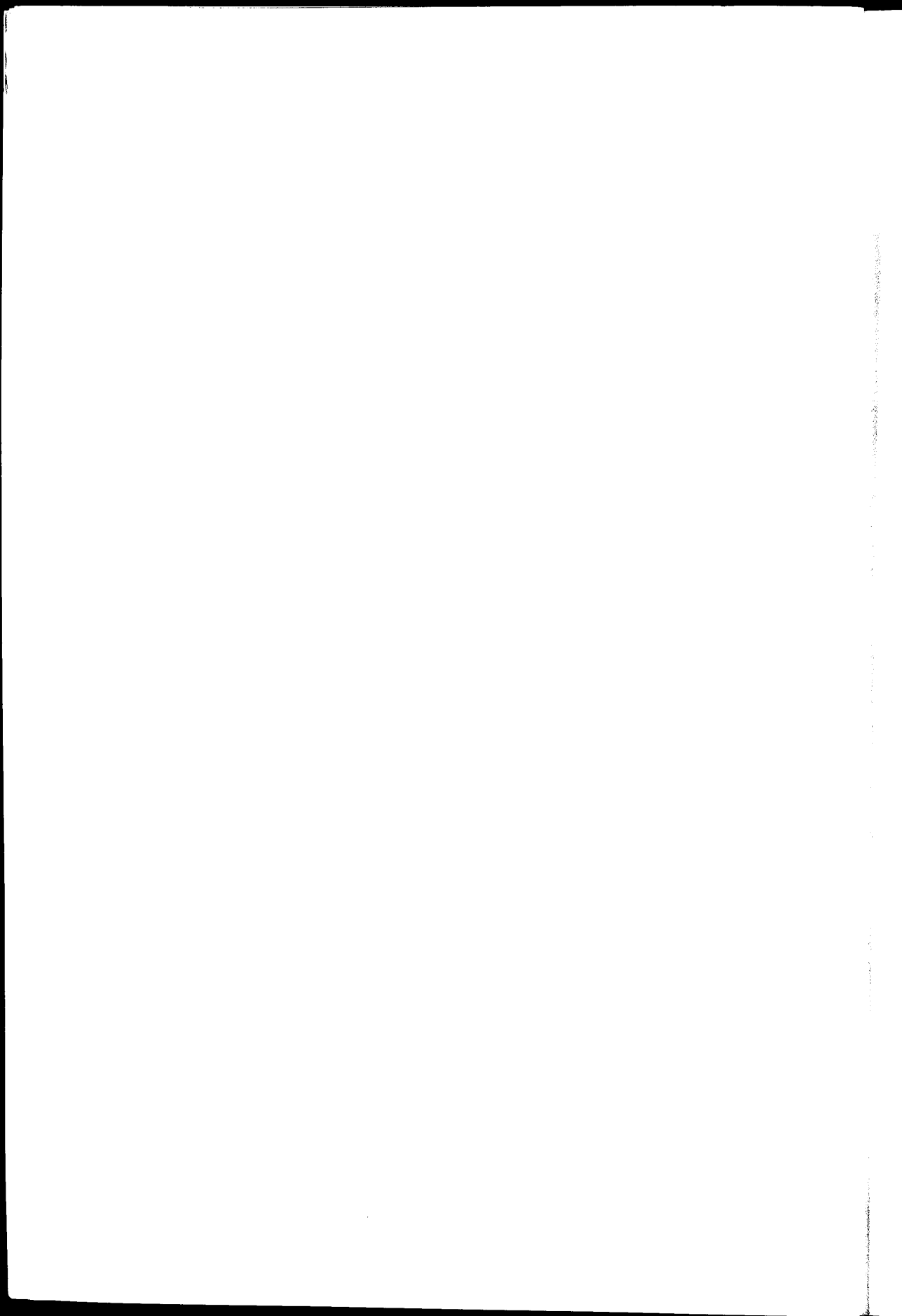
A review of  
an urgent problem

by

Duncan Smith MA

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1969

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underlined the complexity and importance of the problem of productivity and the difficulty of making precise training proposals at this stage.

The report, therefore, outlines the basic issues and poses some of the questions which need the urgent attention of the hospital service.

The views expressed are those of the author and are not necessarily those of the North East MRHB or of the King Edward's Hospital Fund.

The author would, however, like to thank these bodies for their help in carrying out this tentative study and to express his gratitude to the many other people who assisted him.

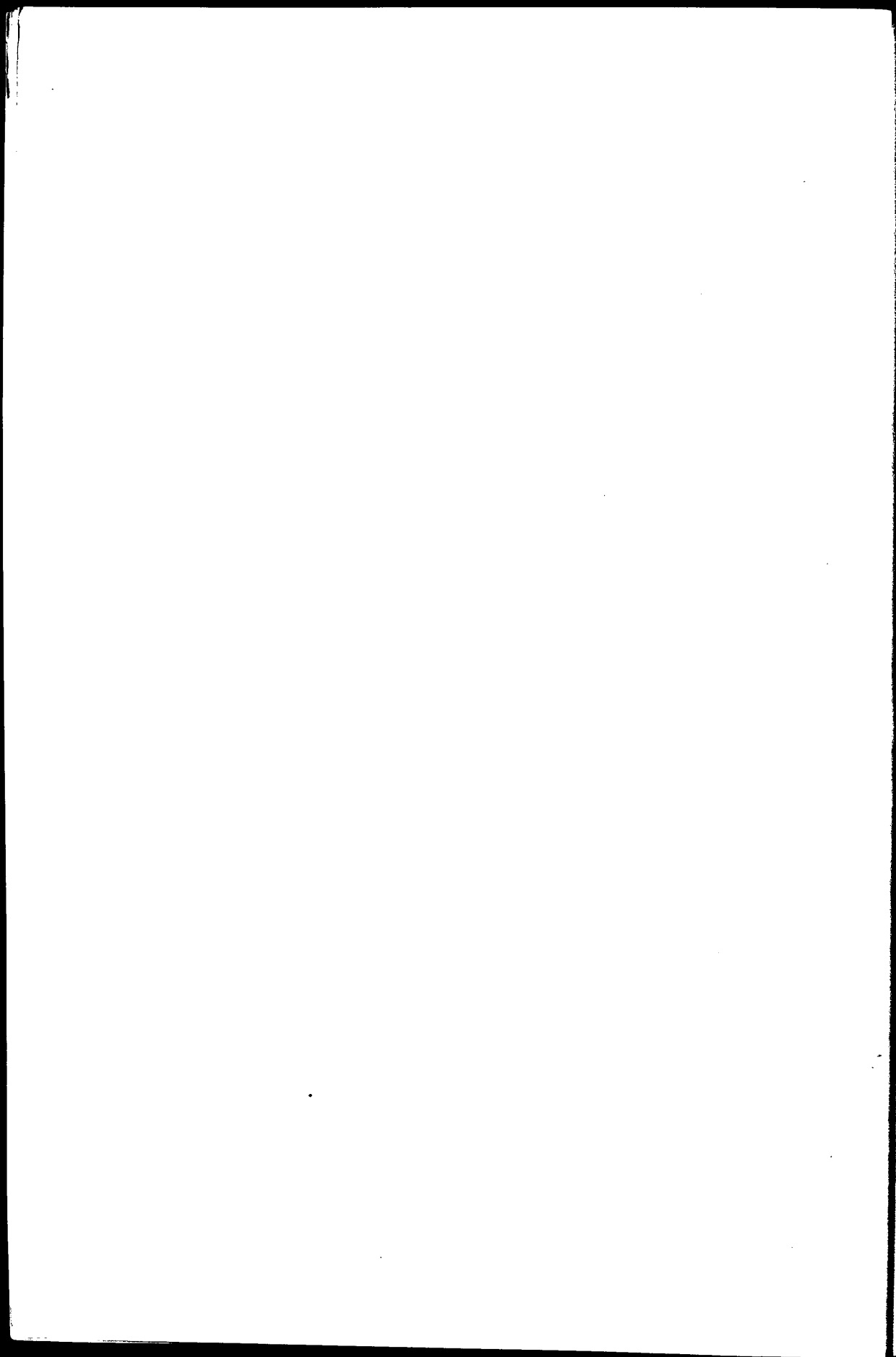




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## FOREWORD

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Report No. 29 of the National Board for Prices and Incomes forcibly focussed the attention of the hospital service on the problem of productivity - a concept with very wide implications. In September 1968, therefore, King Edward's Hospital Fund approved a grant to the North East Metropolitan Regional Hospital Board to enable the author to undertake for the Board a pilot study on Productivity and Training. This study was carried out in collaboration with the Regional Work Study and Training Officers of the Region and was designed (a) to examine the problems involved in the introduction and management of productivity schemes; (b) to consider methods of helping staff to appreciate their effects, and (c) to try to identify educational and training needs in this field and to propose schemes of training.

It was realised that in a period of three months, the duration of the initial grant, it would be difficult to grapple fully with a subject of this magnitude and it was agreed that if the pilot study indicated that useful results might emerge, an extension of the grant would be considered. In the event, however, the appointment of the author to a new post prevented the continuation of the study beyond the initial period. It was, therefore, impossible to examine this complex problem in depth, and the conclusions suggested below must necessarily be tentative.

The author, did, however, visit all the hospitals which, during the period of the study, were actually experimenting with productivity schemes. He also visited the Groups in the North East MRHB in which schemes were being examined and consulted a number of people, both inside and outside the hospital service, who were concerned with this subject. These visits and consultations

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steadily dropping and is much less than in services. Work measurement and incentives are, of course, much easier to apply to factory work and it is mainly those industries such as construction, ship-building, electricity supply and the docks which have been criticised by the NBPI. These are industries which, like hospitals, have complex organisations and a host of traditional practices which are hard to change. Great efforts are, however, being made to tackle these problems and much has been learned both from them and from other traditional industries, such as coal and the railways, which have employed a large work study force for some years.

The last major consumers of man and woman power to enter this field are the hospitals and local government and the problem of productivity now stares them in the face. Both services supply basic needs which everyone is anxious to meet more adequately and on an ever increasing scale. But the need to export makes it vital to hold public expenditure in check and there is indeed much pressure to reduce it. In such a situation, it is clearly imperative to try every possible device which can improve the use of the resources that are available. What hope is there that such devices can help?

Two of the greatest obstacles seem to be scepticism and tradition for, as this study will show, the factual evidence now available shows that very great gains are possible. The techniques of work measurement which have evolved over the last twentyfive years make it practicable to measure actual performance with reasonable accuracy. By breaking jobs down into elements and making allowances for rest periods and special circumstances, the rate at which a particular worker is carrying out his job can be measured and compared with the performance of the same job if it were carried out under a well organised system and at a tempo which can be maintained without undue fatigue. Under the British Standards Institute system this latter performance is rated at 100 and this level has already been

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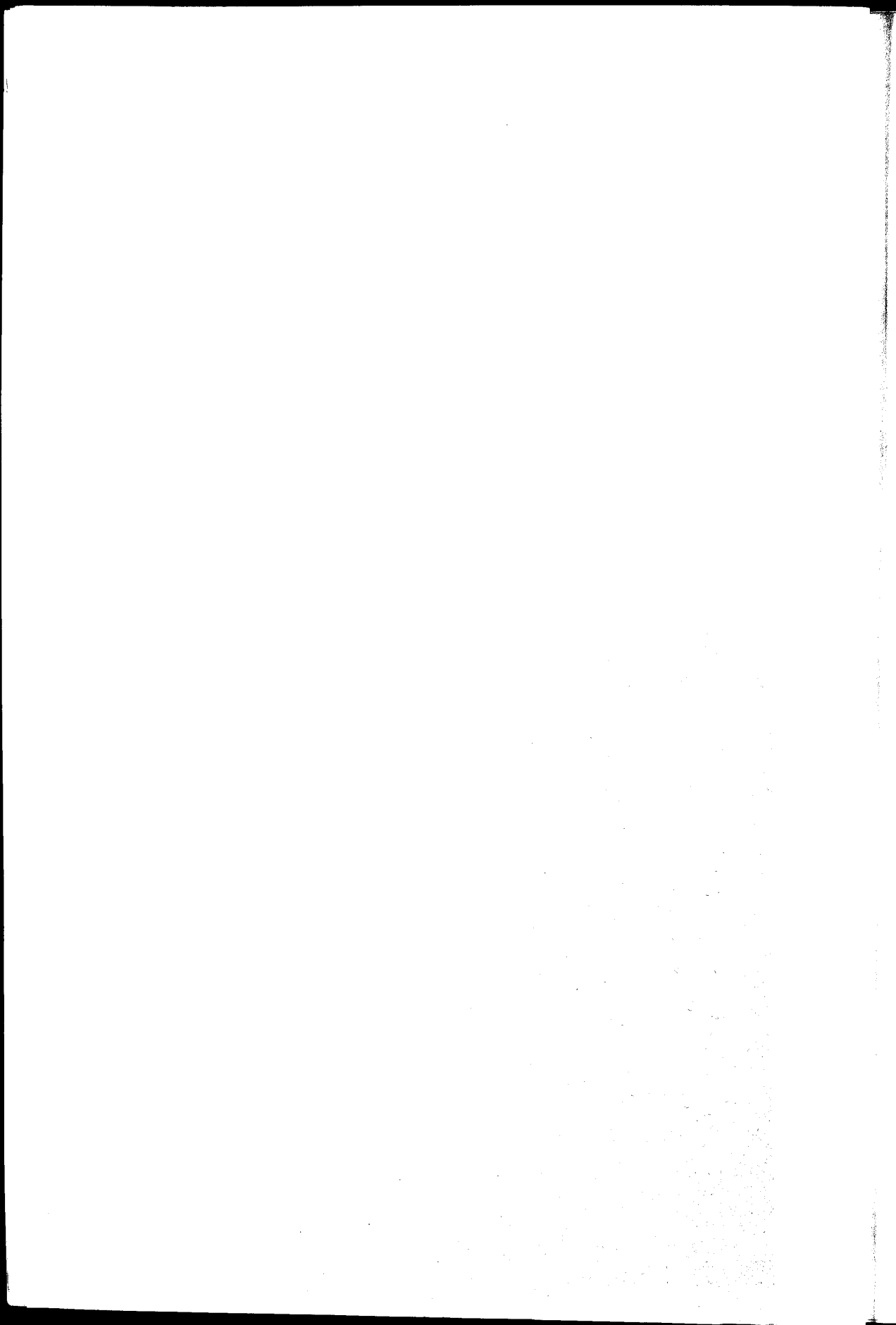
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attained and exceeded in some hospital incentive schemes. Similar successes have been achieved in local government schemes.

It is, however, something of a shock to discover how great an improvement such a level of working represents. It is now generally admitted that in local government the average level of performance, in cases in which it has been measured, is about 45. In hospitals the comparable figure, so far, is about 50 or less.

There are many reasons for this enormous gap between the actual and the attainable. The concept of a 'fair day's work' is highly subjective and depends greatly upon habit, organisation and group traditions. If organisation is not good, waiting and spinning out time becomes part of the job and for conscientious men and women frustrations can be more tiring than consistent work. It is essentially the job of management to set a standard for work and to see that there are no impediments to prevent it being achieved. If, however, the work has not been closely analysed and if the number of staff has been conditional largely by some traditional establishment, standards are unlikely to accord with real effectiveness.

The fact that the Unions in the hospital service, some of whom have officials specially trained in work study, are actively encouraging their members to co-operate in schemes under which a 100 performance is necessary in order to earn a full bonus shows that this tempo is not excessive. Initial indications are, indeed, that the men and women who are engaged in schemes producing these results are perfectly happy to maintain this pace in order to earn a substantial cash reward. But the one essential is that organisation should be good. A programme of work must be clearly specified, delays must be avoided and supervision must ensure that quality is maintained. To achieve this method study must run concurrently with work measurement and management, from the top downwards, must play an active part in controlling productivity schemes.





## CHAPTER I

### INTRODUCTION

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The National Board for Prices and Incomes has attracted both admiration and criticism but there is no doubt that its reports have led to a study of productivity by a large proportion of the industries and services of this country on a scale which is quite unprecedented. Britain's chronic economic crisis has created a climate in which the need for such study is universally appreciated and, indeed, the prompt and effective adoption of schemes leading to improved productivity may be the only means of ensuring our survival as a leading industrial power.

There are many facts which justify such a contention. During the post-war years Britain has dropped steadily behind in the international productivity league. There are now 12 nations, including all those in Western Europe north of the Alps, which have a gross national product per head greater than that of this country and Britain's share of world trade has been consistently falling throughout the 1950s and 1960s.

As the NBPI have pointed out, there are many industries which need to take urgent steps to improve productivity but, for a number of reasons, responsibility for action lies particularly heavily on the national and local services. In the first place many manufacturing industries have, for a quarter of a century, used various types of incentive schemes - often with success. Where success has been limited or absent the fault has usually been due to poor management or bad industrial relations and, in the efficient firms, a long experience of measuring work has led, in most cases, to a wages system which produces a reasonable level of performance. In any event, the proportion of man power in manufacturing industry is



It is clear that to achieve good results many attitudes and procedures must be changed and here training can play a part. Some training can be given on the spot by the work study teams which are now being enlarged. Other training can be given at formal courses and it will be increasingly important to deal with productivity at all courses for managers and supervisors. Some suggestions about the ways in which the limited training facilities of the hospital service can best be used are made in Chapter 6.

So far, as a result of Report No. 29 of the NBPI attention has been concentrated on the ancillary staff. As is well-known, this report stated that "there is plenty of room for improvement in the utilisation of the manual labour force". The Board expressed the view that some members of the ancillary staff, particularly men, were under-paid but considered that increases should be conditional upon improved productivity. They recommended the general introduction of bonus and productivity schemes based on work study and work measurement and proposed an "interim" productivity scheme which is discussed in Chapter 5. As a result Regional Boards and Boards of Governors have been asked to recruit a large number of additional work study officers as soon as possible. It is thought that about 800 will be needed (at the peak) for this work alone.

It is expected that this increase in staff will more than pay for itself and give the hospitals a smaller but more effective staff. Certainly the potential gains are large. £160 millions per annum are at present spent on ancillary staff and if it could be demonstrated that these were, on average, working at a 50 performance and if a halved labour force could do the work at 100 performance, a sum of £80 millions a year could be shared between the workers and other hospital services. This, however, is a purely theoretical assumption. In some fields, particularly in psychiatric and sub-normal hospitals, it will be impossible to reduce the number of some

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categories of ancillary staff who should probably be increased. Circumstances will probably make it impossible for many staff to work consistently at 100 performance and the difficulties of redeploying staff are likely to make it impossible to approach the theoretical figure. But experimental schemes have already shown that by restricting recruitment and by providing incentives which are welcomed by the better workers, a much smaller but more effective labour force can, in some fields at least, do the job that is necessary.

It was Report No. 29 which sparked off the current effort but Report No. 60 which was issued by the NBPI in 1968 showed that the Board was equally concerned with the deployment of nurses. No doubt schemes of the kind described in the present report would be inappropriate for nursing staff but the proposals of Report No. 60 and the developments following the Salmon Report will make the more effective use of staff a constant preoccupation in the nursing field. The work of nurses and of some categories of ancillary staff are closely interwoven and it would be disastrous if the ancillary staff were considered in isolation. This point also applies on training and is referred to again in Chapter 6.

Nor are the administrators or the doctors exempt from the scrutiny which the scarcity of NHS resources now demands. Clerical work measurement is well advanced in a number of large organisations and will no doubt be employed in due course in the hospital service. It is vital that productivity agreements should not affect the service which is given to patients but this can only be ensured if doctors co-operate in changes which may be necessary. And the doctors themselves may be able to make valuable contributions. Experience has already shown, for example, that by better theatre organisation surgical firms can achieve marked increases in 'productivity' to the advantage of patients on waiting lists and operational research may

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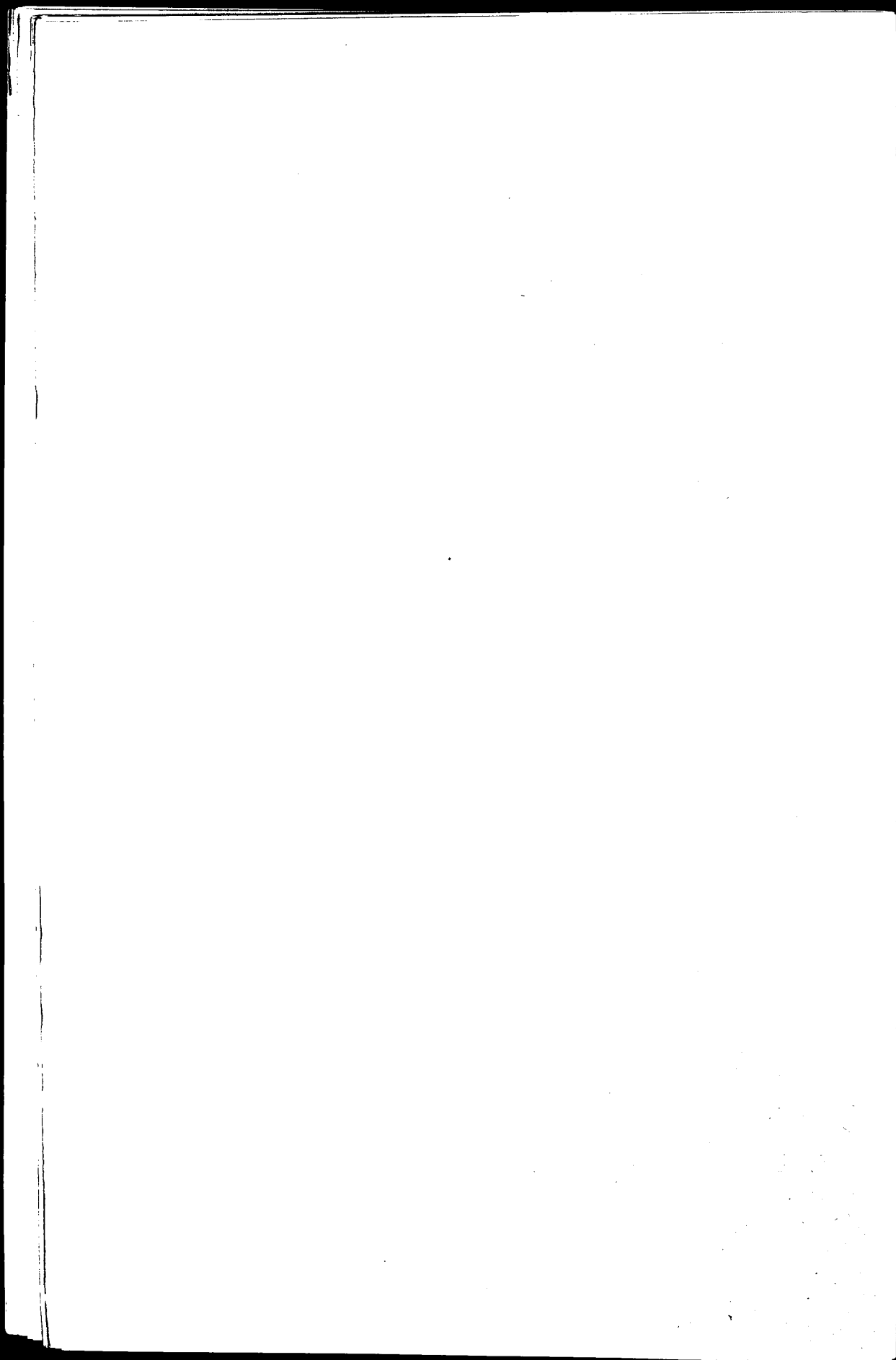
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reveal many other ways in which medical staff can help to relieve the resources which they and the service require.

Very similar considerations apply to the professional and technical staff. Automation is already developing in pathology and operational research and the co-operation of the doctors could lead to valuable economies in radiography and other specialties. In all the professions work study, training and possibly some relaxation of existing lines of demarcation may lead to the better use of very scarce human resources.

To obtain improved productivity will not be easy otherwise it would have been done already. That it can be achieved has been proved. That it must be done is now clear if the service is to make ends meet and to meet its national obligations.





## CHAPTER 2

### TYPES OF INCENTIVE SCHEMES

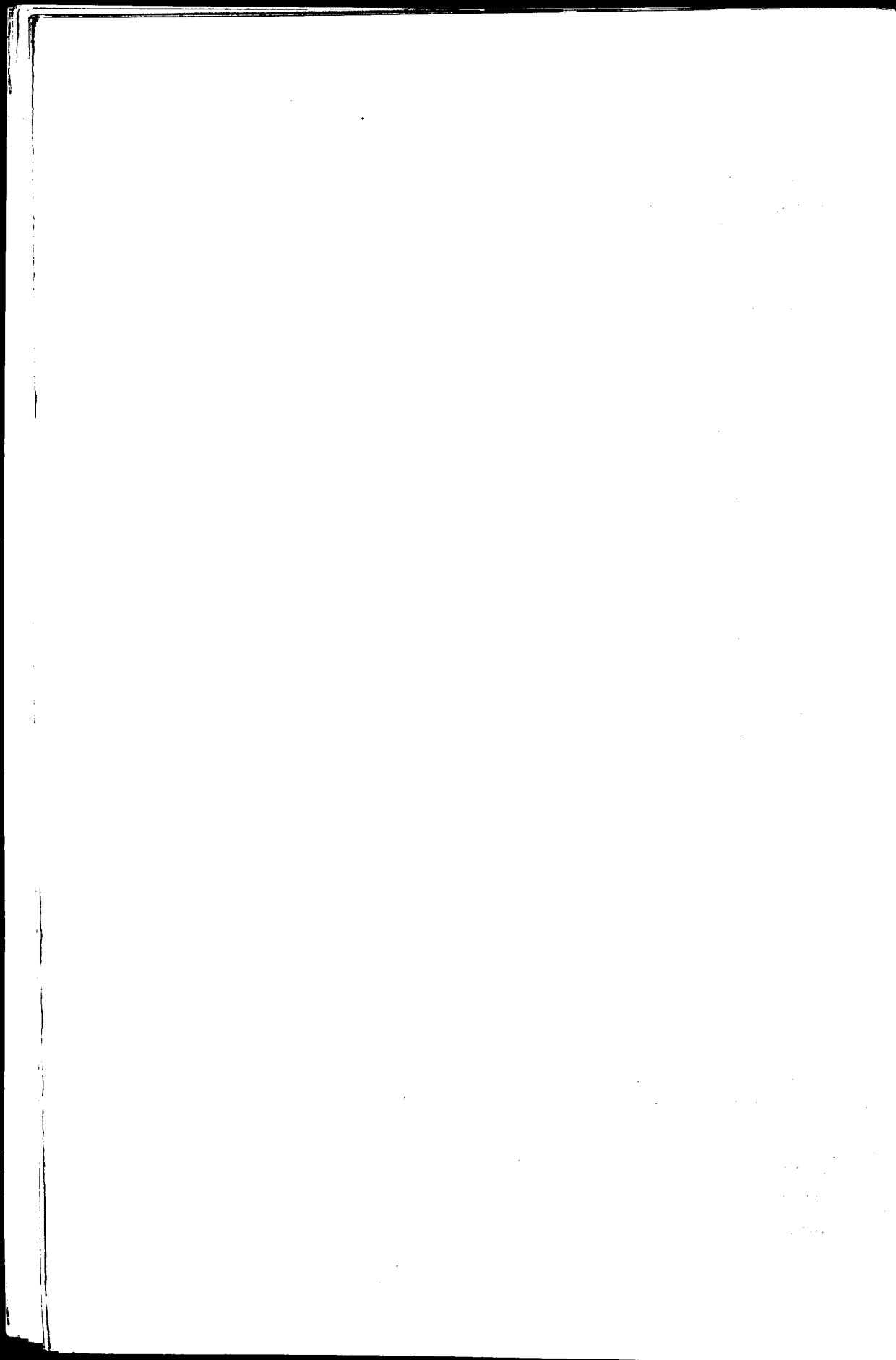
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Current thinking about training emphasises the fact that little benefit will be gained unless the situation which it is desired to change has first been thoroughly analysed. It was therefore the first object of this study to examine the productivity schemes which are being tried out in the hospital service - and also those which may be adopted - in order to discover if possible what obstacles exist which might yield to different forms of training.

This chapter, therefore, and the following ones, outline the characteristics of the three main types of schemes which seem applicable to hospitals, variable incentive bonus schemes, measured day work schemes and productivity agreements. They summarise briefly the experience so far gained of variable incentive schemes and describe a measured day work scheme which has recently begun in one Region.

#### Variable incentive bonus schemes

These are schemes which have long been used in industry and which give either to individual workers or to groups of workers bonuses in direct proportion to their output. They can clearly be applied most easily in a situation in which goods are made or services rendered in a regular cycle and in which there is scope for increasing the product if the workers made extra efforts. They provide, in fact, the same kind of incentive as piece rates in a factory. They can also be applied if a smaller number of workers produce the same quantity of products and can be used in non-cyclic work e.g. building provided that there is a tangible result which can be measured. As is indicated below, these schemes are being applied to laundries, building and engineering departments and may also be applicable in large central sterile supply departments.

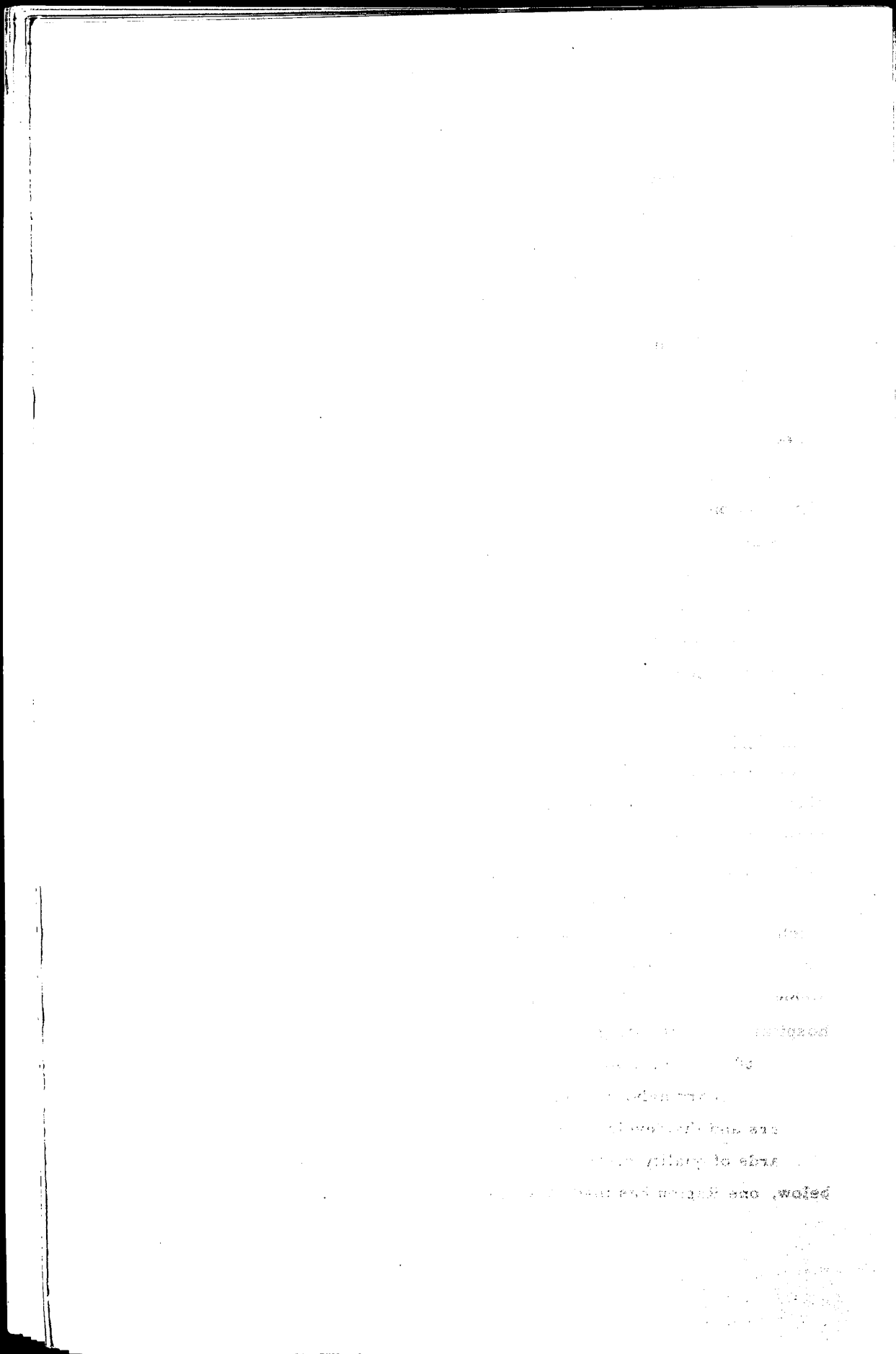


Such schemes have proved their worth in many contexts but have some disadvantages. A great deal of time and money is required not only to instal them as in other schemes, but also to maintain them. The administration and maintenance of such schemes involves considerable clerical work since the output of each individual or group must be recorded and translated, in accordance with an agreed formula, into a weekly bonus.

So far this preparatory work has taken from 6 to 12 months in the case of each scheme and though it is hoped to speed up the process by the creation of a central bank of synthetic data it will never be possible to instal schemes quickly. Synthetic data will be valuable but circumstances vary so widely that much checking and measurement is always likely to be required. Such schemes can however produce impressive results and the outcome of some initial experiments is described below.

#### Measured day work

Where a service is regularly performed but no tangible product is obtained, e. g. in cleaning, it is both difficult and unnecessary to record exactly the daily work performed. Since the same cleaner is normally expected to do the same amount of cleaning there is no scope for a variable bonus. It is however important to know how much cleaning one man or woman can be expected to do in a given time. There is evidence from several Regions to show that the amount of work done by cleaners varies enormously in different hospitals and that with good organisation and standards a good deal of the £60 millions which is spent on cleaning in hospitals could be saved. Accordingly, meticulous measurement of the work of cleaners and the development of exact job specifications and standards of quality control deserve a high priority. As indicated below, one Region has made much progress in this direction.



Similar considerations apply to catering. The amount of food provided is normally fairly constant, quality is of the highest importance and the operations carried out vary so much that the daily recording of work done would be an unnecessary burden. Efficiency, however, varies greatly between hospitals and hence the measurement of the times taken for different operations is essential if an objective criterion of efficiency is to be obtained. This has also been done by the same Region.

In both these spheres, therefore, an appropriate performance level has been set for a particular hospital and the number of staff which is required at this level of work has been calculated. Hence a bonus will be paid if the staff is reduced to an agreed level and, in the introductory period, the bonus will increase if the staff decreases - provided that output and quality are maintained. From the data obtained it is hoped to apply similar schemes to other hospitals and also cut out the clerical work which variable schemes involve.

#### Productivity agreements

There will be some cases, e.g. porters or ward orderlies, and possibly in the future, some professional and technical staff, where the incidence, extent and nature of the work varies so much that it is too difficult to prescribe and measure a regular work load in the same way as for a variable or measured day work scheme. The categories mentioned are, in the main, concerned with providing services for patients and hence the work is conditioned by their needs and cannot be governed by the workers themselves. In such cases it is possible that if the men and women concerned agree to changes in methods and, by the elimination of traditional demarcations, to alter existing practices and thus increase productivity or allow staff to be reduced, a flat rate bonus may be negotiated.



## CHAPTER 3

### VARIABLE INCENTIVE BONUS SCHEMES - THE FIRST EXPERIMENTS

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The significance of productivity schemes is that they push the relationship between management and employees into a new dimension. The underlying stimulus for the schemes is a national need and their immediate justification is that, if the schemes work well, both management and staff benefit. But both have to work harder to achieve success and this is likely to be denied unless both parties trust each other and fully understand the bargain which has been agreed. Hence psychology must play a decisive part in the introduction of schemes and co-operation with the unions is a matter of great importance.

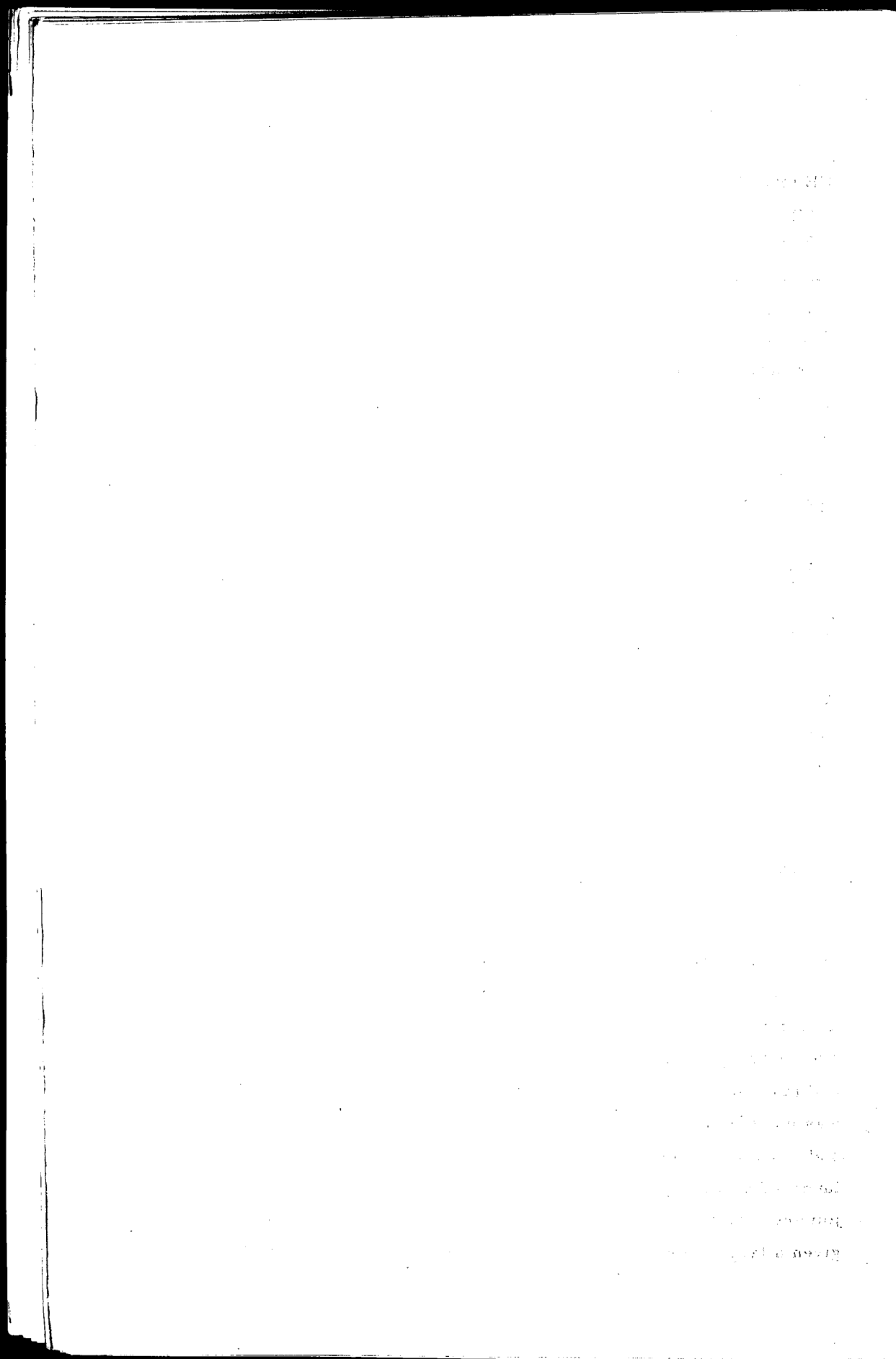
An attempt to assess some of the psychological implications is described at the end of this chapter, but in order to illustrate the background, thumb-nail sketches of the schemes visited are given below.

#### Building Schemes

Three building schemes which are actually in operation were visited and each showed interesting variations. All suggested some training needs but the patterns were notably different.

#### Group A

This covered a large psychiatric hospital much of which was built 100 years ago. The maintenance problem was therefore a big one and much work had previously been put out to contract. When work was measured it was found that the average performance was about 53 and after agreement with the unions a variable incentive scheme was launched a year ago. Bonus is paid on a group basis to the painters, joiners, bricklayers and plumbers respectively and each group is given a target time for every job which they undertake. If they finish





the job in less than the time prescribed they can go straight on to the next one and their total bonus for the work is based on the amount of work completed. The scheme was deemed to be successful because all groups were giving a performance of over 100 (the painters had, in some weeks, reached 118) and were thus earning substantial bonuses, and at the same time substantial benefits were accruing to management. It was indeed calculated that with a constant budget of about £65,000, 43 per cent more work was being done at the hospital, taking into account the jobs previously done by contractors. Arrears of maintenance were being overtaken and it was hoped in due course, to make further reduction in the labour force through wastage. These results, it was concluded, were produced largely because the men knew in advance how much time they were allowed for each piece of work, a characteristic not shared by the schemes in Group B and C below. The target times were calculated, largely on the basis of measured work but partly from experience, by a retired builder who acted as a full-time estimator. Reactions to this scheme by the managerial and supervisory staff are recorded in the interviews described at the end of this chapter.

#### Group B

This scheme, which was installed by consultants nearly four years ago, covers two medium sized and two or three small hospitals, and one fairly large hospital. The performance by the building staff when the scheme was begun was 49 and now averages 90. The number of craftsmen has fallen from 24 to 18 and it was stated that this smaller force has produced additional work to the value of £7,500 a year which has enabled contract work to be avoided. Some synthetic times were provided by the consultants and there is one team under a general foreman at the group of smaller hospitals, and another at the large hospital. The two teams are paid group bonuses and these are based on reports made by the men themselves, countersigned by the foreman. The work shown in the reports is then translated into standard minutes by an administrator, assisted



by a bonus clerk, who has had some training as an analytical evaluator and the group bonus is thus calculated. Since it is felt that some jobs make it easier to earn bonus than others the weekly group bonuses are based on the average performance over the last four weeks - a practice which tends to even out the men's take-home pay. This system however, does not enable a man or a team to know in advance how much time is allowed for any particular job. It is felt by many work study officers and, as indicated later, by the Inner London Education Authority, that target times form an important incentive and their absence in this group may explain, to some extent, the fact that standard performance is not being reached. The foremen receive a bonus proportional to that of the men under their control and it was stated that quality has been maintained, since inadequate work is sometimes disallowed. Arrears of requisitions were previously heavy but these are now dealt with almost at once.

#### Group C

This scheme, which covers a large group of teaching hospitals, is significantly different from the two described above. It is controlled directly by the Chief Engineer and the building department is integrated with the engineering department, both departments having a common budget. The scheme, which was designed with the aid of consultants, was begun in order to tackle a situation in which the performance of the building staff was very low, originally estimated as 40. The Chief Engineer considers that the success of bonus schemes depends on restructuring management and, after reorganisation, performance rose - during the reference period before the bonus scheme began - to 60. It now averages about 94.

Originally there was a foreman for each of the building trades but all the remaining supervisors, both in the building and engineering trades, have now been concentrated in two planning groups - one of which deals with day to day requisitions - both building and engineering - and the other with longer term maintenance and minor

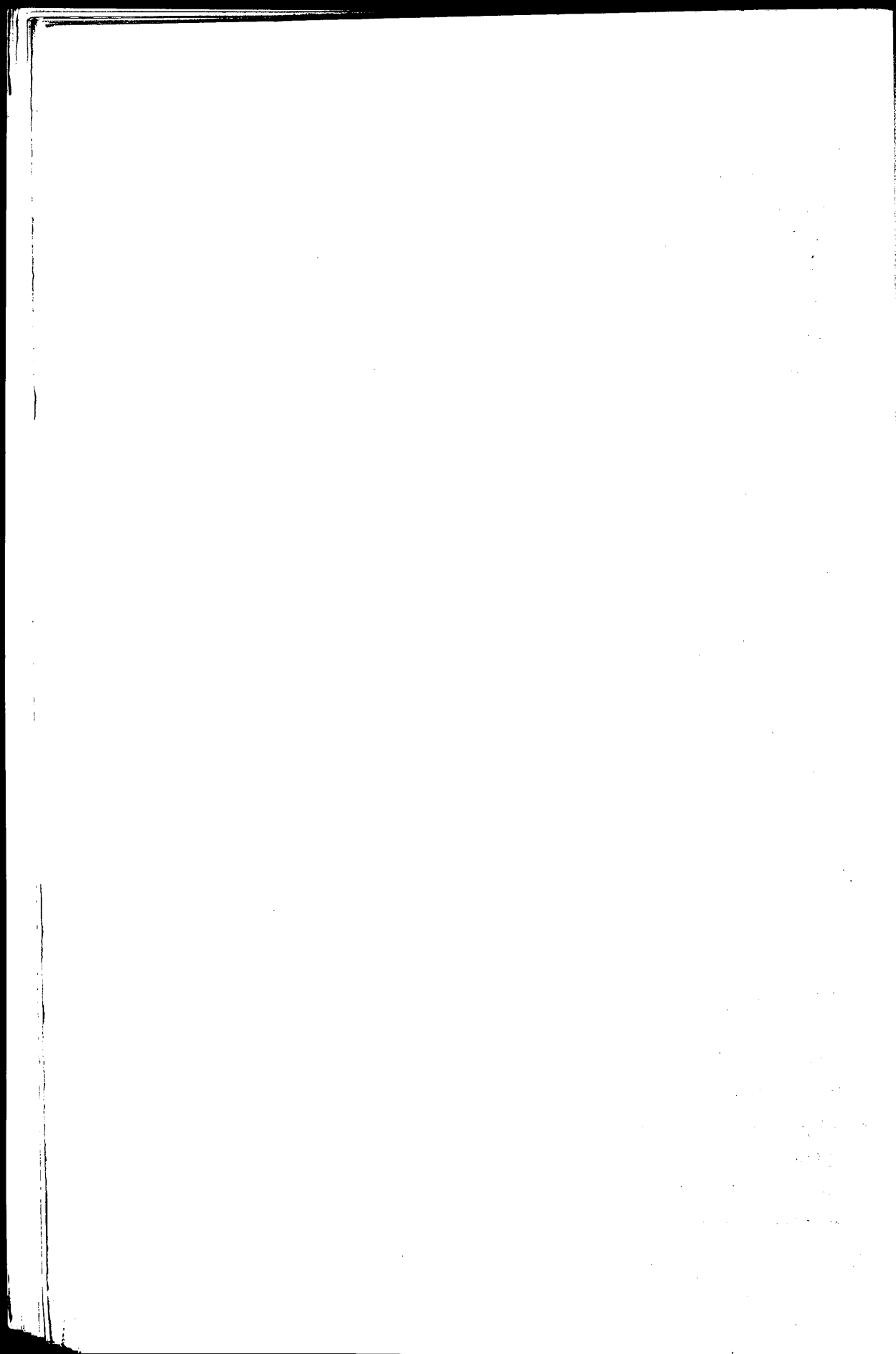
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capital work. Each group therefore supervises the work of teams composed of men in all the building and engineering trades. One group is headed by a general foreman who was a bricklayer and the other by an ex-electrician. The two general foremen were selected with great care and it does not appear that the novelty of allowing a bricklayer to control electricians and fitters and of giving his electrical colleague control over building workers has caused any difficulties.

At the time of the visit bonuses were only being paid, on a group basis, to building employees but it was hoped to extend the scheme very shortly to the engineering staff. Bonus to the painters was based on measured work but that for the other trades was based on comparative estimating carried out by the Hospital Engineer who had been trained in work study, with the help of a works assistant. No bonus clerk was employed but such a clerk may be necessary when bonus is also paid to the engineers. Planned maintenance is already in operation on the building side and will shortly be introduced for engineering work.

It was stated that the scheme has already led to a reduction in the maintenance expenditure of the group of nearly £20,000 a year, that more work is being done (contractors having been dispensed with) and that requisitions can now be dealt with immediately. The men on bonus are getting about 28 per cent above base rates and average overtime has dropped from 11 to 5 hours a week.

Two interesting training points were also mentioned. It was found that the association of foremen from different trades in the two inter-disciplinary groups was in itself a valuable stimulus to better supervision and several of the foremen had been brought in to work, on a rota basis, in the Group Engineer's office to give them a better understanding of work and method study. 8 men from the



department were also attending, apparently with considerable benefit, a day release course on work study run by a local college.

#### Laundry Schemes

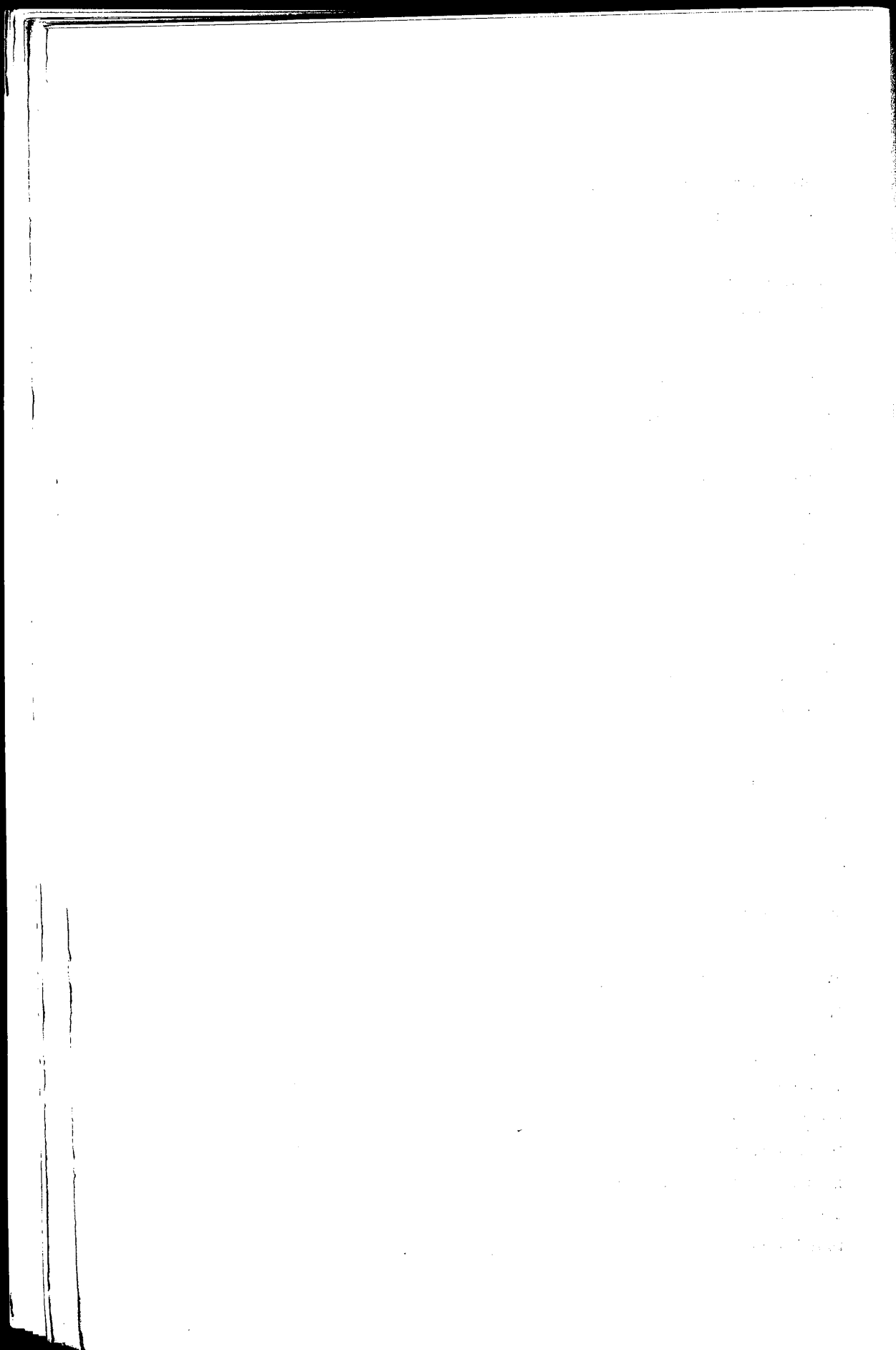
Two laundries at which incentive schemes are in operation were seen and a visit was also paid to the initial staff meeting at a laundry in which a scheme is now operating. Incentive schemes have, for many years, been extensively used in commercial laundries so that schemes, in this field, are not breaking new ground. As indicated later however, there are special problems of supervision and control in hospital laundries which seem to need urgent attention. Notes on the three visits follow:-

##### Laundry D

This was a laundry on the grand scale. It caters for 33 hospitals and deals with 148,000 pieces a week; though its site is rather restricted there has been much capital expenditure on new equipment. This is intensively used since both day and night shifts are worked.

The bonus scheme follows a normal laundry pattern, giving individual bonuses to a small proportion of the staff such as sorters or press hands, who can work independently, and group bonuses to small groups of workers on washing machines, tumblers, calenders etc. The scheme had been in operation for more than a year but it was stated that, at first, performance rose very gradually. Good operatives were persuaded to coach the slower ones for a week or two and this had a good effect. It was stated that the average performance of the 83 day staff and 43 evening workers was 106.

The success of this scheme seems to stem from a satisfactory management structure. The manager, in whose work the Deputy Group Secretary takes a keen interest, is supported by two assistant managers and two foremen in addition to chargehands working with groups of staff. The bonus scheme is serviced by a HCO bonus clerk who has acquired such a grasp of the scheme that it was said that "it would collapse without her".





### Laundry E

This laundry, also selected for a pilot scheme because of its reasonably good performance in the past, was on a more modest scale and was laundering 33,000 pieces when the scheme began in 1967.

There were 23 staff at that time whereas now 21 staff are dealing with 47,500 pieces.

This is a striking improvement but the scheme has not been without difficulties of a kind which are liable to beset other laundries embarking on incentive schemes. First there has been concern about quality - partly because the chargehands who are on bonus are, not unnaturally, more concerned about quantity than finish. Secondly a growth of productivity in a variable incentive scheme presupposes a growth of output. This was supplied by taking in work from additional hospitals but it was not easy to correlate the supply of extra washing with the capacity of the workers to produce more work. There is clearly a latent danger in such schemes of washing everything every day in order to assuage the workers' hunger for bonus earnings! These and other factors have caused some oscillations in the weekly bonus but on average the performance at the laundry has ranged from about 80 to 90.

It appeared that one cause for this unevenness and for the concern about quality was the absence of an adequate supervisory structure. The manager was on his own, though he was greatly helped by the sympathy and interest of the Group Management, since there were no foremen, so that quality depended on his personal supervision. His job involved dealing with a number of hospitals and during his inevitable absences a lack of control was to be expected. It was hoped to recruit a suitable foreman or assistant but in all laundries there is an acute difficulty in finding supervisory staff of the quality required. This problem is greatly accentuated at laundries with incentive schemes and is discussed in the chapter on training.

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### Laundry F

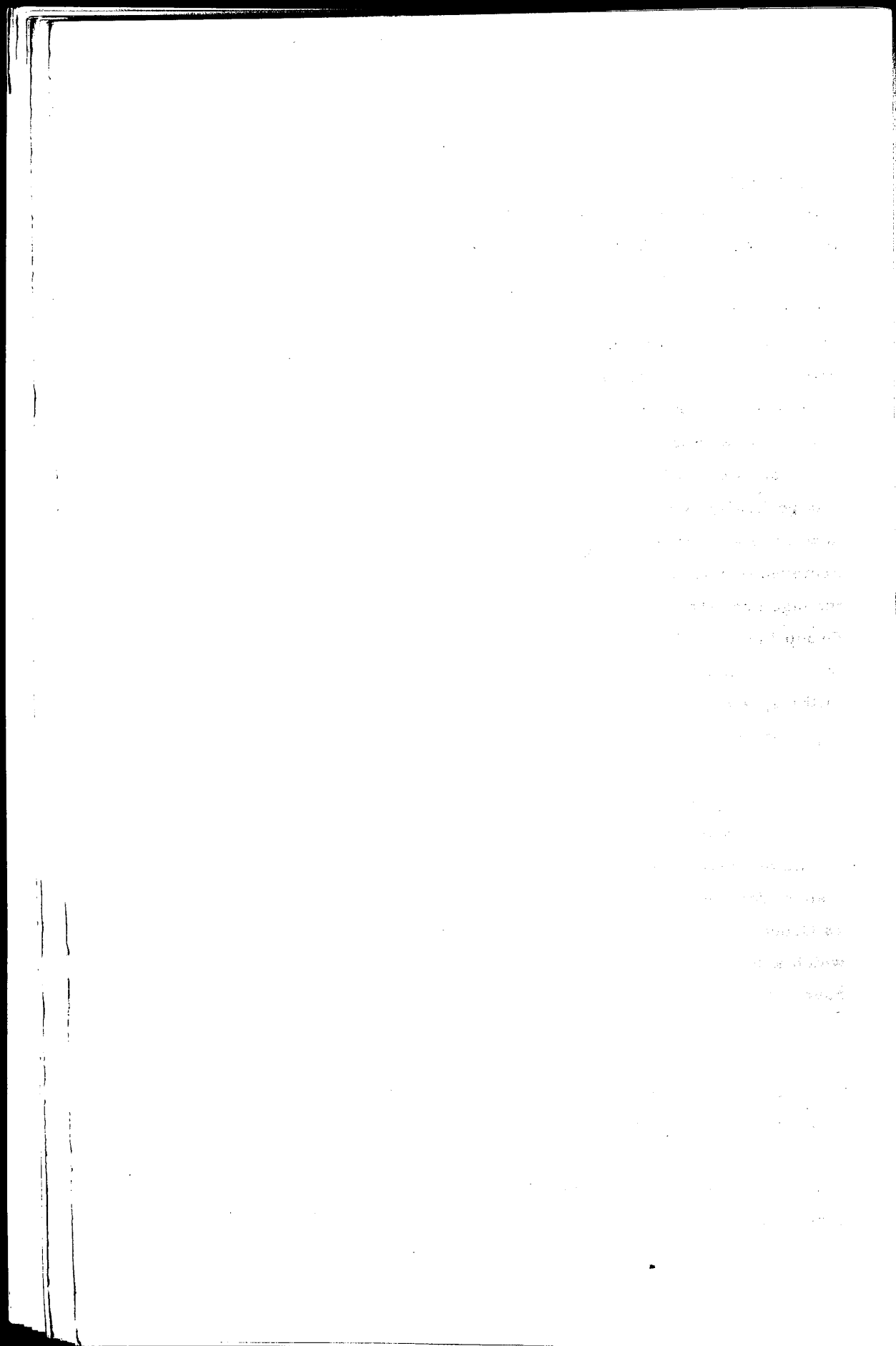
The scheme at this laundry which has recently been started, is the first to be initiated by a Regional Work Study team without the aid of consultants. Some months of work measurement preceded the introduction of the scheme and the author was present at the meeting of all the staff of the laundry at which a trial scheme was agreed. After explanation of the scheme by the work study officer and comments by a union official, the staff were left to have a private discussion with the official. It was clear that some members of the staff had reservations and suspicions but after a full discussion it was generally agreed to give the scheme a trial. The scheme has now made a promising start and a performance of over 80 was achieved during the first month. It is perhaps significant that the management structure is stronger than at Laundry E. There is a Group Laundry Manager who controls three laundries and a superintendent of Laundry F. Since the Group Manager is keenly interested in the scheme arrangements can be made for him to share continuous supervision with the superintendent.

### Some Interviews

In order to seek the views of the staff of building departments about incentive bonus schemes, interviews were held with building supervisors, foremen and chargehands in three groups - one that described as Group A above - where a scheme has been in operation, - one at which a scheme was about to be started, and one in which no proposals have yet been made.

Not unnaturally, the interviews proved most illuminating in Group A, where actual experience had been gained, but the views expressed in the other two groups were also reassuring.

In Group A interviews were held with the building supervisor, the general foreman, the foreman painter, and the chargehands for the



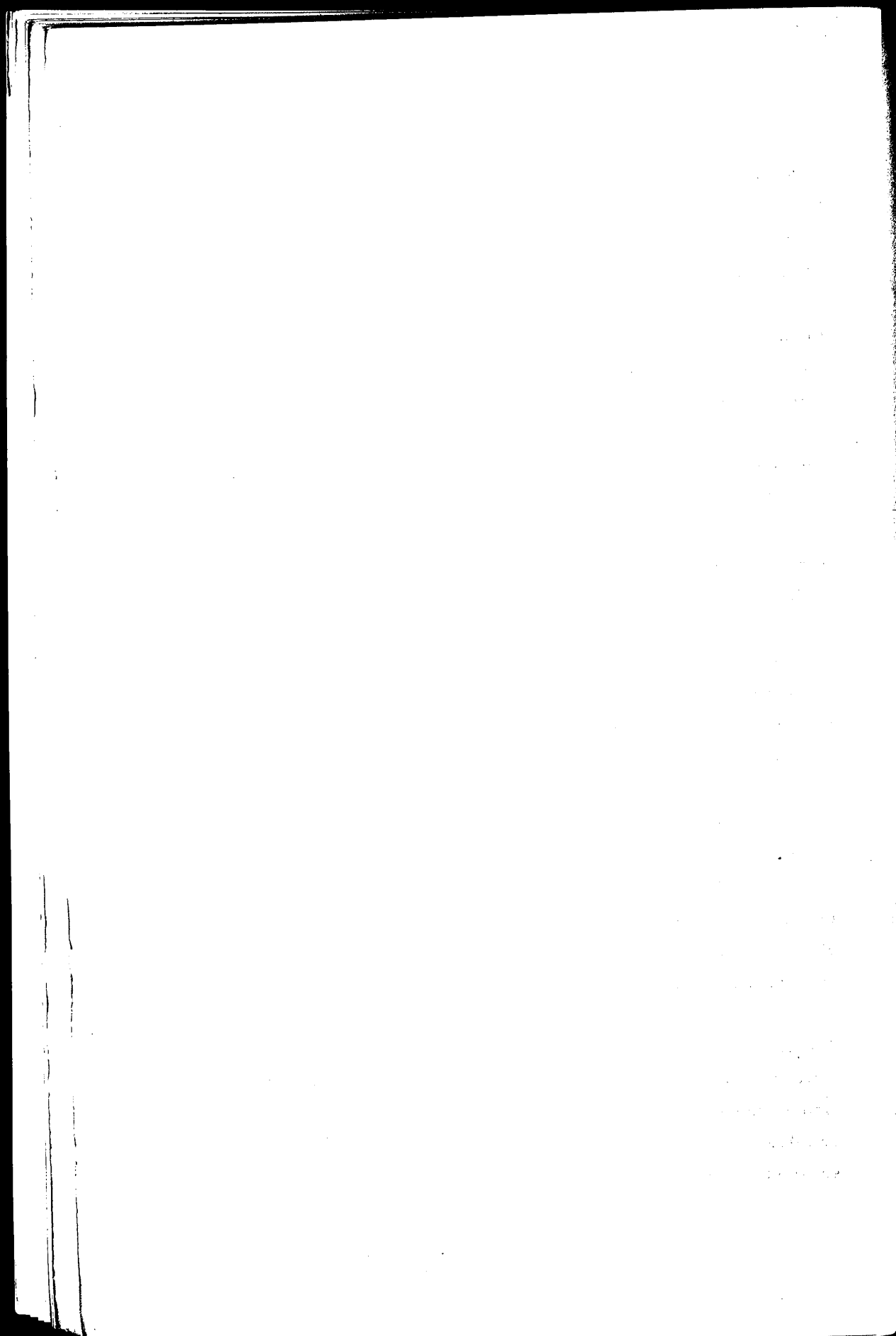
bricklayers, joiners and plumbers. As indicated above, this scheme has been successful and all those interviewed, with one exception, confirmed that, in their view, it is a good one. It was notable that no one thought that the increased productivity was imposing an excessive strain on the men and it was agreed that even the older men were able to earn a good bonus without too much fatigue. The explanation offered was that the men themselves were conscious of the need to avoid waste of time. They are now chasing their supervisors to arrange a regular flow of work and since the men know the length of time that each job should take there is a sense of competition to beat these times if possible. It was fortunate that, concurrently with the scheme, a reorganisation of the stores system took place and a joint building and engineering store was established which enabled equipment and materials to be made available as soon as they were required. It was agreed that initially the men had some reservations about the scheme but these were resolved at a series of meetings and foremen and chargehands now have a clearly written booklet which describes the operation of the scheme and the method of bonus calculation. There also appeared to be unusual confidence in the impartiality and approachability of the estimator and though there had been queries about allowed times, there had been no disputes. Everyone had been able to earn bonus and most men were taking home £ 5 - £ 6 a week more in wages, with considerably less overtime. The result has been that whereas wastage in the past was high, the hospital can now hold its labour force and can indeed recruit good men if they are required. Although some doubts remain about quality, the foreman and chargehands themselves considered that the standard of work was being maintained. They were used to turning out good quality work and did not think that the avoidance of delays had affected their previous standards.

To this chorus of approval there were some reservations. The general foreman thoroughly approved the scheme but felt it was unfair

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to himself. His bonus was limited in accordance with HM (68) 80 to 20 per cent of his base rate and consequently labourers sometimes earned more wages than he did. The scheme made his job harder because he had to arrange a continuous series of jobs and also to travel ceaselessly round the very large area of the hospital in order to check quality. It is clear that variable incentive schemes change the character of supervision. The foreman no longer has to urge men to work - they in fact, pursue him, but planning and quality control is vastly more important. Hence, as discussed later, the problem of supervision and differentials has acquired a new urgency. There were also other grumbles. The foreman joiner was aggrieved because joiners, who regard themselves as the most skilled trade, earn, under this scheme, the lowest bonus. There was indeed some jealousy amongst all the other trades, of the painters who benefited most under the scheme. It was stated that this rate of earning was caused, not by looseness of rates, but by the fact that painters are subject to less interruption than the other trades. The chargehand plumber had a theory that there ought to be a group bonus for all trades but this view was not supported by the others. A further criticism was that the scheme made no provision for apprentices. There had recently been some apprentice joiners and though they had moved on to other jobs after their training was complete, it was felt that they had been valuable and that some method of integrating them into the scheme should be found. Finally, the building supervisor did not approve the system under which the estimator was responsible to the Deputy Group Secretary rather than to himself.

The general impression, however, was that in spite of minor criticisms and the basic question about the status of senior supervisors, the scheme fulfilled, in a fairly striking fashion, the criterion of a good incentive scheme, namely, that it should bring substantial benefits to both men and management.





Interviews in Group D were necessarily more hypothetical but some interesting points emerged. It had been decided to launch trial schemes in both engineering and building and the building supervisor had attended an appreciation course in work study at the Regional Training Centre which he found valuable. He was therefore very ready to help in carrying out an experiment. The group engineer had recently been appointed and felt that since a planned preventive maintenance system had not yet been completed it would be some months before an engineering scheme could begin.

On the building side a meeting of all the building workers had been held and agreement in principle had been obtained to a trial scheme. The way therefore had been cleared for work measurement to be undertaken but there was some feeling that the meeting had not given the men a very clear picture of what was in store. It was said to have been rushed and two supervisors commented that a written explanation of the scheme would have been valuable. A further appreciation course for supervisors had been planned and all of them were looking forward to this. It was stated that whilst the younger men were in favour of a scheme the older men had doubts whether they would be able to earn comparable bonuses. It should be added that the author also attended an initial meeting of building workers in Group G. Here the scheme was explained by the Chief Work Study Officer with the help of a union official. The atmosphere seemed relaxed and friendly and the men agreed very willingly to give the scheme a trial.

Several of the interviews showed that the relation between incentive schemes and planning was appreciated. It was said that at present there was much waste of time and that delays were sometimes caused by the absence of necessary materials and equipment in the store. The building store was small and often unmanned and an improved stores system was thought to be a prerequisite. Some methods

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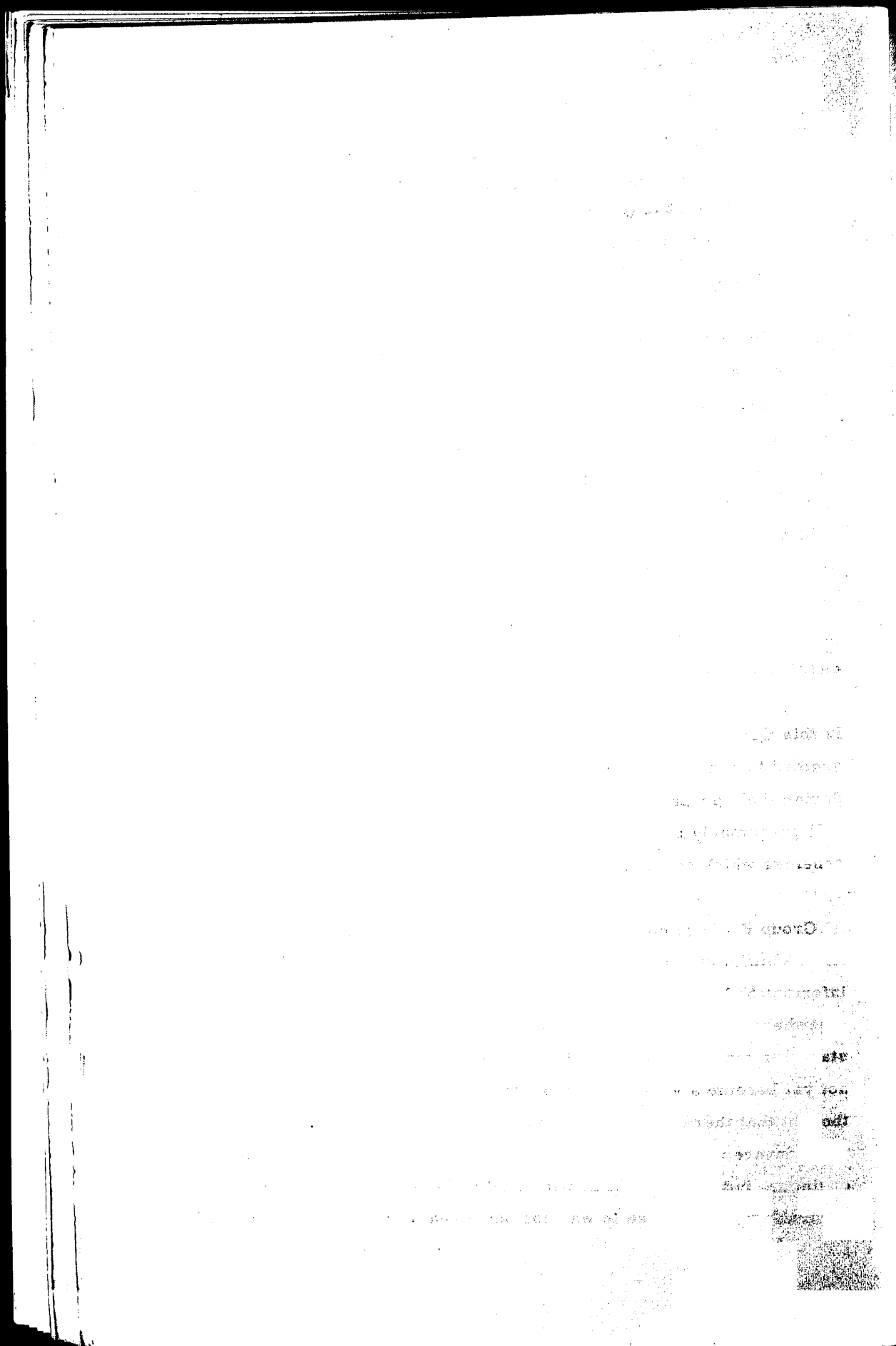
Interviewed in October 1964

improvements indeed seemed essential before the scheme could get under way but there was fortunately much confidence in the work study team leader who had had experience of building schemes in local government.

One general foreman, who was younger than most, had some considered views on training. He had attended 5 day courses on interviewing and communications and on business management at the Regional Training Centre. He had found these enjoyable but thought that 90 per cent of the subject matter was inapplicable and he would welcome a form of planned movement which would enable him to work as a foreman in two or three different hospitals. He appreciated that not all foremen would wish to do this but thought that if a number were prepared to do so, a preparatory course before the secondments took place, followed by a second course at which experience could be discussed, would be most valuable.

In this Group therefore, the prognosis seemed hopeful and much seemed to depend upon the tact and competence of the work study team during their preparatory work. As experience in hospitals grows it will presumably be easier to prepare written handouts about proposed schemes which should help to allay initial doubts.

At Group E where no scheme had been proposed, there was of course, little knowledge about the details of incentive schemes. Some information had been circulated by the union and, as had been noted elsewhere, there appeared to be more interest among the building staff than among the engineers. Evidently, however, the matter had not yet become a very live issue - though the two foremen interviewed thought that there was much scope for the more organised approach to maintenance which an incentive scheme would bring. The group engineer, indeed, thought that it would be better to adopt a "do it yourself" approach than to wait for some years until it was the turn of



the hospital to be fully work studied, and if he was given some help he was ready to "have a go".

### Conclusions

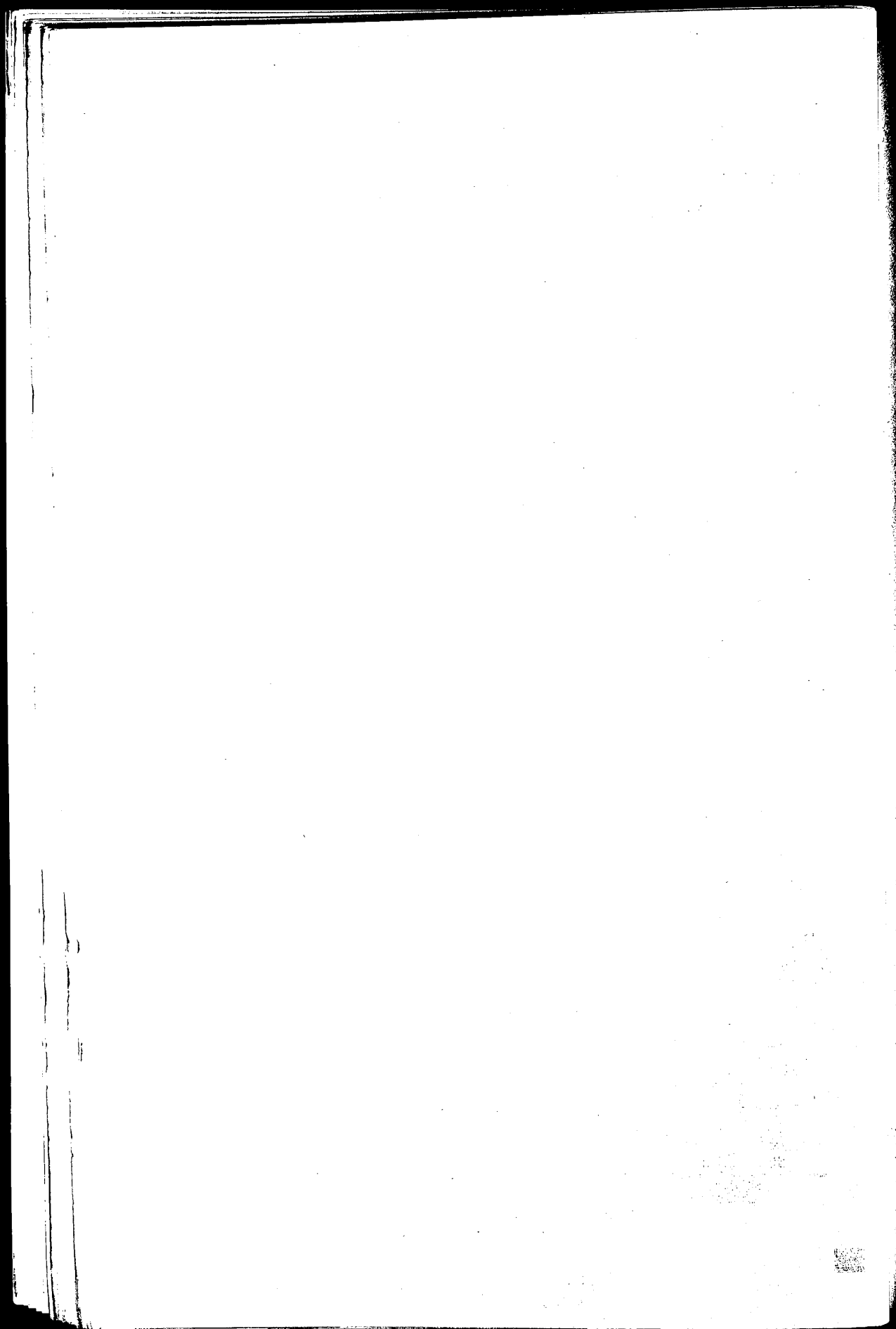
It will be seen from the above account that in two fields of hospital work, building and laundries, notable success has been achieved by variable bonus schemes. They have been the fruit of much laborious technical preparation and the rate of installation is still very slow. Much valuable experience has been gained but this is not as yet sufficient to establish a central "data bank" and, even if 800 work study officers can be recruited, it seems likely to be some years before such schemes can become general if present procedures are followed. If the current satisfaction of the men and women who are earning bonus continues, pressure from other hospitals to have similar opportunities is likely to become intense.

It is also interesting to note the very different patterns of the three building schemes. Group A's target times and Group C's interdisciplinary approach are both features which seem to have many advantages and might be combined in a future scheme. It will be noted that no real experience has yet been gained in the engineering field and it will be important to find out whether the rather intangible character of planned preventive maintenance, particularly electrical maintenance, is readily susceptible to an effective bonus scheme.

Disadvantages of these schemes are that they are not only costly to instal but also relatively expensive to administer. Much detailed data has to be collected and a bonus clerk is likely to be required for each group of about 40 staff. Either an estimator or an evaluator is needed for a building or engineering scheme and, as noted, it seems essential for supervision to be increased if quality is to be maintained. On the other hand the control data required is of real value to management - if it is used constructively - and it is evident that



incentive schemes facilitate the introduction of a host of organisational improvements of great significance.





## CHAPTER 4

### MEASURED DAY WORK

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Laundries and maintenance departments are relatively small sectors of the hospital service and the general view is that variable incentive bonus schemes are not suitable for the bigger battalions in the domestic, catering and portering departments. Here many millions of pounds are at stake - but so far only one Region has yet made a major attack on this problem.

Experimental bonus schemes have hitherto taken place in single departments in different regions, but in the region mentioned above an intensive study has been made of all the ancillary departments in a single hospital group. This group was selected as being fairly typical in that it comprised one large general hospital and several smaller hospitals. Twelve man years of work study will have been devoted to the group and measured day work schemes covering the domestic and catering staff are expected to begin shortly. A productivity agreement will cover porters and variable schemes are being applied in the maintenance and laundry fields.

The purpose of this very detailed study was to measure as many catering and domestic operations as possible in order to form an objective criterion for staffing standards. It was pointed out in Chapter 2 that increased production is not the aim of kitchens or domestic departments and that schemes should be designed to enable the necessary work to be done effectively with the minimum of staff. It is hoped that when, by work measurement and method study, staffing standards have been devised experimentally for a certain number of hospitals, it will be practicable to apply this data more rapidly to others.

CHAPTER I

THEORY OF THE CURVE

The first part of the theory of the curve is the study of the properties of the curve itself. This is done by considering the curve as a set of points in the plane, and by studying the properties of these points. The second part of the theory is the study of the properties of the curve as a whole. This is done by considering the curve as a set of points in the plane, and by studying the properties of these points.

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THEORY OF THE CURVE

In the catering department initial studies indicated that the average performance was low and it was decided, some months ago, to begin to run down the staff. Hitherto wastage had been high and it was expected that a standstill on recruitment would quickly reduce numbers. In the event, however, when rumours about an incentive scheme began to circulate, wastage almost totally ceased! However, some reduction was made and by means of method study and minor capital expenditure (such as the installation of a micro-wave oven) it was possible to get the required work done with fewer staff before a bonus scheme began.

In the case of the kitchen staff it has been estimated that when the numbers are 33 they will, if standards are maintained, be working at a 75 performance and beyond this point bonus will be payable. When, for example, the staff numbers 30 and 80 performance will be reached and a bonus of 14 per cent will be payable. The ultimate target is a staff of 25 with 100 performance and a bonus of  $33\frac{1}{3}$  per cent.

A scheme for the domestic department, based on similar principles, has also been worked out and it is hoped that both schemes will be launched shortly. They are as yet hypothetical, but as mentioned, staff reductions have already been achieved by method study. An important feature of the domestic scheme is that the present intention is to include in it only those ancillary staff who are concerned solely with cleaning duties. The job of ward orderlies, for example, is so closely connected with the work of the nurses that it is considered that they should be classed as nursing auxiliaries.

A productivity agreement for porters is also regarded as essential since the need for improved wages for head porters and better organisation for this class of employees were stressed by the NBPI. The best form of scheme is an inherently difficult problem and is still further complicated by the unusually complex layout of the general hospital.

In the catering department, performance was low and it was expected that a steady reduction was made in the system. However, to eliminate, steady reduction was made in expenditure level in the possible to get the system working.

In the case of the hospital, a 15 per cent reduction for example, the staff and a further 10 per cent of staff.

A reduction in the staff can also be made in the hospital. It is important to note that it is to reduce the staff with discharging the staff. It is already completed and that they should be able to

A productivity agreement is since the need for improvement organization for the sake of the The best form of action is still further complicated by the general hospital.

It is realised that the implementation of this ambitious scheme will provide a severe test for the group management. Measured day work cuts out the elaborate recording and calculating procedures required by variable bonus schemes but its goal of getting the same work done by fewer staff involves the streamlining of operations and a rigorous determination to maintain standards. Staff may be willing to allow numbers to drop in order to qualify for bonus payments but as numbers dwindle the strain on supervisors of ensuring that all the necessary jobs get done is likely to grow more intense. A critical point may be reached when the staff begin to earn bonuses of more than 20 per cent - the maximum bonus now permitted for supervisory grades. In addition to using measured daywork to achieve a reduction in staff, it is also feasible to apply it to groups judged to be of appropriate size for the task in hand and to pay them at a bonus rate provided they maintain agreed standards of performance. This may mean that the staff do more work in a given period of time, or do an existing job more thoroughly, rather than achieving the same output with fewer people. To discuss the many problems involved in the scheme the Regional Board is proposing to organise a series of management seminars in the group in which all managers and supervisors will participate.

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## CHAPTER 5

### THE INTERIM BONUS SCHEME

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It has been pointed out (a) that variable bonus schemes are appropriate only in certain departments of the hospitals (b) that only one major attempt has so far been made to apply the measured day work technique to other ancillary departments and (c) that nearly two years after the issue of Report No. 29 in May 1967, less than .005 of the ancillary staff are able to earn bonuses. Even if the 800 work study officers, now sought, can be recruited it seems likely, unless new techniques are devised, that it will be some years before a sizeable proportion of the ancillary staff are able to enjoy substantial bonus earnings.

It has, therefore, been recognised that it will not be possible to deprive other workers, for so long a time, of a chance to earn some bonus and an interim bonus scheme is now being tried out experimentally at selected hospitals. A comparable interim scheme was, indeed, proposed in Report No. 29 but after a survey by the Economist Intelligence Unit this particular scheme, which proposed bonuses on a collective basis for all groups of ancillary workers was rejected. Instead, the scheme now being explored is based on individual bonus groups, usually delineated on a functional basis.

The scheme at present excludes building and engineering workers, storemen, transport workers, workers in central sterile supply departments and, presumably, telephonists who are not part of the portering staff. All other members of the ancillary grades may earn a bonus of up to 5%, if the labour costs of the group to which they belong, in a particular hospital, can be reduced by a similar percentage. It is a condition of the scheme that the standard and amount of work now being done should be maintained and that account should be taken of any major items of equipment which are installed

CHAPTER 2

THE INTERIM BONDING

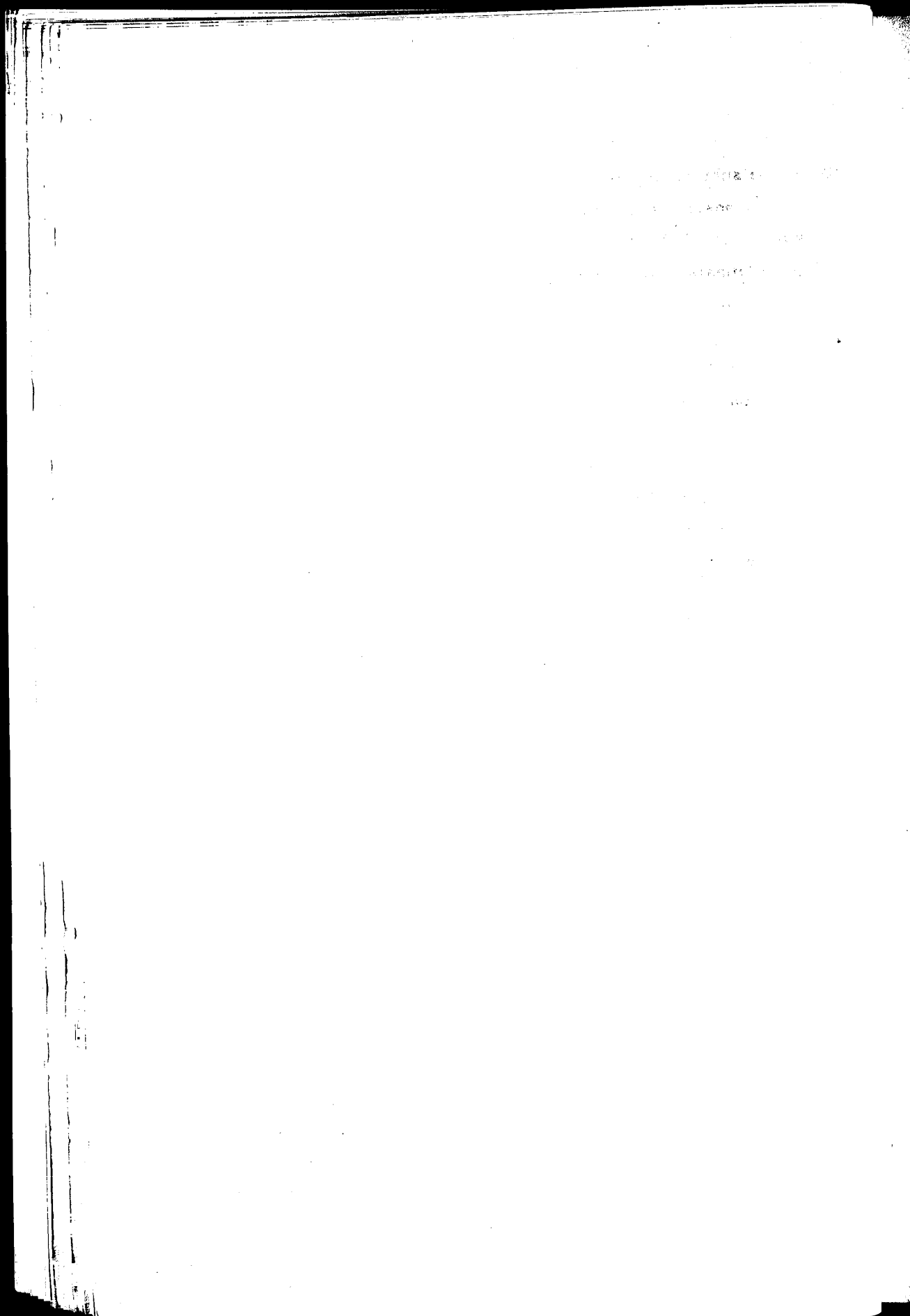
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after the scheme begins. It is hoped to implement this condition by requiring hospitals to complete lengthy schedules which list the work now being carried out and which give details of the areas to be cleaned, meals which are served, etc.

This work specification is designed to form the basis of an agreement to be negotiated with the workers concerned, in consultation with their trade unions. If the work specified is maintained (and additional costs involved in the scheme must be added), any saving in total labour costs can be passed on as bonus to the workers concerned - up to a maximum of 5% of basic wage rates. It is hoped that the necessary savings will come from improvements in methods and working practices, the elimination of unnecessary procedures, reduction in overtime, the avoidance of unproductive use of time, revised duty rosters and flexibility in the allocation of duties. It is suggested that, at an early stage, it is desirable to restrict recruitment so as to reduce labour costs. When agreement has been reached a specially appointed Implementation Officer is to carry out the necessary changes, group by group, and, when these have been made, a certificate will be sent to the Department of Health and Social Security, so that the proposed bonus can be approved. Provision is made to revise schemes when changes occur and schemes must be regularly reviewed. Supervisory staff will be entitled to the bonus provided that the hospital authority is satisfied that the scheme is running properly and that the quality of work and service is being maintained. All these provisions are to be reviewed at the end of the experimental period.

This is, therefore, a relatively simple do-it-yourself scheme and, if implemented, will have the merit of inducing both management and workers to collaborate in seeking ways of reducing labour costs. It will also have the advantage of forcing hospitals to put on record a good deal of control data which has probably not been available in the



past. It should be noted, however, that since there is no provision for any independent check of this data, there is no guarantee that it will be compiled in a precisely similar way at all hospitals. However, the data should be of value and may lead to more precise job specifications.

The scheme does, however, have a number of snags. The most obvious is, of course, that staff under the scheme are not likely to be content for long with a maximum bonus of 5% when some of their colleagues, either in the same hospital or in others, are earning much larger bonuses under variable or measured day work schemes.

This is a political question but there are issues of equity which are almost equally serious. It has been pointed out that the "performance" of ancillary staff in many hospitals has been proved to be low and hence, in the majority of cases, it should not be very difficult - indeed it may be easy - to make a 5% reduction in labour costs. In some cases, however, the situation will be very different. In most sub-normal hospitals and in many psychiatric hospitals some categories of ancillary staff, e.g. cleaners, are already below any reasonable levels. Patient labour, which used to carry out this work, is no longer available and if such ancillary staff is to be further reduced the burden will simply be carried by the nurses. A recent "cause celebre" in this field was at least partially due to a lack of domestic assistance. Ward orderlies are also to be included in the scheme and though some reduction in their number may often be possible, pressure to restrict recruitment may have serious effects on the nursing staff in chronic sick and in geriatric departments where nurses are often hard to get. A further difficulty is also likely to arise in small hospitals where, in many cases, there are single individuals who cannot possibly be dispensed with. It may be possible, to some extent to cover this problem by including such men and women in larger 'groups' but in

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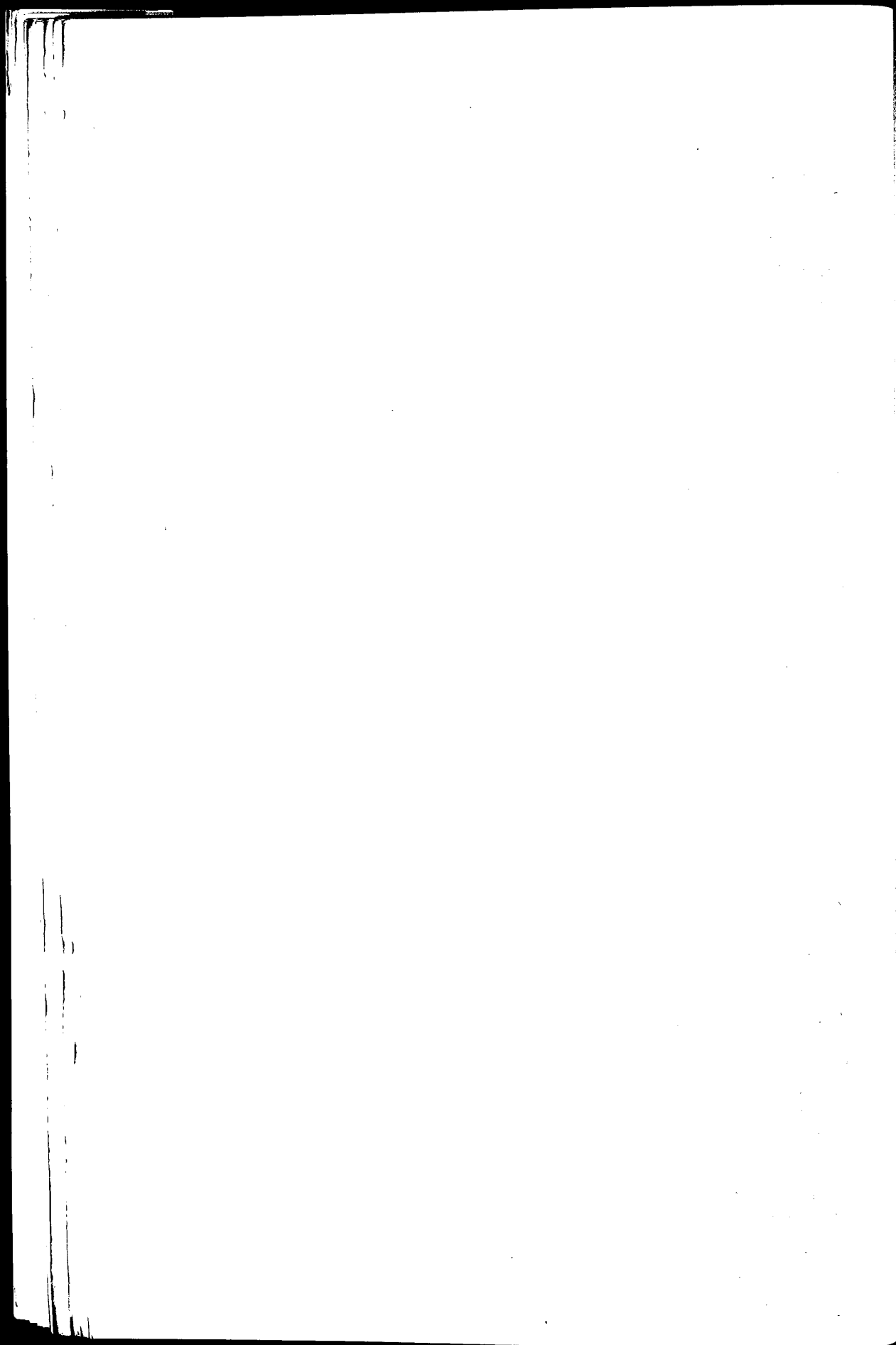
some small units the total ancillary staff may be at an irreducible minimum. There is also a danger that, as in other schemes, apprentices and other trainees may be at risk. Finally, it has been noted that certain important categories of staff are at present excluded from the scheme. Will it be possible to check their impatience if it is not practicable to include them in a fully worked out scheme for some years ? Is there any good reason for their exclusion ?

A further basic objection is that though a 5% reduction will often be found easy, this will not be the case, even in large hospitals, if management has already succeeded in achieving a high level of efficiency. Some hospitals have already applied method study to particular departments and thus have achieved marked economies. Others have taken rigorous steps over the whole field. Hence there is a real danger that good management will be penalised and that bad management will be handed 5% on a platter.

The question therefore arises - are these inequities and complications inevitable, or is there, even now, an alternative or complementary approach which would be preferable ? This thought arises from the recent experience of the Electricity Supply Industry which faced a somewhat similar problem. Like the hospital service, the Electricity Supply Industry has a federal structure encouraging autonomy\* and it has also been building up its work study force for the purpose of instituting local bonus schemes. Many such schemes have now been negotiated within the framework of a national agreement but the bulk have yet to come.

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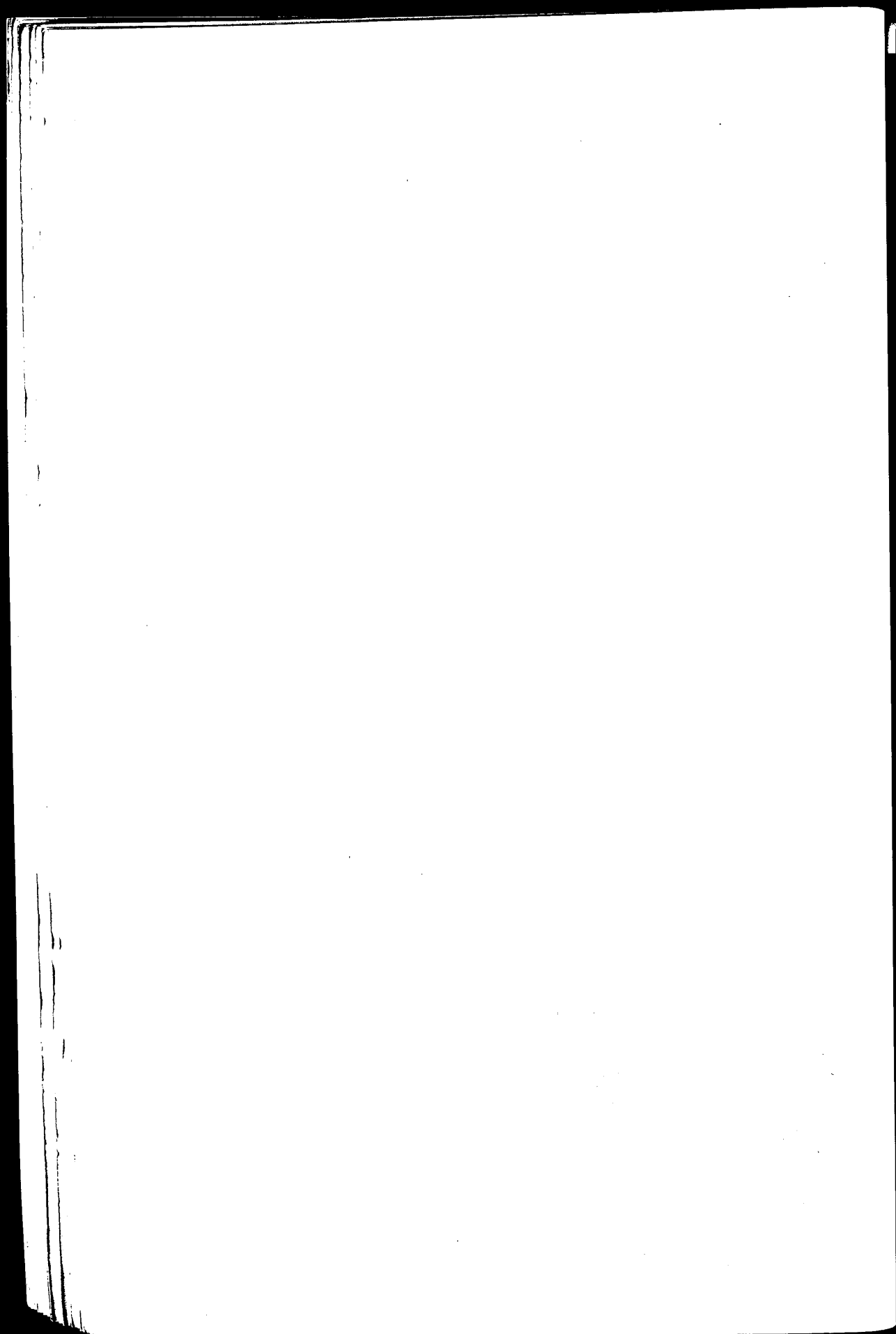
\* The Electricity Supply Industry in England and Wales is composed of 12 Area Boards, the CEGB and the Electricity Council. All are statutory bodies. The Council has special powers which relate to industrial relations. On such matters there is a close working relationship with the two independent Scottish Boards.



Again as in the hospital service the NBPI agreed (at a stage when it was not feasible to introduce well-based local schemes) that some increase in wages was reasonable if productivity could be increased. One Board, like the Manchester Region, had been experimenting with productivity yardsticks and had devised tentative yardsticks for twelve main activities e. g. distribution network - operation and maintenance - sale of appliances, etc. - which roughly correspond with the activities of hospital departments. The product from each activity was recorded monthly and so was the input in terms of labour used. Dividing input into the product yielded a productivity measure.

The Area Boards and the two Scottish Boards agreed to measure changes in productivity by using such yardsticks for activities involved in the distribution of electricity. A base period (November 1967) was selected and performance in that month was taken to be one hundred. These Boards provided the Electricity Council with monthly statements of productivity performance against the November 1967 base, and the Council aggregated the statements to produce a national distribution index. Statements of labour productivity performance were similarly provided by the CEGB and the two Scottish Boards for the activities of generation and main transmission. The Council was then able to produce productivity indices for all the industry's activities taken together.

Yardstick measures have been used centrally for negotiation purposes but their most important intended use has been within particular Boards as part of the process of measuring and controlling labour productivity. During the period that activity yardsticks have been in general use for productivity measurement there has been a steady increase in productivity and for the first time since nationalisation the labour force has fallen by nearly ten thousand men. The Department of Employment and Productivity agreed to a general wage increase of about 5 per cent to apply from September, 1968. Yardstick comparisons will play a part in the review of this agreement which will take place in September, 1969.

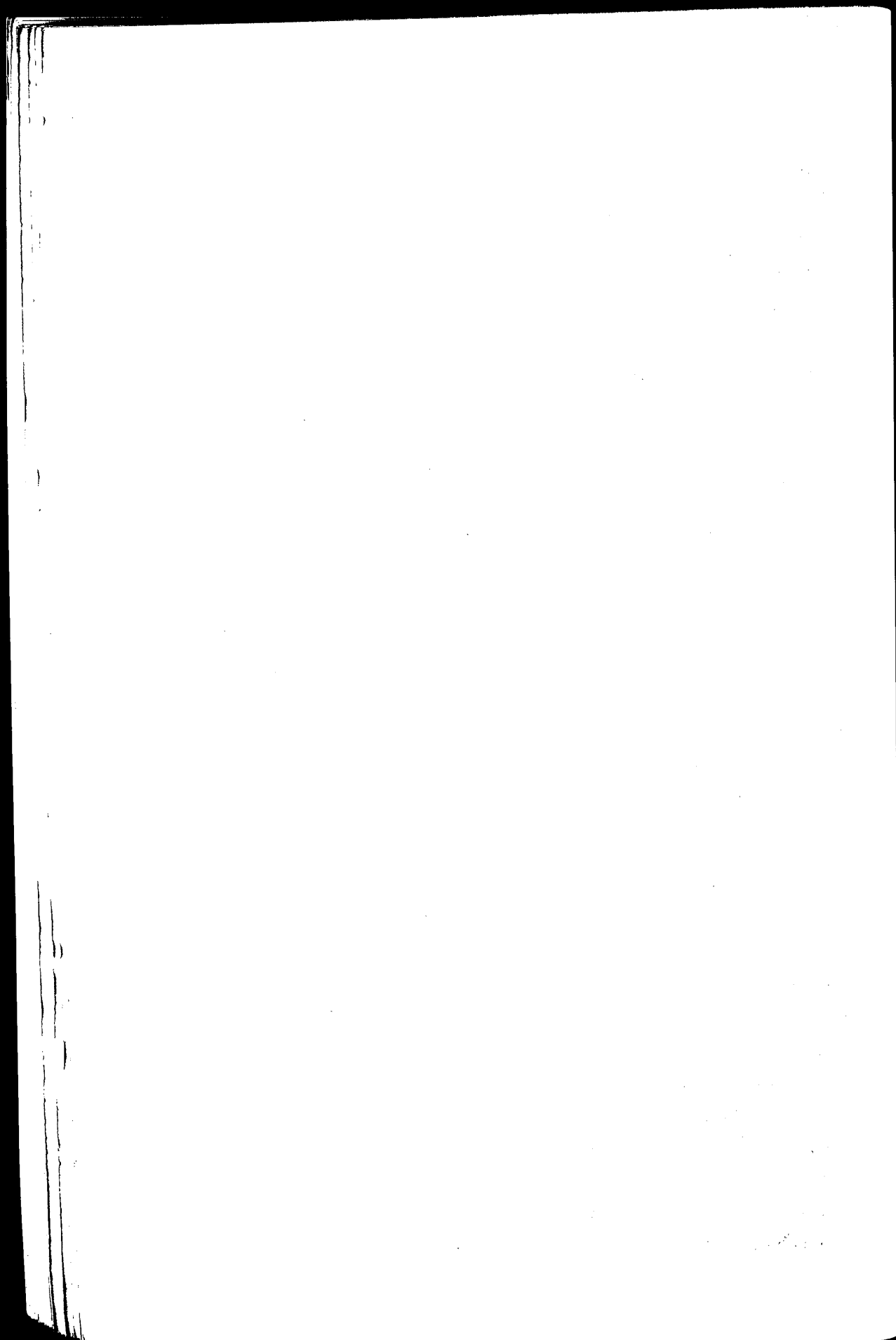




This is, of course, only a first stage and an intensive effort is being made to apply work study techniques so as to give more precise measurements and viable local schemes. Study groups have been set up for each distribution activity, consisting largely of work study officers employed in Boards. These groups are seeking to define elements found in particular tasks so that study work can be conducted on a common basis and the transference of work values from one part of the country to another can be facilitated. It would seem that similar study groups relating to each hospital department might usefully be set up in the hospital service.

It will be seen that there are a good many analogies between electricity supply and hospitals and, as is well-known, the Manchester Region has already made great progress in using 'yardsticks', broadly similar to those in electricity, in controlling labour costs in the Region. Their 'formula' or 'yardstick' devised for domestic services some years ago was applied to all hospitals in the Region and, as expected, many were above the formula level. These were urged to examine their labour costs and were, in many cases, given help by the Board's work study officers in studying their organisation and methods of working. As a result the great majority of hospitals in the Region have brought down their labour costs to the formula level (an average decrease of  $12\frac{1}{2}\%$ ) and have effected a saving in the Region of about £130,000 a year. This has enabled some reduction to be made in the allocation of money to some groups and has enabled the Region, *inter alia*, to increase the funds available to psychiatric hospitals in order to build up their domestic staff if required.

Similar exercises were carried out in the catering and laundry services. In catering it did not appear, at the time, that there was the same scope for reduction but the laundry formula greatly helped in the identification of inefficient laundries. It pointed the way, indeed, to a number of closures which have now been effected. The importance of the intensive study of the single group, described in

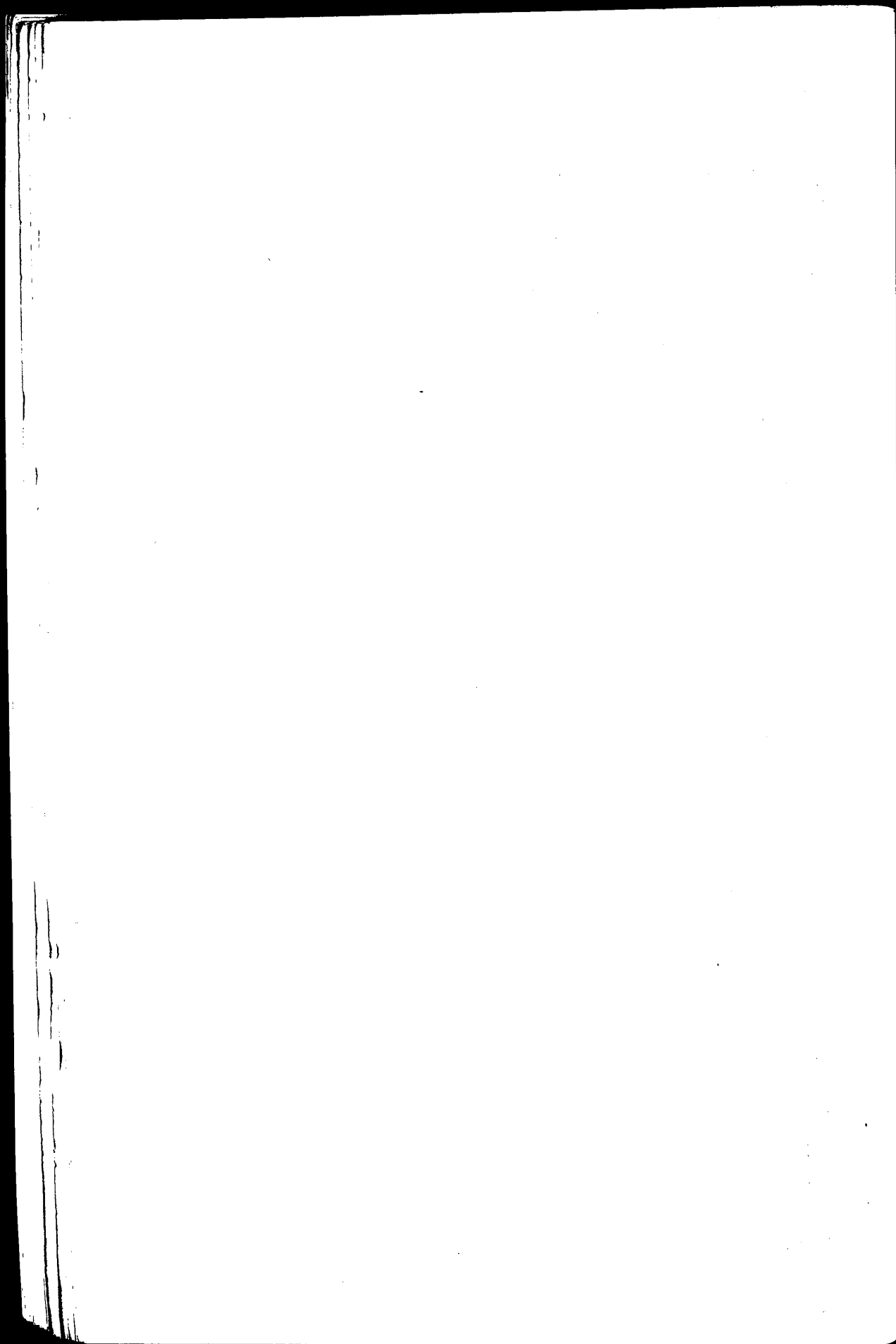


Chapter 4, which was carried out in the Manchester Region, is that it has cast much light on the validity of the Region's 'formulas'. It now appears that the domestic formula is fairly soundly based but that the catering formula was rather over-generous as it envisaged higher standards, e.g. choice of menus etc. than was generally found. It is hoped that the experience gained in the experimental group will enable the 'formulas' to be refined so as to make them generally applicable. Attempts are also being made in one or two other Regions to use the Manchester 'formula' or to devise analogous ones.

If it could be demonstrated that a 'yardstick' of this kind could be fairly applied to all hospitals, the effects could be profound. For the first time it would be possible to measure, with reasonable accuracy, the relative efficiency of the use of labour resources in the ancillary field. Such a move would, in fact, go further than the Electricity Council's scheme, which measures only changes in productivity.

This is virtually what the proposed interim scheme does but it has the basic defect that it only encourages a 5% improvement whereas it is quite clear that many hospitals could contrive a very much greater reduction in labour costs - as they did in the Manchester Region. The scheme also does nothing to correct the disequilibrium in the allocation of money which has been caused by the perpetuation of historical establishments and traditional standards of labour utilisation. If it could be shown that many hospitals were much above the formula level and that some were already near or even below it, some reallocation of funds would seem to be essential. It is appreciated that any such proposal might arouse strong feelings but these would be less legitimate than those of the staff in well-managed or understaffed hospitals who might, under the proposed scheme, be deprived of bonuses at a time when over-staffed hospitals were being rewarded.

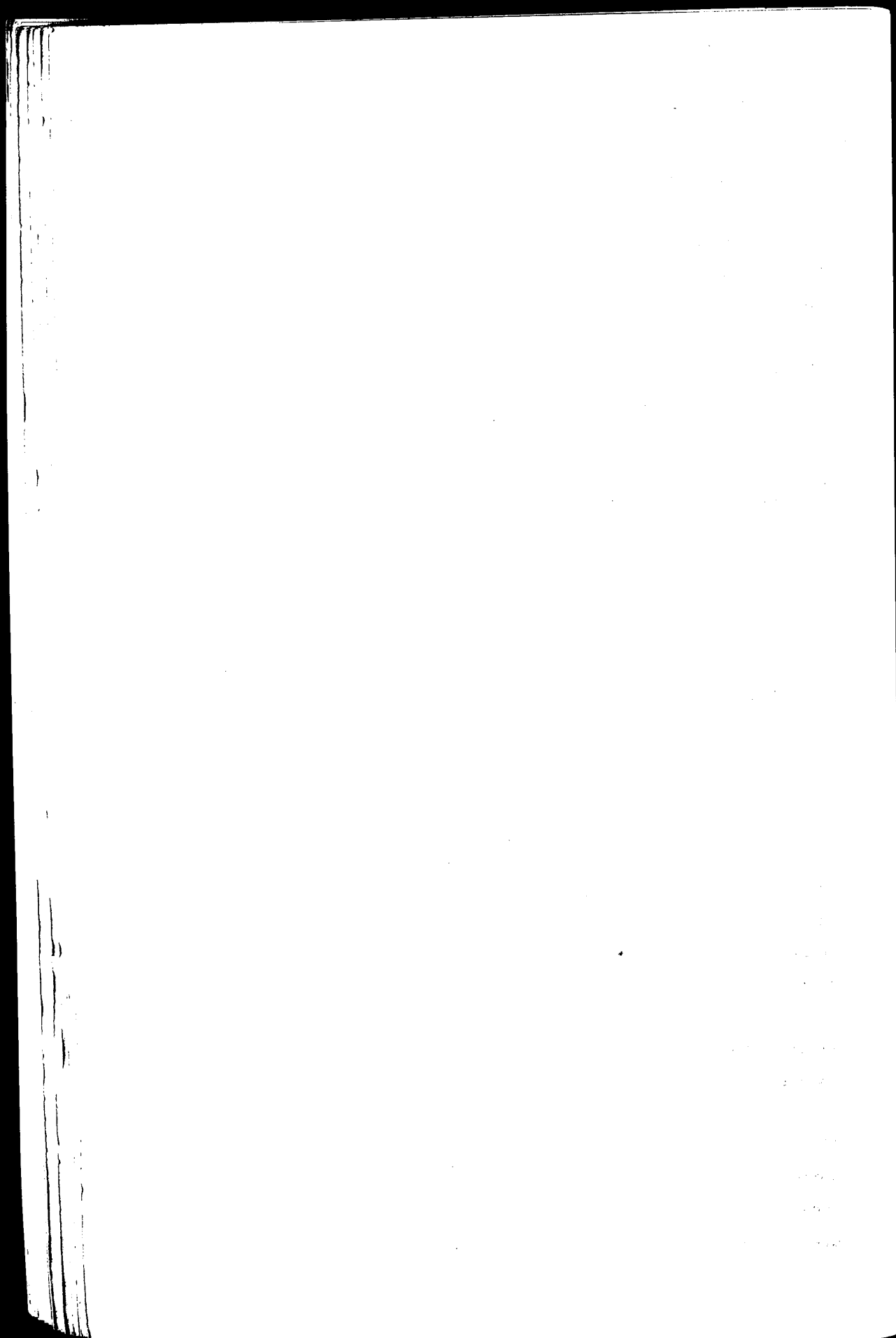
Two points thus arise. The first is whether it is still possible to



follow the pattern in electricity and to use a rough yardstick which could achieve an overall reduction in labour cost in the service as a whole. If so, as has been done in electricity, a further 5% increase in basic rates for all staff might be permissible in lieu of the interim scheme. This would avoid the anomalies outlined earlier.

If, as is likely, it is now too late to do this it may be possible to overcome, in some way, the current anomalies and to look ahead to a 'second-stage' interim scheme. Since it is likely that an increasing proportion of the staff will - over the next year or two - be earning bonuses of up to 33% it has already been pointed out that the remainder will not long be content with 5%. Pressures are bound to arise for a second instalment but if the maximum bonus figure were to be increased to say 10% the inequities of the current scheme would become more glaringly apparent. Even very cost-conscious hospitals can probably find some way of effecting a 5% reduction but a 10% reduction might be most difficult to achieve in efficient hospitals. On the other hand such a maximum would in no way stretch the capacity of the others to achieve much greater reductions. Thus it appears to an outside observer that the highest priority ought to be given to an intensive examination of the various possible 'yardsticks' in order to reach a decision about whether they can be generally applied. If so, a very wide range of relative efficiency would probably be revealed and it would be necessary to decide what action to take. Many hospitals with high labour costs would probably plead that it was impossible to reduce them to the 'yardstick' level and, after many years of traditional practices it would be hard for them to do so. They would, indeed, need method study help - as was evidenced in the Manchester Region.

The question arises, therefore, whether the best use of the limited work study force is to concentrate it on the installation of variable, measured day work and fully worked out productivity schemes or to use at least a proportion of the staff to help hospitals which are in



great need of method study. So far the prevailing opinion has been that by far the greatest emphasis should be placed on the installation of schemes.

There is clearly much to be said for this deliberate, scientific and objective approach but it is suggested that it ignores, to some extent, the human factor. It implies, apart from the interim scheme, that management and workers must sit and wait until the technocrats can come and do something for them. Not only are the staff unlikely to wait patiently but the hospitals are thereby deprived of the opportunity of using their initiative to tackle a problem which should, in the current crisis, stir them to immediate action.

The problem is a complex one and it would be unwise for anyone to be dogmatic. But, as the implications of the productivity problem begin to be widely appreciated, it may well produce deep emotion - defensiveness on the part of the management and aggression on the part of the staff. It is suggested that these feelings can only be canalised in constructive channels by setting some intelligible goals which can be achieved, at least partially, on a 'do-it-yourself' basis. In other words, intelligent and constructive participation by both sides seems to be an essential in the difficult years that lie ahead.

But participation without knowledge and advice could merely lead to wrangling and self-help, if it is to be effective, must be supplemented by assistance from both method study and training. In this field, in particular, it is suggested that work study and training officers are siamese-twins and that neither can wholly succeed without the other. Some of the training implications of the situation outlined above are dealt with in the next chapter and it is suggested that if agreed yardsticks can give all hospitals realistic goals, a joint attack by method study and training might produce striking results.

...of method study. ...the greatest emphasis should be placed on the study of technique.

There is clearly much to be learned from the study of technique. The objective approach has been the traditional one, but the human factor in management and work is becoming more and more important. It is essential that we wait patiently and observe the human factor in the study of technique. The current studies are becoming more and more humanized.

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But participation without ... and self-help ... by assistance from both ... particular, it is suggested that ... assistance twice and that ... some of the training ... deals with in the next chapter ... all hospitals ... training might produce ...



## CHAPTER 6

### TRAINING

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The situation outlined in the preceding chapters provides a classic example of the difficulty of formulating precise training recommendations to fit a complex and changing series of events. This is illustrated below.

#### Training for Management

It is easy, for example, to say that there should be appreciation courses for management in work and method study. This is, of course, true - but when? of what sort? for whom? and for how long? Are we to assume that the main activity of most of the work-study teams will be to jump, like grasshoppers, from one laundry or maintenance department to another until all this sector of the front is covered? If so, appreciation courses should clearly be geared to an understanding of variable incentive schemes in these departments and should also deal with the organisational and technical problems which are involved.

If, however, the intensive attack on the single group, as described in Chapter 4, is successful, is this likely to be the basic plan of campaign in the productivity battle? If so, a very different training strategy will be needed. The proposed management seminars in the group may help to evolve a method of educating groups, as complete units, in the co-operative and participatory management which will be required if staff are to collaborate successfully in the difficult job of running hospitals with fewer but more efficient staff. In this event mobile training teams should perhaps move from group to group as the timetable of the work study teams enables resources to be put into them.

CHAPTER 4  
TRAINING

The situation is that the training of the personnel of the various departments of the Government is a matter of great importance. It is necessary to have a system of training which will enable the personnel to perform their duties efficiently and effectively. This system should be based on the principles of sound management and should be designed to meet the needs of the Government as a whole.

The first principle of sound management is that of the selection of personnel. It is necessary to select personnel who are capable of performing the duties of the various departments of the Government. This selection should be based on the principles of merit and should be designed to ensure that the personnel are of the highest quality.

The second principle of sound management is that of the training of personnel. It is necessary to provide training for the personnel of the various departments of the Government. This training should be based on the principles of sound management and should be designed to meet the needs of the Government as a whole.

The third principle of sound management is that of the supervision of personnel. It is necessary to supervise the personnel of the various departments of the Government. This supervision should be based on the principles of sound management and should be designed to ensure that the personnel are performing their duties efficiently and effectively.

The fourth principle of sound management is that of the evaluation of personnel. It is necessary to evaluate the personnel of the various departments of the Government. This evaluation should be based on the principles of sound management and should be designed to ensure that the personnel are performing their duties efficiently and effectively.

The fifth principle of sound management is that of the promotion of personnel. It is necessary to promote the personnel of the various departments of the Government. This promotion should be based on the principles of sound management and should be designed to ensure that the personnel are performing their duties efficiently and effectively.

There is, however, the third possibility that, as suggested in Chapter 5, 'yardsticks' can be developed which will enable management itself, with the help of method study, to embark on a 'second stage interim scheme' which will substantially increase their productivity until it is possible to carry out work measurement over the whole field. In this case courses which concentrate on method study and on organisational change will be the main requirement.

### Unions

A second obvious suggestion is that training can be of help in increasing the understanding of local union officials about the techniques, methods and importance of productivity schemes. So far the unions representing hospital employees have been remarkably co-operative in giving their help in launching schemes successfully. But they, like senior management, have an educational job in indoctrinating their lower echelons which is probably beyond their current resources. Some unions have trained a few national officials in work study and some also run courses for shop stewards. But they cannot do the same for all the shop stewards and local representatives in all the hospitals which will be involved, over the next few years, in productivity agreements. What help therefore, can the service give them?

Leading officials of the unions have said that they would welcome help and this could take a number of forms. In the National Coal Board, for example, over two hundred joint courses in method study were held, on a residential basis, for colliery managers and lodge secretaries. These proved very successful. Men who had been used to quarrelling over the negotiating table discussed the problems of their pits over pints in the bar in an entirely new fashion. The inclusion of union representatives in courses for middle managers or supervisors might have equally useful results in the hospital service. The main difficulty is that there are not, in many hospitals, men or

There is a general feeling of  
dissatisfaction with the  
present situation in the  
country. The people are  
tired of the old ways and  
want to see some change.

The government has been  
trying to do its best, but  
it has not been able to  
keep up with the needs of  
the people. The economy is  
in a state of stagnation and  
the people are suffering from  
poverty and unemployment.

The main problem is that  
the government is not  
listening to the people. It  
is not taking any steps to  
improve the situation. The  
people are feeling that they  
are being ignored and that  
their voices are not being  
heard.

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people are feeling that they  
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their voices are not being  
heard.

women of the stature, prestige and experience which have traditionally been acquired by most lodge secretaries. Another possible alternative would be to use the courses for shop stewards which are run by colleges, like Slough, which already have some experience of training work study officers for hospitals. The Slough courses for shop stewards last a week and can be either residential or non-residential. Union representatives from hospitals could either attend a mixed course catering largely for shop stewards from factories or special hospital courses could be arranged. Either method might be valuable but very careful thought would have to be given, in consultation with the unions, to the choice of representatives. Are the unions likely to agree that in each hospital or in each group, one man or woman should represent all the unions on questions of productivity and thus become, in a genuine sense, a 'hospital shop steward'? Or is it likely that there will be a demand for a shop steward in each main ancillary department, thus multiplying the problems of training about sixfold?

Possibly both trends will develop and if this were to occur it might be worth taking a good deal of time and trouble to give to the group or hospital shop steward the facilities which would enable him to master his job and to communicate regularly with his union constituents. He could then help to educate the departmental representatives who could also be drawn into the discussions which take place whenever a work study team visits a hospital.

### Supervisors

It is even more conventional to recommend courses for supervisors but such a proposal leads directly into the jungle of anomalies and uncertainties which surround supervision in hospitals. In the first place the term itself is obscure, for in many departments supervisors in the true sense do not exist. It is clear from the experience of variable incentive schemes that chargehands who earn full bonus cannot any longer, be regarded as supervisors. They have a useful role

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Supervisors

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uncertainty which  
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in the sense do  
variable incentive  
not any longer, be

as leading hands but since their job is to act as leader of a team determined to earn as much bonus as possible, they can no longer be relied on to control quality or to act as part of the planning staff. Under a measured day work scheme the situation is different but, for example, a head cook who is anxious to reduce the size of the kitchen team in order to earn a bonus will perhaps be more concerned to cut corners in order to get the work done than to maintain the highest standards of food for patients and staff.

If, however, under incentive conditions, all chargehands have to be written off, who will remain? Very often one or two elderly foremen or a thin scatter of untrained domestic supervisors - all of whom will be aggrieved that the men and women whom they are directing are probably earning more, under an incentive scheme, than they are themselves. And under such conditions even this frail structure is unlikely to survive for long because no one will wish to be a foreman or supervisor in such circumstances.

It is clear that this problem will have to be faced and most other organisations are doing so. The maintenance division of the Inner London Education Authority, for instance, maintains 950 schools by means of a variable bonus scheme. The establishment for this work was previously 600 and when the incentive scheme began four years ago 510 men were employed. There are now 381 and it is claimed that the standard of maintenance has risen. The significant point, however, is that since 1964 an almost completely new cadre of foremen has been formed. They are paid a basic wage about £7 higher than the craftsman and in addition, are paid a multi-factor bonus. This bonus is conditional upon (a) the performance of the foreman's team being satisfactory, (b) the maintenance of a strictly defined time table of visits to schools and (c) the preservation of a standard of quality by the teams which is checked by random sampling. The importance of factor (a) is emphasised by the publication





of a monthly control sheet which sets out the performance of all the teams in rank order. Each foreman is in charge of 15-18 men and looks after about 50 schools. In some ways, therefore, he is more analagous to a building supervisor than to a general foreman at a hospital.

The problem is, however, one of the utmost difficulty. Normally the reorganisation of a wages structure is an operation which takes a number of years but the impact of productivity agreements has given the question an urgency which cannot be overstressed. A job evaluation study of ancillary staff which is currently being undertaken with the aid of a well-known firm of consultants will provide a rank order of hospital supervisors in the ASC field in terms of work which they now actually do. The snag is, however, that what they ought to do under productivity conditions is probable quite different from what they do now, and, in any case, the establishing of a rank order, whether or not it is likely to be correct in the future, does not solve the problem of differentials.

Does the ILEA experience give a clue to a possible pattern for the future - namely a 'flatter' management structure? This would imply a strengthened and highly trained middle-management supported by a smaller number of equally well-trained and well-paid supervisors. If this were the case the task of the training officer would be relatively straightforward.

But even so, the job would not be easy because both middle managers and supervisors need to be both competent managers and skilled technicians. And in several fields enough men and women with such qualities do not exist. The Woodbine Parish Committee is examining the problem in relation to building departments and the Advisory Committee on Ancillary Staff Training is about to start an examination of training in laundries. But the problem exists and at present the



facilities for training in both of these fields, and particularly in laundries, are lamentably inadequate.

In this situation a suggestion recently made by a senior work study officer seems to merit serious consideration. This officer shares the view of the ILEA that a new cadre of middle management and of supervision is essential if productivity schemes are to be installed and maintained on a large scale and that his organisation might help to train them. His suggestion is that a year or so before a scheme is to be installed a search should be made for a man or women with experience of the department concerned and with some managerial potential. If a nominee can be found, he or she should attend a specially designed course in work and method study at a selected college, lasting for about three weeks, and then be attached to the work study team. The nominee would work with the team at two or three different hospitals on work connected with her or his own speciality, and after about 9 months, return to the original hospital as assistant to the departmental head. Such a scheme pre-supposes, of course, a willingness on the part of people selected to undertake such training and the existence of a salary, on return, which would be sufficiently attractive. It does seem, however, a practicable way of introducing a new type of middle manager into hospital departments and it might be valuable to try out such a scheme experimentally as soon as possible.

#### Operatives and ancillary staff

Perhaps the most significant form of training which is involved in the installation of incentive schemes is that provided for the operatives themselves. But because it does not take place within the formal training structure, it is usually not identified as training. We must therefore look at what happens when a work study team goes to instal a scheme. First, as indicated earlier, there are consultations with the unions and, if all goes well, there is a meeting of all the men and

1. The first part of the document is a letter from the President of the United States to the Congress, dated January 3, 1862. It is a very long letter, and it contains a great deal of information about the state of the country at that time. It is a very important document, and it is one of the most interesting documents in the collection.

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women concerned. This is probably the first occasion in their lives in which such a group of workers has been assembled at their place of work so that they can be consulted, in the presence of their bosses, of their union officials and of top management about a matter which is of fundamental importance in their working lives. Next, if they agree that a trial scheme should be explored, the members of the work study team begin their task. This involves two distinct operations. The first is a method study. The team looks at the work of the department as a whole and, in consultation, with the departmental head, the foremen and chargehands, the office staff and the workers, examines every aspect of the organisation. They look at the control system (if any), at the procedures and paper work, at the methods of working, at the equipment and stores system, at the layout and flow of work, and at the relationship between the department and the administration as a whole. Again, probably for the first time, an intelligent outsider discusses in depth the whole working of the department and everyone can have their say and put forward their suggestions, their grouses and their worries.

Next comes the process of work measurement. In the early days of Bedeaux this was thought to be a fearsome experience. Innumerable strikes occurred to prevent the man with the stop watch from timing and dissecting the jobs of craftsmen whose hallowed methods of working were to be defended to the death. But in the hospital service, so far, there has been no trouble. Indeed the work of measurement seems to be found by most workers to be a stimulating experience. Contrary to some expectations, workers appear to work well whilst under observation. The fact that a knowledgeable outsider is concerned with the details of their work increases their self-esteem and stimulates pride in their craftsmanship. They want to show that they can do their job well and the detailed discussions which take place about why they do a job in a particular way is not only of value in connection with the method study but also gives a

[illegible]

good work study officer opportunities of suggesting to the worker how changes of method might give him or her better opportunities of earning bonus.

The whole process is, therefore, a unique opportunity for constructive discussion, the kind of talk which is the basis of participative management. In other words, an excellent example of good training on the job. It is in this way, basically, that the worker learns about the scheme but these conversations with work study officers are in a rather limited context and there is also a need for the operatives to learn about the scheme as a whole and also about its relationship with the hospital as an organisation.

In industry this is well recognised and in "Payment by Results"<sup>1</sup> Sylvia Shimmin describes some interesting research into the degree of understanding of bonus scheme by the workers in a number of factories. Her broad conclusion was that though it was not necessary to worry the workers with too many details, a basic understanding was essential. "If", she concluded, "the operatives have a false idea of the relationship between work and bonus or they do not understand the principles involved, an incentive scheme is likely to be ineffective." "In the strict sense", she continued, "knowledge of the payments system is not a pre-requisite for the performance of an industrial operation but, in a wider context, the worker has not learned his job until he knows how to book his work, record waiting time and other details directly related to bonus payment. For this reason a knowledge of the practical aspects of financial incentives should be regarded as an essential part of the job." This study stresses the point that it is vital for new recruits to learn about the system as soon as they join - otherwise they will pick up mistaken views from other workers and misconceptions have led to wastage. There is also discussion about who should provide the information and it is suggested that a decision whether

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<sup>1</sup> Staples, 1959.

good work study... changes of method might... earning bonus

The whole process... five discussion... management... on the job... the... rather... learn... with...

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or not the work study or training staff should do the job "will depend upon their ability to perceive the system from the worker's point of view". It is proposed, indeed, that a member of the personnel department should learn the system on the shop floor so as to experience the problems at first hand and then teach new workers.

But, as regards the workers generally, the problem is a continuing one. Circumstances are always changing, performance varies and new factors arise. It is equally essential to maintain the original impetus and to retain the involvement of management which inevitably takes place during the process of installation.

Accordingly, as in one recent and successful instance, it is often the practice to form Productivity Groups composed of departmental and line management, the foremen and charge hands and the men in a particular group or department. In the instance cited the Groups meet regularly once a month and are found to be an essential feature of the scheme. Such Groups, which may be numerous in a large organisation, need linking so as to ensure that general policy questions are not neglected and, in the organisation referred to, representatives of the Groups meet at a Productivity Committee. This is analogous to joint consultation and, as suggested in the next chapter, productivity could form a vital element in a revived and reorganised system of joint consultation in the hospital service.

Finally, incentive schemes have a further result which could have an important effect on the training of workers and, particularly, of craftsmen. If a bonus is on a group basis there is a general desire to pool the abilities of the group and to deploy them as effectively as possible. Hence there is a willingness to dispense with 'mates' unless they are really necessary, to use labourers for all jobs at which they are competent and to relax demarcations generally. This tendency may provide an opportunity to introduce multi-skill training of a kind which would be of enormous value to the hospitals. If, for

...the study of training staff should be...  
...ability to perceive the system...  
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...the problems of the system...

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example, electro-mechanics could be employed the time needed for planned preventive maintenance might be substantially reduced. On the building side bricklaying and carpentry might be combined and further possible combinations could be plumbing and fitting or plumbing and electrical work. No doubt men should, as at present, have a basic trade but they could be encouraged, either concurrently with apprenticeship, or at some later stage, to acquire an additional qualification. Those that did so could legitimately receive an allowance for their extra qualifications as the stokers and cooks do at present.

#### Management Committees

Most people would probably agree that the main emphasis in training should be given to management, union representatives and to supervisors on whom the success of productivity schemes basically depend. But these schemes need the sanction of Hospital Management Committees and it seems unlikely that many members of these committees are aware of their implications. It is interesting to note that one of the reasons for the choice of the group for the experiment described in Chapter 4 was that the Chairman of the committee is a well-known trade union leader who has been particularly concerned with productivity.

A number of Regions have held or are planning conferences to discuss productivity and they are no doubt considering steps to include at least the Chairman of committees in these gatherings. Chairmen of Standing Committees connected with particular schemes may also have an important role and it may, as experience grows, be valuable to compile a guide to Productivity for the information of members generally.

example, electro-mechanical systems  
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### Some Suggestions

So far this chapter has consisted mainly of questions and the aim of this survey was to try to find some answer to the question - can training help productivity? Apart from the basic training of work study officers - which consists of 10 weeks training arranged by the Department of Health and Social Security at selected colleges - training at the experimental schemes has been carried out largely 'on the job' by consultants and work study staff. There is little doubt that, as productivity schemes multiply, 'on the job' training will continue to play an important part - but this form of training, like any other, can be systematic and effective or confusing and wasteful.

It may, of course, be urged that training of this kind is not really training at all and that people can learn best by getting on with the job and learning as they go. There is something to be said for this approach, but the virtue of training is that, basically, it is potted experience. We have seen how much labour, time and money has been devoted to the launching of half a dozen bonus schemes which, including the study of a whole group, have so far affected less than 1,000 staff, - .005 of the manual workers in England and Wales. The diversity of approach which has occurred is a merit at the experimental stage, but it seems vital to deduce, as soon as possible, some lessons from these experiences. It would be tragic, and vastly expensive, if errors made in one place were perpetuated in others because no machinery was devised for spreading knowledge of the principles and techniques which seem most promising.

The initial stage of training is probably to try and spread a general awareness of the potentialities and importance of the productivity approach. One obstacle to this is that work study practitioners sometimes employ a jargon which is daunting to the uninitiated. These tend to regard bonus schemes as mysteries which are best

Some Suggestions

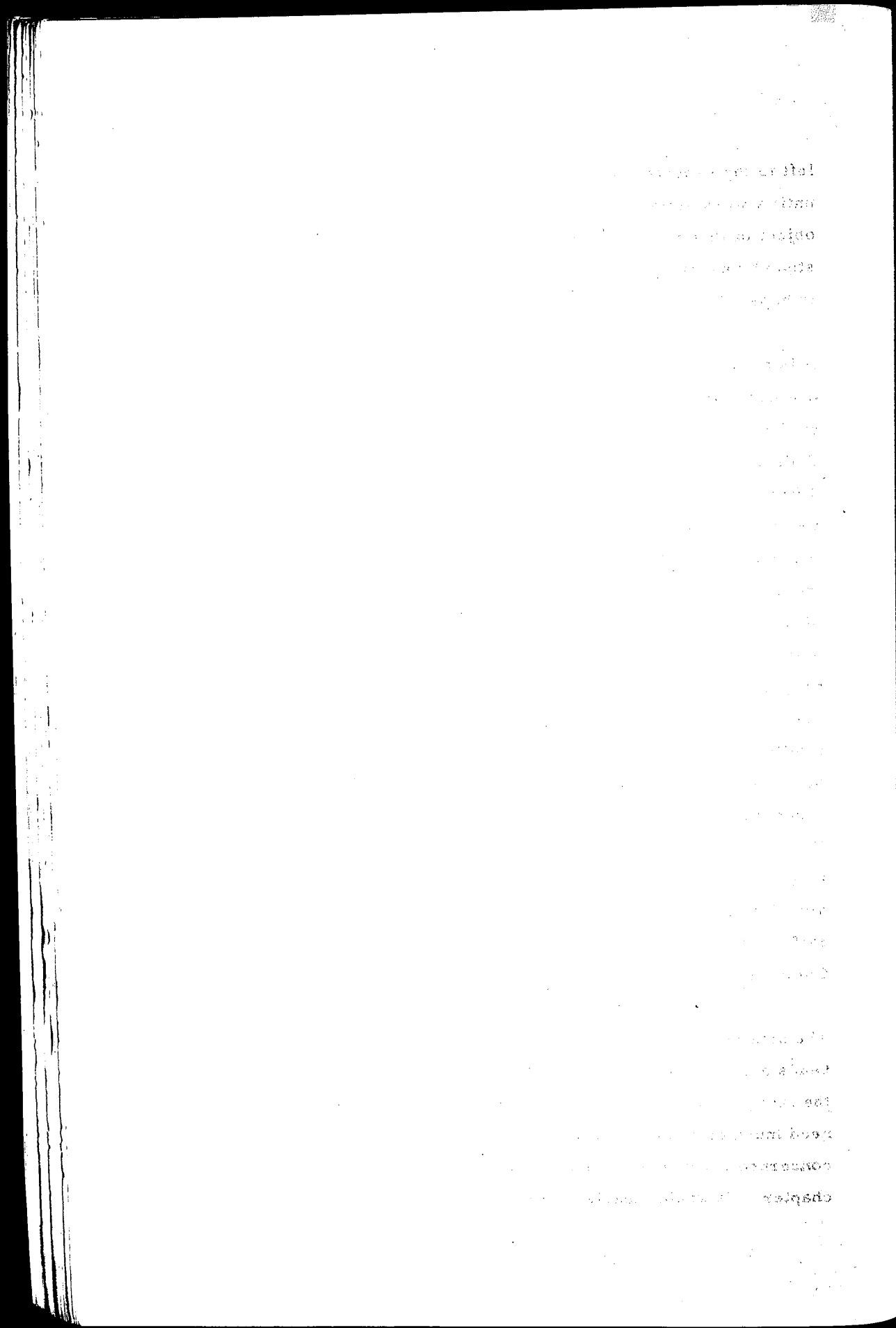
So far this chapter has been devoted to a discussion of the various methods of training which have been used in the past. It is now time to consider some suggestions for the future. The first suggestion is that the training of officers should be made more practical. At present, much of the training is theoretical, and officers are not given enough opportunity to apply what they have learned in actual situations. The second suggestion is that the training of officers should be made more comprehensive. At present, officers are often trained in only one or two aspects of their job, and they are not given enough opportunity to learn about the other aspects of their job. The third suggestion is that the training of officers should be made more flexible. At present, the training of officers is often rigid and inflexible, and officers are not given enough opportunity to learn at their own pace and in their own way. The fourth suggestion is that the training of officers should be made more interesting. At present, the training of officers is often dull and uninspiring, and officers are not given enough opportunity to learn in a fun and engaging way. The fifth suggestion is that the training of officers should be made more relevant. At present, the training of officers is often out of date and irrelevant, and officers are not given enough opportunity to learn about the latest developments in their field.

It may be said that these suggestions are all very well, but they are not practical. However, it is not necessary to implement all of these suggestions at once. Some of them can be implemented immediately, while others can be implemented over a longer period of time. The first suggestion, for example, can be implemented immediately by giving officers more opportunity to apply what they have learned in actual situations. The second suggestion can be implemented over a longer period of time by giving officers more opportunity to learn about the other aspects of their job. The third suggestion can be implemented over a longer period of time by giving officers more opportunity to learn at their own pace and in their own way. The fourth suggestion can be implemented over a longer period of time by giving officers more opportunity to learn in a fun and engaging way. The fifth suggestion can be implemented over a longer period of time by giving officers more opportunity to learn about the latest developments in their field. In addition to these suggestions, there are many other suggestions that could be made for the future of officer training. However, these five suggestions are the most important ones. If they are implemented, they will greatly improve the training of officers and make it more practical, comprehensive, flexible, interesting, and relevant.

left to the experts and feel, with some relief, that they can sit tight until a work study team descends upon them. It has been part of the object of this report to attempt an assessment which can be understood by every layman. If some over-simplification has resulted it is hoped that the experts will correct this in equally simple language.

It is of course, impossible for everyone to march in step until someone has called the tune and it may be too early to expect national guidance which goes far beyond that contained in HM (68) 80 and the Code of Requirements which accompanies it. Different regions have different approaches and it has already been recognised that one of the first steps in the process of dissemination should be regional management conferences. No doubt national speakers will address these conferences but there might be great advantages if work study officers with first hand experience of schemes in other regions were also invited to contribute. Chief Work Study Officers meet fairly frequently, both officially and unofficially, but it might be worth giving a good deal of thought to the creation of an inter-regional intelligence network which would enable both work study and training officers to be made especially aware of developments in other regions which would be of significance to them. The example of the Electricity Council, in forming study groups to deal with departmental problems, might also be followed. Regional conferences will, no doubt, be aimed initially at top management, including medical and nursing staff, and will include chairmen and selected members of Management Committees.

The next stage would seem to be appreciation courses for departmental heads and management staff likely to be affected by bonus schemes in the fairly near future. The exact form which these should take will need much discussion between the training and work study officers concerned because of the major uncertainties already described in this chapter. It would clearly be a mistake to arouse expectations by





means of appreciation courses if follow-up action cannot take place quickly.

If the other two contingencies described earlier in this chapter - measured day work or a 'second stage' interim scheme - become topical issues, the form of training required will obviously be different. If mass attacks on particular groups develop the training should probably take place in the group itself and may involve a whole series of courses in organisation, method study, communication, problem solving etc. This is a big job and it would be necessary to associate outsiders as well as the Regional training staff with such courses. Such allies could form part of the mobile teams, suggested earlier, which would concentrate on particular groups. Experience has indicated that management departments of the large technical colleges are very glad to be associated with training of this kind but if they are to be useful they must be very carefully briefed in advance. It will also be essential to arrange visits by hospital teams to other groups which have undergone or which are likely to undergo a similar experience.

A further vital feature of appreciation training is the association of medical and nursing staff with schemes which are likely to affect them either directly or indirectly. There are two basic reasons for this requirement. The first and most obvious one is that all schemes are liable to affect, even if peripherally, both doctors and nurses. Managers and supervisors were asked at the interviews connected with building schemes whether these had affected the nursing staff. It was clear that sisters, for example, could greatly help the planning of building work by making out fuller and more precise requisitions and giving a more realistic indication of their urgency. Work could also be interrupted or delayed if sisters did not exercise tolerance or warn the department of possible causes of delay. Fortunately co-operation had so far been good but it was



thought that in busy general hospitals the problem might be a difficult one. In the case of domestic and catering schemes the problems will affect the nursing staff more closely and it may even be necessary at times to seek the co-operation of consultants in adjusting times for rounds and clinics. It is unlikely that large savings will be made without causing occasional inconveniences and it seems important to help both doctors and nurses to understand that a balance must be struck between minor irritations and the freeing of resources for objectives which they are anxious to achieve.

The second and more fundamental reason for bringing in the medical and nursing staff is, of course, to remove any feeling that productivity is a matter which concerns merely the ancillary staff. The current drive is, in a sense, only the accidental product of Report No. 29. There is no proof that the performance of many medical and nursing staff, would, if it were possible to measure it, be substantially higher than that of the ancillary staff. A suspicion, on the part of workers at present eligible for incentives, that any category of hospital staff were adopting a 'holier than thou' attitude towards them might cause trouble. Apart, however, from the danger of such feelings it is clearly necessary, once a drive for increased productivity is started, to extend it, in all possible ways, to every sector of the hospitals. The administrators are, willy nilly, involved since the maintenance of schemes is their responsibility and as already stated, it seems also desirable to include heads of professional and technical departments in broad appreciation courses.

There is in fact a need for two types of course. One of the kind discussed above, for departmental heads and others who are directly involved and another, shorter and much broader in content for all other staff with managerial or supervisory responsibilities. Such appreciation conferences should normally take place in hospitals and

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it is understood that a film will be produced which might make a useful introduction. Training officers will no doubt include the subject of productivity in middle management and supervisory courses and it seems specially important that the subject should feature prominently in future first-line supervisory courses for sisters and in other 'Salmon' courses for senior nursing staff.

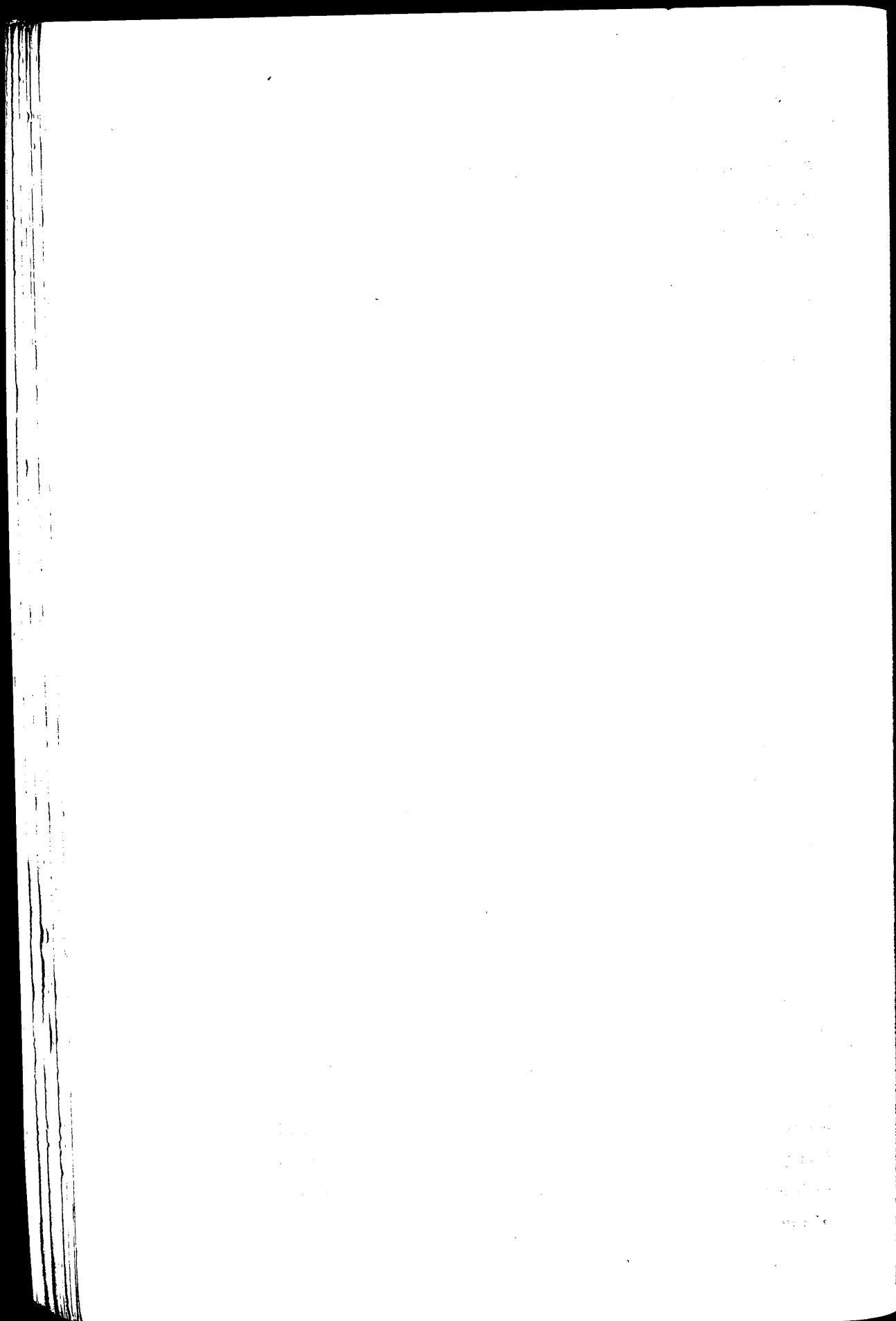
The possible training needs of estimators or evaluators have already been briefly discussed and the major problem of training or re-training supervisors will have to be tackled in the short-term even if basic changes in the supervisory structure can be made. The North East MRHB have followed up their appreciation course for departmental heads with a similar one for foremen. This course proved most valuable but it will probably be desirable to experiment with two or three different patterns. For those supervisors who are flexible enough to be willing to work at different hospitals some simple form of 'planned movement' might be of great value. Few ancillary supervisors have ever had an opportunity of studying the organisation of any hospital other than their own. Casual visits, even if part of a course, can often be a waste of time but short secondments or visits which are an integral part of a simple project can be extremely illuminating.

In the preceding paragraphs some tentative suggestions have been made but many question marks remain. It may not be possible for some of these to be resolved for a long time and there will probably never be a point at which all doubts and uncertainties are removed. It is however, suggested that productivity is a subject for which a training strategy, derived from a synthesis of all the knowledge and experience that can be found, could have a cash value of many millions of pounds. More than in most forms of training it is possible to quantify the effects of failing to apply knowledge that has been gained or of ignoring factors which have been proved to be harmful.

It is understood that the Government is not prepared to make any concession in the matter of the proposed extension of the term of the lease. The Government is determined to maintain the present terms of the lease, and it is not prepared to make any concession in the matter of the proposed extension of the term of the lease. The Government is determined to maintain the present terms of the lease, and it is not prepared to make any concession in the matter of the proposed extension of the term of the lease.

It might therefore at a fairly early date, be useful to hold a national Training and Productivity Conference. This would require careful preparation but, if papers by those directly concerned could be circulated in advance, discussion over a period of a day or two might produce an agreed programme of action which could be of real importance. Such a conference would involve a good many people. Ideally it should be attended by the Secretaries, Chief Work Study and Training Officers from all Regions together with the officers of the Department concerned with the subject. It should also be attended by representatives of the National Staff and Nursing Staff Committees, by some administrative medical officers and by representatives of the King's Fund Colleges and of Manchester and Leeds Universities. Last, but not least, it is suggested that the national officials of the unions should attend.

Such a conference should also be concerned with the effects of productivity schemes on normal technical training. There are many arguments in favour of extending existing apprenticeship schemes and of starting new ones in some departments. At present, however, there is no provision in HM (68) 80 for taking account of apprentices in departments undertaking bonus schemes and, if intense pressure to reduce manpower develops, apprenticeship may be thrown out with the bath water. Experience has shown that an apprenticeship scheme at a hospital is one of the recipes for maintaining high standards of quality and is also the nursery for the supervisors of the future. It seems essential for some formula to be devised which will allow such schemes to develop on an appropriate scale. Similarly some provision must be made to retain the services of the disabled and to take proper account of patient labour at psychiatric and subnormal hospitals. It may be right, for therapeutic reasons, for a laundry at a psychiatric hospital to be run largely by patients and to aim at a fairly low performance. If however, the staff are carrying out efficiently what is partly a nursing function they should not be deprived of the equivalent of a bonus.



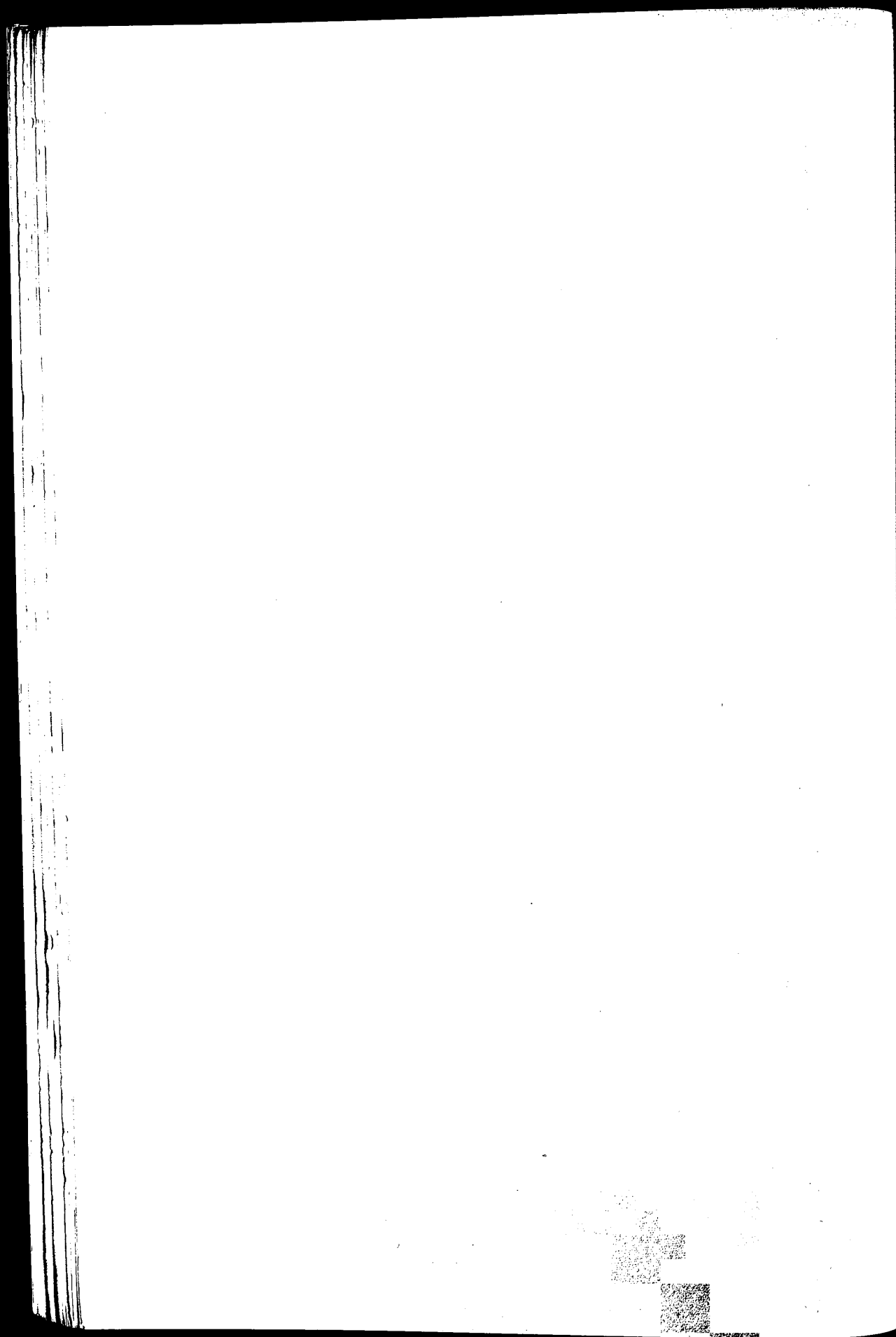


It should also be added that incentive schemes demand more and not less technical efficiency. It is to be hoped that the bodies considering improvements in technical training schemes will recognise the urgency of their task so that training officers can get the necessary training schemes under way.

Finally, as suggested earlier, it is essential to ensure that operatives are instructed in the principles of the schemes that affect them, that they have written guides to which they can refer and that they should feel personally committed. To this end, schemes should have preambles setting out aims and obligations and the procedure for maintaining a continuous dialogue about the effectiveness of schemes. Some form of productivity group is thus required and these should be linked with a revived form of joint consultation.

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This Chapter contains many questions and some concrete suggestions. It has been urged that action in this vast and complex field is urgent and that an overall strategy is essential. This must be based on a broad appreciation of the problem as a whole. Some of the factors which this strategy must take into account are outlined in the next chapter which concludes with a summary of suggestions relating to training.



## CHAPTER 7

### CONCLUSIONS

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The preceding chapters have emphasised the great possibilities of productivity schemes and have pointed out some of the problems which need to be resolved if their full potential is to be realised. To suggest, however, that productivity is a kind of Aladdin's lamp which has only to be rubbed in order to conjure up the genie of financial plenty would be altogether too naive a view. Payment by results has been common in industry for a quarter of a century and though it has produced considerable results it has not proved to be a panacea.

Indeed, some writers, such as Denis Pym<sup>2</sup> whose work was commended to the author by the Industrial Psychology Research Unit of the Medical Research Council, think that incentive schemes have had their day in industry. Pym makes the indubitable point that money is only one of many incentives and claims that there is an inverse relationship between competence and financial reward, e.g. the more workers are motivated by money the less they are likely to be effective. Incentives, it is claimed, produce an 'ego orientated' attitude whereas a 'task orientated' one should be encouraged.

Such views can be supported by a good deal of evidence. A tendency has been noted in many schemes, for results to improve during the period of initial enthusiasm and then to reach a plateau which often begins to decline. A process of degeneration may set in when workers learn how to 'beat the system', when management control slackens off and 'creeping slack' distorts the scheme. Hence many schemes have eventually been discarded and some new approach

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<sup>2</sup> "Is there a future for wage incentive schemes ? " British Journal of Industrial Relations, Vol. 2, 1964, p. 379.

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has been begun. Sylvia Shimmin in the book already referred to points out that some of the discontent which undermines certain schemes is due to the fact that the basic rates on which bonus is calculated are often not founded on adequate job evaluation and hence varying bonus earnings cause dissension. It is possible that the envy of the painters by the other crafts which was referred to in Chapter 3 may, in some measure, be due to a lack of an evaluation of the relative skill contents of the jobs.

All writers on incentive schemes in industry refer to the changed role of the supervisors and to the danger of allowing their differentials to disappear. This seems to be a lesson which industry has now learned. It is to be hoped that the hospital service will also do so quickly. The matter is vital because - to quote Professor Jaques - "the problem of status and payment is made complex because it arouses powerful emotions - emotions about economic security and about the value attributed to one's work as compared with that of others". Sylvia Shimmin summarises the position as follows "an incentive payment system may be a source of mistrust and suspicion or a symbol of worker-management co-operation according to the circumstances of its application. No method of payment is able to produce good morale or to increase working efficiency by itself and a system introduced solely for the purpose may well prove a failure. The social climate of the factory and the relations between personnel are probably more important determinants of success than the structure of the particular payments system used".

The social culture of an organisation is largely a reflection of management and management, too, is human. Productivity schemes undoubtedly cause managers additional work and it would be inconceivable in industry for the success of a scheme to be wholly unrelated to their financial rewards. It may be difficult, in a

The social culture of the United States is characterized by a strong emphasis on individualism and a high degree of social mobility. This is reflected in the American dream, which is the belief that anyone can achieve success and wealth through hard work and determination. The American dream is a central theme in American literature and culture, and it has inspired many Americans to pursue their dreams and achieve their goals.

public service, to relate the pay of a manager directly to his success as a manager - though this matter needs to be considered very seriously - but in the hospital service there are positive disincentives to a productivity approach. It is generally recognised that the absurd anomaly of assessing the pay of senior managers and nursing officers by the number of beds or staff under their control will have to be changed but, at present, even non-financial incentives are lacking. The most high-minded Group Secretary may reasonably feel frustrated if, as a result of a piece of good management, he saves some money and, instead of being able to apply it to some improvement near to his heart, he has to hand it over to the Regional Board.

All the factors mentioned above are warnings against premature optimism. But there are advantages in being a late starter and, if the hospital service can learn from the blood which has been spilled in industry, its schemes may have more continuous success. The character and traditions of hospital administration undoubtedly pose many problems but there are some big assets on the credit side. The greatest of these is motivation of the staff. At all levels, as the author points out in his survey of ancillary staff,<sup>3</sup> there is a real pride in hospitals and a deep sense of service to their patients. This can go far to prevent an 'ego-orientated' attitude from developing and does not seem incompatible with bonus schemes. For the lower-paid workers money is important and many struggle between a sense of vocation and a temptation to seek better paid jobs. If a sensible reorganisation of their work can give them a living wage, an enhanced sense of self-respect should enable them to be more 'task orientated' than they are now.

How then can we try to ensure that this major asset is used to the full? Informed opinion seems agreed that if an incentive scheme is to pay dividends it must be far more than a payment system - it must

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<sup>3</sup> "A Forgotten Sector" - shortly to be published by Pergamon Press.

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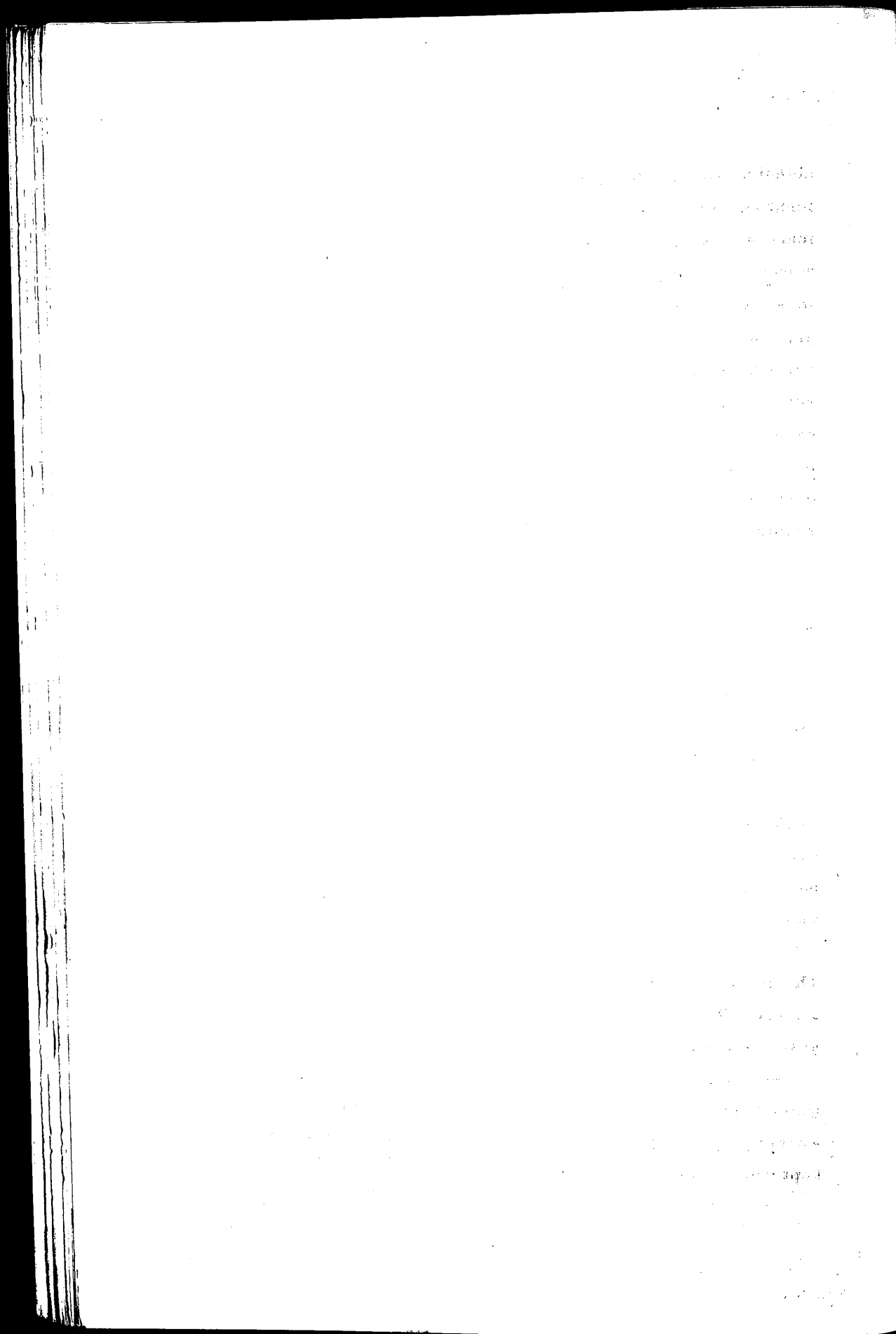
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coincide with and form part of a new system of participative management and a new social culture. This implies that both sides must make wholly new commitments. If a smaller number of better paid workers are to give the same standard of quality and service they must agree, at least implicitly, to identify themselves with the achievement of managerial objectives and to consider these as equally valid for themselves. Management, on the other hand, must agree to accept new standards of efficiency and to plan in such a way that bonus earnings are possible. What may be more uncomfortable is that they must also be ready to accept pressure from below to make organisational changes which will facilitate production. This latter requirement has long been common in the USA where unions habitually insist that poor management should reorganise itself so that it can afford to pay increased wages. This is one of the reasons why American productivity is more than twice that of Great Britain.

If this contention is valid - and the evidence for it seems overwhelming - there are important implications. The first is that some method of defining objectives must be found and this cannot, in an incentive situation - be decided unilaterally. Management and workers must agree what the objectives are so that the latter can help to achieve them. Management by objectives is a concept that has been formally blessed in HM (68) 28 but there is little evidence that it is frequently practised.

The second is that if incentive schemes contain within themselves the seeds of organisational change, on what could be a momentous scale, it would be wise to state this explicitly. It may, therefore, be desirable to attach to each productivity agreement a preamble which sets out the intentions and commitments of management and workers and which indicate the methods by which objectives can be kept under continuous review.



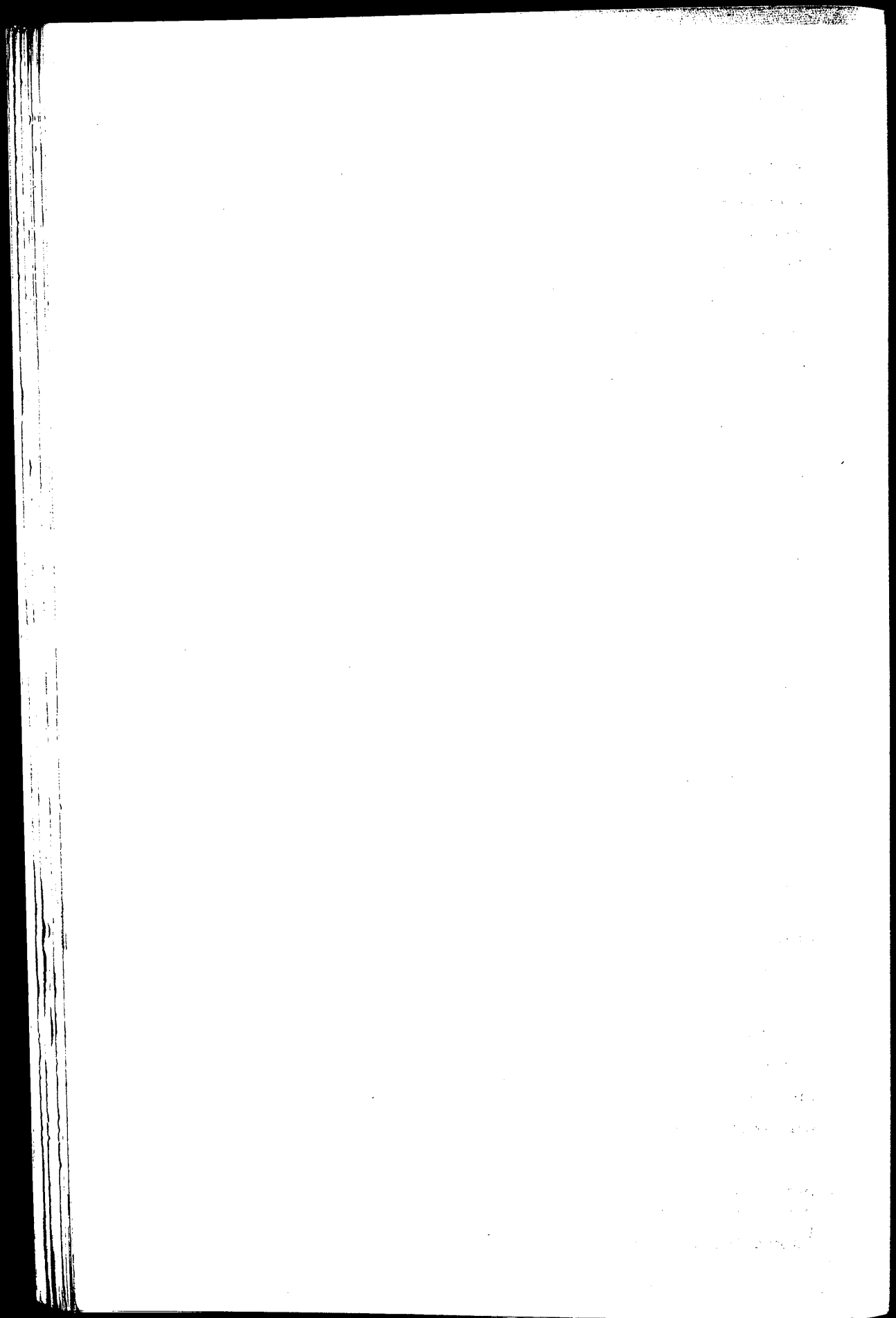
Such reviews need to be undertaken at various levels. Reference has been made in the last chapter to the productivity groups which seem desirable in single departments or in even smaller functional groups. But the objectives of a department or group must be considered in the light of the objectives of the hospital as a whole and hence there is the need, already mentioned, for a committee or council composed of representatives of management and workers from all departments. This is analogous to joint consultation and it seems vital for the present plight of joint consultation in hospitals to be re-examined in this new context. A recent King's Fund publication<sup>4</sup> tells the melancholy story of joint consultation in the past but suggests that in view of productivity, management by objectives and other factors the time is ripe for an entirely new approach. It is, indeed, suggested that 'Hospital Councils' (to include the doctors as well as all the other staff) should be established as the apex of a pyramid of committees which would discuss the various functional problems of the hospital.

All the factors outlined above point to the need for training but, as indicated earlier, it is impossible to make precise recommendations until some of the major problems have been resolved. If the main emphasis is to be laid upon schemes in particular departments in a large number of hospitals, attention must be given both to the techniques of installation and to the job of making management aware of their implications. But it is again suggested that such a phase will not last long. Pressure from workers to have bonus opportunities is bound to increase and it may relieve pressure to tackle all departments in particular groups so that at least all workers who are in day to day contact can benefit more or less at the same time. If so, the task of management in the Groups selected will be formidable and they will need much training assistance.

But, as suggested in Chapter 5, it will be enormously difficult to

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<sup>4</sup> Joint Consultation in Hospitals - Defeat or Opportunity?



persuade workers in other groups to wait possibly for years, for a chance to enjoy bonus earnings and a 'second stage' interim scheme is a contingency which must receive serious consideration. If this should arise and if some form of 'do it yourself' scheme, based on 'yardsticks' is devised, method study help would seem to be essential. Method study officers could not, however, meet the needs of large numbers of Groups without the help of training. As experience grows it should be possible to devise training techniques which will help management to define objectives and for method study to pinpoint areas in which such study can show how organisation can be improved. Work measurement for all must be the ultimate goal but this does not seem incompatible with efforts by management to help themselves and with permission to award interim bonuses - on a lower level than in incentive schemes - if increases in productivity or a valid level of productivity can be demonstrated. If such techniques can be developed and if the implications suggested in this chapter are accepted, it would seem worthwhile to devote a large proportion of the training resources of the service to co-operating with method study officers in a massive campaign.

A Greek myth tells how Jupiter gave to Pandora, the first mortal woman, a box whose contents were unknown. According to one version of the legend, when the box was foolishly opened all the ills of the world flew out. Another version, however, says that when the lid was lifted the box was found to contain all the blessings of mankind; but these too escaped - except Hope, which was at the bottom of the box. The decision to introduce financial incentives has lifted - so far only by a chink - the lid of a box which may contain incalculable forces. When the lid is prised open further it could release many evils - dissension, disputes and a preoccupation with material rewards which could erode the great principles of the hospital service. On the other hand it could be the source of many

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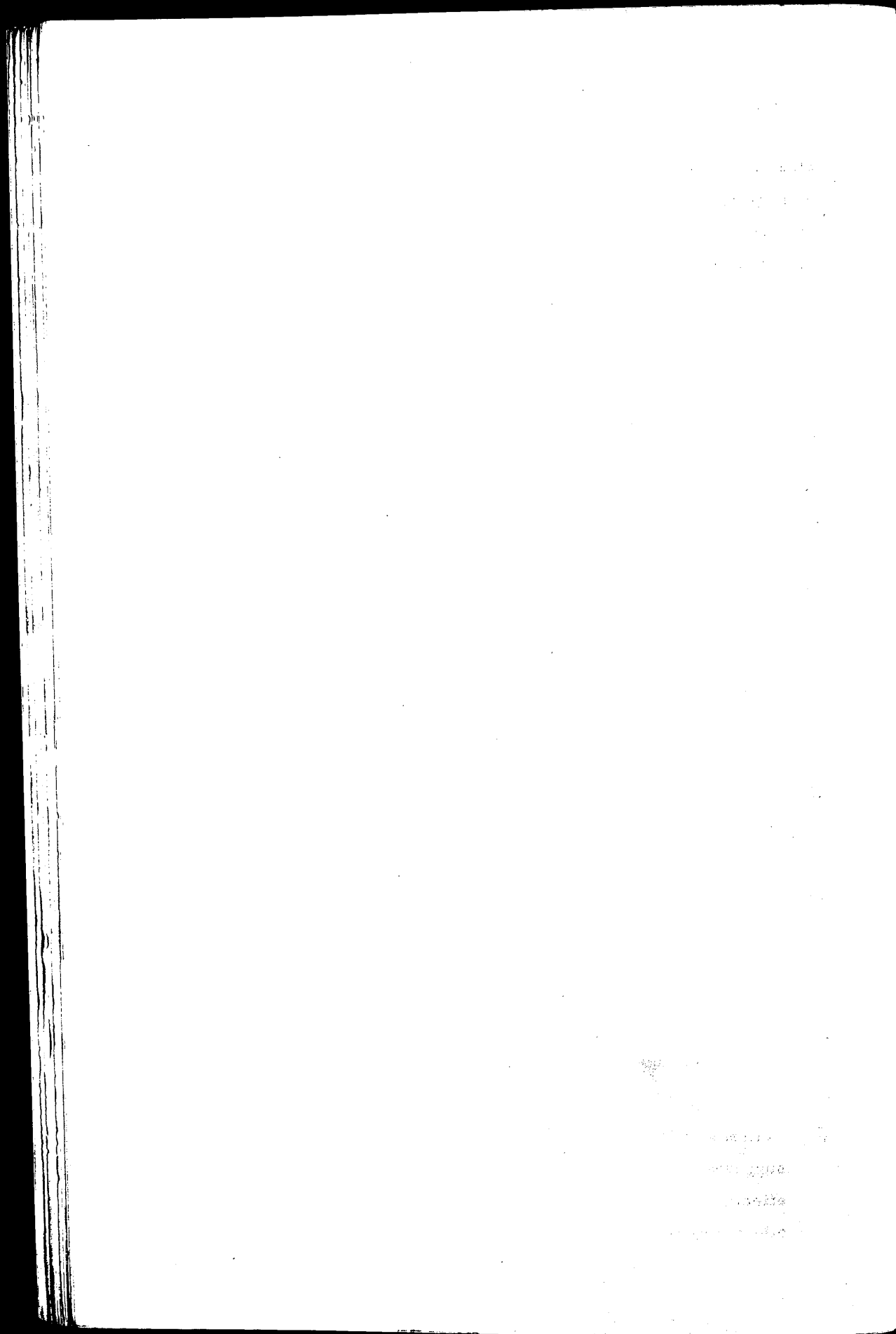
blessings. It may, it is suggested, lead to an era of co-operative management which could combine service with efficiency in a way that would set a standard for the world. It is at least comforting that Hope remained at the bottom of Pandora's box.

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#### Summary of suggestions

This final chapter has emphasised the very wide implication of the concept of productivity. It is vital to study in depth the impact on organisational change, on joint consultation, on personnel management, on cost effectiveness and on other matters. No attempt has been made to elaborate these wider issues in this study. But, though they cannot at this stage be precise, the suggestions made in preceding chapters which have a direct bearing on training are formidable enough. They are summarised below:-

- (1) Top level management appreciation conferences should be held in all Regions.
- (2) A guide to productivity should be prepared for the information of management and for members of Hospital Management Committees.
- (3) At hospital level two types of appreciation courses are needed
  - (a) short conferences for senior management
  - (b) training courses for staff who are likely to be engaged in administering schemes. Separate courses are needed for middle management and supervision and the attendance of union representatives seems desirable.
- (4) Courses under (b) might take different forms and it is suggested that experiments should be undertaken to test the effectiveness of short 'sandwich' courses based on visits to other hospitals.





- (5) Careful thought should be given to methods of co-operating with unions in training shop stewards and departmental representatives. Experiments in this field should be undertaken without delay.
- (6) A review of the supervisory structure and the wages system for supervision in departments undertaking incentive schemes is essential.
- (7) Supervisors concerned with such schemes must have good technical and organisational abilities. Training to improve these is important.
- (8) Training is required for estimators and bonus clerks.
- (9) It may sometimes be found that existing staff do not have the necessary qualities and experiments should be made in training new recruits to middle management, e. g. by attaching them to work study staff.
- (10) Special and intensive efforts will be needed to train the staff of groups which may undertake incentive schemes in a range of departments more or less simultaneously.
- (11) If 'do it yourself' schemes develop, a massive training campaign by method study and training officers will be necessary.
- (12) Operatives must be carefully instructed in the basic principles of schemes and receive a simple but clear guide for reference purposes. New recruits must be systematically instructed as soon as they start work.
- (13) The aims and obligations of management and workers should be explicitly stated in a preamble to productivity agreements.
- (14) Productivity groups should be established in all departments or functional groups and should meet regularly. These groups should be linked with a reorganised system of joint consultation.

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- (15) The opportunity provided by incentive schemes to relax demarcations should be taken to promote multi-skill training.
- (16) Every effort should be made to persuade management and workers that incentive schemes imply a new form of participative management and provide opportunities to clarify objectives and promote organisational change.

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