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**PARTICIPATION OF EMPLOYEES IN DECISION-
MAKING IN PUBLIC ENTERPRISES: A CASE STUDY
OF RWANDAN COMMUNICATION ENTERPRISES**

By

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Declaration of originality

This is to certify that the dissertation is the work of the candidate alone, and, has not been submitted, either in whole or in part, for any other academic work.

Signature.....

Date.10th.....06/.....04

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Abstract

This study aims to determine the state of employee participation in decision-making within the public enterprises of communication in Rwanda. More particularly, it is aimed at mapping out the extent of employee participation in the decision-making process in this area, to identify whether employees desire to participate in decision-making and to find out whether they would prefer to participate directly or act through a representative. It also aims to determine the form(s) of participation practised in the public enterprises of communication, to identify impediments to the participation of employee in decision-making and based on the results suggest recommendations in order to further promote employee participation in the decision-making procedure within this area. The research focuses on employee participation in the decision-making process in the public enterprises of communication in Rwanda. A questionnaire related to employee participation in decision-making was administered to a sample of 96 employees, but only 82 employees filled and returned the questionnaire.

Various data analyses techniques were performed measure the state of employee participation in decision-making in general, and the extent of employee participation in the decision-making procedure within the public enterprises of communication in Rwanda in particular.

The results revealed that the degree of employee participation in decision-making is very low and only senior managers (department managers) have access or rights to participate in the decision-making process. However, those who do not have opportunities to influence decisions made at the workplace manifest a great desire to participate in the decision-making process, and for a considerable number, this tends to be concerned with decisions daily affecting their own job. It was noted that the main obstacles to the participative process within the public companies of communication in Rwanda are the following: a lack of interest, a lack of initiative and support to the participation process from the government, an authoritarian approach via centralisation system of authority and control, managers especially general directors who are unwilling to share decision-making power with employees, manager's enterprise hesitates to accept employees as valuable partners in making decisions, and inadequate understanding of employees concerning their new roles in management of their enterprises. Therefore, employees did not recognise an educational level as an obstacle to their participation.

Chapter One: Problem Statement and Purpose of the Study

1.1 Introduction

Against the background of a generation of major changes in the organization of work reflected ...a number of important developments have occurred in patterns of management and structures of decision-making within undertakings. These developments include a greater professionalization of management, paralleled by growing segmentation and specialisation of the traditional managerial functions of planning, organizing and controlling. Parallel to these changes in the management role, however, and partly in contrast to the trend towards greater specialisation, can be identified a persistent and broadly based interest in the participation of employees in organizational decision-making (Blyton, 1984:217).

Several years ago, employee participation in decision-making attracted the attention of practitioners and researchers in labour relations circles. Adams and Rummel, (1977) argue that in recent years, the issue of workers' participation in management has been subject to increasing amount of attention.

The importance of employee participation in decision-making has been extremely well documented in industrialized, and in many developing countries. However, it should be noted that employee participation, in contemporary organisations, remains a vital factor. In the course of revealing the reasons behind this, many studies have been carried out. Even if the objectives differ according to the enterprises and countries, perhaps the main purpose is essentially one of seeking greater employee integration (Blyton, 1984). Knudsen, (1995), stated that participation in decisions may not only give promises of a better integration of the workforce, but also of higher efficiency, or, as expressed by Vroom and Jago, (1988), (cited in, Knudsen, 1995: 15), "the effective management of people and the all-important question of productivity".

According to Haire (1954) and Blumberg (1968), (cited by Knudsen, 1995), since the 1930's it has been well known among social scientists and managers that both work satisfaction and productivity can be improved when workers are allowed to participate in decisions about how work should be carried out. In the participative process the end result is a managerial decision that is more acceptable to the employees and thereby more effective and efficient than a decision made unilaterally by management (Clarke, *et al.*1972).

Although this subject has been researched in many countries especially in developed countries, in Rwanda, there is almost no idea of what is currently happening in terms of participation of employees in decision-making. Erez (1995), (cited in Galang, 1999) raised the question of potential of employee participation in decision-making in developing countries, pointing out the lack of research in this area of the world. Similar arguments were suggested by Ali, Khaleque and Hossain (1992) who stated that more is known about participative management in developed countries but very few research reports are available about developing countries.

It is known that participation in decision-making is achieved through different forms in various firms and countries. Blyton (1984) highlighted that there are considerable differences between the systems of employees' participation. Indeed, even the practice of single form of employee involvement varies significantly from company to company and from country to country. But, according to Cordova (1982) despite the variations in the extent and form of employee involvement, the different mechanisms share a number of common features. However, there are various views about this subject. Particularly, in taking into account the ideas of the diverse authors, certain are for direct schemes (for instance, Bell, 1979; Clarke *et al.*, 1972); while others such as (Strauss, 1998 and Ben-Ner and Jones, 1995), (cited in Delbridge and Whitfield, 2001) support indirect systems. What are the perceptions of the communication employees about it?

1.2 Problem Statement and Purpose of the Study

1.2.1 Problem Statement

Contemporary organizations are placing increased emphasis on the employee's role as decision maker (Mitchell, 1996:2).

The management of public enterprises in all developing nations should be based on business principles. This will enhance the administrative capacity of the enterprises. It will also result in some amount of decentralisation of management structure and allow participation of other employees in the operation of the public enterprises. Employee participation is seen here as necessary to promote effective management of business, i.e., the activities of the enterprises (Kempe, 1982:80).

Although modern management insists on the importance of employee participation in decision-making, public enterprises, in Rwanda are still administrating on the basis of a traditional approach, or as expressed by Mitchell, (1996:3) “on the earlier approaches which relied more upon an autocratic style”.

From personal experience as a student trainee in one public enterprise, employee participation in decision-making was almost nonexistent in that company. This leads me to think that this situation was the same in other public enterprises. In practice, the task of decision-making seemed to be an appropriate task of top management. Obviously, this has direct or indirect negative impacts on those companies, in terms of employees’ commitment, cooperation between managers and employees and finally on productivity. One paralleling arguments concerns employees’ greater commitment to decisions in which they have participated. That is, it is maintained that when groups are excluded from effective roles in decision-making affecting them, they tend to react in aggressive, polarizing ways (McCaffrey *et al.*1995).

There is every reason to wonder whether employees want to participate, and on the other hand, whether employees desire some specific types of employee involvement rather than others. Understanding the perceptions of employees in the above matters appears to be an important element for understanding whether participation in decisions is a priority for all the employees.

According to Kempe (1982), public enterprise administration in developing countries has been consistently plagued with the tendency toward excessive centralisation. This is consistent with Rainey *et al.*’s (1976) view, (cited in Busch and Gustafson, 2002), who make the claim that, based on reviewing the relevant research; the administrator in public

enterprises has a greater reluctance to delegate. Yet, many studies have shown the positive effects of involving all employees, even those who occupy a lower level, in the decision-making process. For instance, Kearney and Hays (1994) stated that what is needed is a “boundary spanning” capacity that enlists all workers especially those on the front line who work with clients on the basis of being management’ representatives. That is, the workers who are closest to the problems have the understanding and knowledge necessary to make all but the most important decisions. A similar argument is shared with Robbins (2001) who argued that the lower-level managers and operational employees are closer to the activities and typically have more detailed knowledge about problems than do top managers.

Therefore, discovering the main problems impeding participation of personnel in decision-making in public enterprises, particularly in communication area becomes an important factor at this time. The Rwandan government has started the process of restructuring its enterprises, which will not be concerned with the privatisation programme. For this reason, the study relating to employee participation in decision-making in public enterprises may have significant value.

The purpose of this study is to discover the state of employee participation in decision-making in Rwandan public enterprises of communication. The question of employee participation in the decision-making process, particularly in public enterprises in Rwanda has not been researched. As a result, not only does the true situation in this area remain unknown, but also there is a vast gap between knowledge of the world on participation of employee in decision-making and related issues and that pertaining to the level of Rwandan employee participation in decision-making.

This study aims to map out the current situation of employee participation as well as to examine whether employees wish to participate and if so, towards which form of participation.

1.2.2 General Purpose of the Study and the Main Research Questions

The purpose of the study is to determine the state of employee participation in decision-making in public enterprises, especially in the communication area in Rwanda.

The main research questions are:

- Do the employees participate in decision-making in the public enterprises of communication?
- If not, do the employees want to participate in decision-making process? If so, through what form do they prefer to participate?
- What are the impediments to the participation of employees in decision-making?

The specific research questions are:

- What are the forms of employee participation used in public enterprises of communication?
- Is there a difference between the hierarchical level of the employee and the extent of participation in decision-making?

1.3 Research Objectives

- The first objective is to map out the degree of employee participation in the decision-making process in the public enterprises of communication.
- The second objective is to identify whether employees desire to participate in decision-making and to determine whether they would prefer to participate directly or act via a representative.
- The third objective is to find out the form(s) of participation being used in the communication enterprises.
- The fourth objective is to determine obstacles to the participation of personnel in decision-making and suggest recommendations based on the results from the research.

- The fifth objective is to identify whether there is difference between the hierarchical level of an employee and the extent of participation in decision-making.

1.4 Delimitations and Limitations of the Study

The study was focused on Rwanda, particularly in public companies of communication. A sample size of 96 employees was selected, but only 82 respondents filled and returned the questionnaire. The questionnaire was focused on the situation of employees' participation in decision-making in this domain. As this research is focused on the "the public enterprises of communication" the findings will not apply to other public enterprises in Rwanda.

In terms of the limitations, Rwanda is a poor country, and as is the case in most developing nations particularly in African; the level of research is low. In this regard, the issue of employee participation in decision-making (in public enterprises) is not well studied. As a result, the literature review, especially in relation to the level of Rwandan employee participation in the decision-making aspect, might be limited in terms of the sources of references of empirical studies.

A questionnaire relating to employee participation in decision-making and a demographic questionnaire were administered to employees of communication companies, that is, Rwandatel and Post Enterprises within Rwanda.

1.5 Significance of the Proposed Study

The significance of this study lies in the fact that it could bring to light the current situation of employee participation in decision-making in this area. Therefore, it will clarify obstacles to the participative process in the public enterprises of communication. By analysing these problems, it may be possible to determine where they lie and how could they be solved to promote employee participation in decision-making in the Rwandan public companies in general, and in the public enterprises of communication in particular.

Specifically, this study could be useful during this period of history, when the Rwandan government is embarking on its programme of reviewing and restructuring the management

of public companies, which will not be concerned with the current trend of privatisation. Thus, it could give insight to policy makers about employee participation in decision-making as one of the central elements in the development of effective management of public enterprises.

1.6 General Structure of the Dissertation

This dissertation is oriented towards the “employees’ participation in decision-making in the public enterprises: a case study of Rwandan communication enterprises”.

This research study is constituted by the following chapters: problem statement and purpose of the study, theoretical framework, literature review, research design and methodology, results and discussions, and finally there will follow conclusion and recommendations based on the results of the study.

The dissertation is structured in this manner:

Chapter One includes: introduction, problem statement and purpose of the study, research objectives, delimitations and limitations of the study, significance of the proposed study, general structure of the study and a brief overview on Rwanda.

Chapter Two discusses the major concepts included in the topic on the basis of ideas of diverse authors. Those concepts are: participation concepts, decision-making concepts, and public enterprises. It will attempt to discuss the concepts by focusing on key elements such as the meaning, reason, forms or types and other related to these.

Chapter Three describes the different studies which have been carried out on employee participation in decision-making. It starts by reviewing the studies achieved on employee participation in decision-making in the general context, and then highlights research studies specifically conducted on employee participation in decision-making in public enterprises.

Chapter Four, on the one hand, outlines the research methodology and procedure used in this study, and on the other hand, clarifies the source of information, instruments, and discusses validity and reliability issues. Finally, it describes the data analysis methods used in this research.

Chapter Five presents and discusses data obtained after performing diverse statistics techniques of analysis such as frequency, percentages and cross-tabulation through descriptive statistics.

And finally, Chapter Six concludes the study and suggests recommendations based on the results of the research.

1.7 Rwanda in Context: its Localisation

This topic is oriented specifically towards Rwandan public enterprises, particularly in the communication area. It seems necessary to briefly localize Rwanda in order to provide to the readers with a general view about this country.

Rwanda is extended over an exiguous territory of 26.338 square kilometres. It is a small country in central Africa with almost 8.103.585 inhabitants (Ministry of Finance and Economics Planning, August 2002). It is allocated in the Great Lakes region between the Central and Eastern parts of Africa and geographically shares common boards with:

- Uganda in the North
- Burundi in the South
- The Democratic Republic of Congo in the West
- Tanzania in the East

For more precision see the map below:



Source: www.nur.ac.rw/rwanda.htm .

Chapter Two: Theoretical Framework

The aim of this study is not to become involved in a general discussion about employee participation, but rather to discuss and analyse employee participation in decision-making within the public enterprises of communication. With the aim of doing this satisfactorily, it is necessary at the outset to define and describe the framework of analysis that will be followed in this chapter. As each of the terms associated with participation poses problems of definition and concept (Clarke *et al.*, 1972), it is important to provide a clear understanding of the key concepts of this topic.

2.1 Participation Concept

In general, the concept of employee participation is used loosely and is often misunderstood. Collective bargaining, suggestion schemes and other related words are all terms that have been incorporated under the general heading of employee participation. For this reason, before starting the discussion, it is important to point out that the literature on employee participation draws a distinction between financial participation in the profits or ownership of enterprises and employee participation in decision-making. The focus of this study will be on the latter.

2.1.1 Definition

According to Guest and Fatchett (1974), worker participation in management is an old, persistent idea with many meanings. This means that it is not easy to give one definition, which covers all aspects of this concept. This is true because the variation in degree of participation and different ways in which different people, countries and enterprises perceive participation, show the diverse views of this term. Cotton *et al.*, 1988; Strauss, 1982 cited by Galang (1999) argued that given that employee participatory schemes differ in the extent or mode of participation, with regards to area or content of participation and to level of participation. "It is contended that no simple definition of participation is either appropriate or sufficient to enable us to understand the complexity of the concept" (Marchington, 1980: 9).

Despite the complexity of this term, many authors have attempted to define employee participation. Salaman quoted in Anstey (1997:1) defines worker participation as a process recognizing the needs and rights of employees individually and collectively to participate with management in organizational decision-making areas beyond those usually associated with collective bargaining. Hem (1980), proposes that participation is a process by which employees can influence management decision-making at various hierarchical levels in an enterprise. However, in this research the proposals of Salaman (1987) and Hem (1980) will be used.

When we evoke employee participation in the decision-making process, we mean the way by which an employee contributes to the conception of an idea and sometimes how he struggles himself for its achievement. Walker and de Bellecombe cited in Guest and Fatchett (1974: 9) argue that the basic idea is that the people who are managed should have some say about the decisions that affect them.

2.1.2 Reasons for Employee Participation

Participation is already widespread and will continue to grow, but is also necessary because the issues faced tend to be too complex and interdependent to be solved by a few people in authority (Georges and Romme, 1997: 4).

In order to clarify the reasons for employees to be involved in decision-making, it appears necessary to consider certain arguments advanced as to why there should be a greater participation. Clarke *et al.* (1972) note that broadly, four arguments are used. Greater participation as such is desirable:

- as a means of promoting the satisfaction and personal development of the individual worker;
- on the ground that workers should have a greater say in decision-making at work, as a means of extending democracy from the political to the industrial sphere;
- as a means of improving industrial relations;
- as a means of increasing efficiency.

The mentioned arguments in favour of employee participation will now be discussed.

2.1.2.1 The Promotion of Satisfaction and Personal Development of the Worker

The argument about happiness and personal development rests on the belief that most work can and should be satisfying to the worker, both in terms of task itself and the physical and social environment in which it is performed. Wherever possible, work should afford the worker a means of developing his personality and participation can assist in achieving these goals (Clarke *et al.*, 1972). From this perspective, Bakke cited in Clarke *et al.* (1972: 11) states that productive work is the main source of personal development and satisfaction and that the organization must give the maximum possible opportunity to the individual for significant participation and self-expression.

2.1.2.2 The Extension of Democracy

The argument for greater industrial democracy is based on the presumption that while the employee as a citizen enjoys a voice in the government of the society in which he lives through the electoral system he has no such opportunity at his place of work. There he is an “employee”, party to a contractual relationship rather than a citizen of an industrial community. Bottomore cited in Clarke *et al.* (1972:12) indicates that it has been argued that when the great majority of individuals are denied the opportunity to play an effective role in reaching the decisions which vitally affect their lives, they are not only being deprived of a right they ought to enjoy, but political democracy is itself being diminished.

2.1.2.3 Participation as a Means of Improving Industrial Relations

As a means of improving industrial relations, participation has had its advocates for a considerable length time. The first Whilley Report quoted in Clarke *et al.* (1972: 13) highlights that:

A permanent improvement in the relations between employers and employees must be founded upon something other than a cash basis. What is wanted is that workpeople should have a greater opportunity of participation in the discussion about and adjustment of those parts of industry by which they are most affected.

Blanner, cited by the same authors, has indicated that workers have become alienated from the purposes and organization of industry because they are denied the opportunity to participate in the control of their immediate work processes. Without this degree of participation in the decisions which are of immediate importance to them, workers are unable to develop a sense of loyalty and attachment to the organisation, its function and purposes. Thus, when employees feel a sense of alienation they often respond to their situation by adopting an aggressive and hostile attitude to the exercise of managerial authority (Clarke *et al.*, 1972).

Allen, cited in Clarke *et al.* (1972) argue that there is evidence to suggest that the more an employee is enabled to exercise control over his task, and to relate his efforts to those of his fellows, the more likely he is to adopt a co-operative attitude and positive commitment to achieving the goals of the enterprise without conflict and the break-down of the normative pattern of relations between management and employees. Bendix (1989:122), in describing the reasons for supporting participative process, notes that employers, in general, see participation as a means of overcoming basic employer/employee conflict and as a step towards co-operation and coalition between managers and employees. Furthermore, there is a perceived economic advantage, in that co-operation is seen as bringing about greater commitment and involvement on the part of employees and thereby, greater motivation and higher productivity.

2.1.2.4 Participation as a Means of Increasing Efficiency

Participation in decisions is also associated with higher efficiency. The involvement of employees, it is argued, taps their very considerable knowledge about their work and their often under-used abilities. The more they are informed and involved, the more ready they will be to accept technological change, even unpalatable change. By helping management to be better informed of workers' views, participation improves the quality of the decisions made. The involvement of workers spurs managers on to greater efficiency, and the satisfaction of workers' needs and moral rights makes for a contented and efficiency by its contribution to industrial peace.

Viteles quoted in Clarke *et al.*, (1972:15) has indicated that employee participation in decision-making in a democratic atmosphere created by "permissive" leadership facilitates the

development of “internal” motivation and serves to raise the levels of employee production and morale.

ILO (International Labour Office), (1981:10) pointed out that there are various objectives claimed for more pronounced participation of employees in decisions within undertakings. Among them, three main groups may be mentioned: ethical or moral, socio-political and economic objectives. But, here only two objectives will be discussed. Because the third objective (socio-political) shares the same meaning and comments with the arguments about being an extension of democracy, supporting a greater participation, suggested by Clarke et al., namely “the extension of democracy” which has been largely discussed previously.

- Ethical or moral objectives

In an ethical or moral context, participation in decision-making is designed to promote individual development or fulfilment, in accordance with a concept of human rights and dignity to which the Universal Declaration of Human Rights (1948) cited by International Labour Office (1981), probably gives the most widely published expression:

All human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act towards one another in a spirit of brotherhood (Article 1).

Everyone, as a member of society, ... is entitled to realisation...of the economic, social and cultural rights indispensable for his dignity and the free development of his personality (Article 22)

In support of this ethical approach, it has been indicated that employees who contribute to the production of goods and services sometimes at the risk of their health and even their lives and in any case pass most of the day in the undertaking, are entitled to have their point of view taken into account as regards its operation.

- Economic objectives

This relates directly or indirectly to increasing the economic efficiency of the undertaking. By associating the workers with the decisions taken, it is hoped to improve the quality and quantity of output and the best utilisation of labour, raw materials and equipment as well as the introduction of new techniques. It has also noted that participation may be useful to reduce

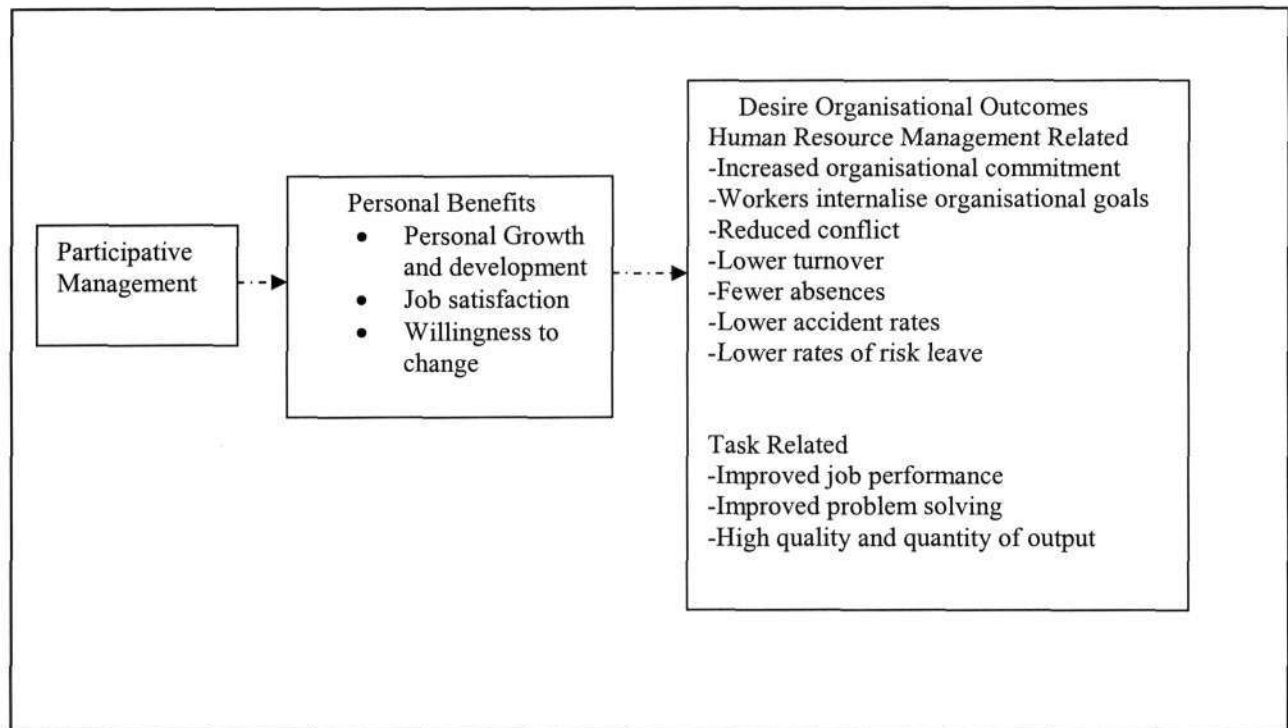
the areas of conflict of interest between management and labour and to improve labour relations. As Kiss cited in ILO (International Labour Office) (1981:17) has proposed, possible contributions to efficient use of human resources may come about for the following reasons:

- workers have ideas which can be useful
- effective communications upwards are essential for sound decision-making at the top;
- workers may accept decisions better if they participate in them;
- workers may work harder if they share in decisions that affect them;
- workers may work more intelligently if, through participation in decision-making, they are better informed about the reasons for and the intention of decisions;
- worker participation may foster a more co-operative attitude amongst workers and management, thus raising efficiency by improving team work and reducing the loss of efficiency arising from industrial disputes;
- worker participation may act as a spur to managerial efficiency.

Maree (2000) brought to light the essence of employee participation by pointing out that the objectives of employee involvement include one or more of the following: ensuring the survival of the enterprise, improving the enterprise's profitability, enhancing the competitiveness of the enterprise, stabilising conditions in the workplace by improving employer-employee relations, or achieving changes and greater flexibility in the enterprise. On the other hand, Torres (1991) highlighted that the essence of workplace participation lies in two factors: influence and decision-making. However, the crucial consideration is whether workplace participation refers to workers influence through employees' decision-making involvement. Torres puts forward a strong argument that the essence of workplace participation lies in being involved in decision-making.

According to Kearney and Hays (1994) the linkages between participation in the decision-making process and personal and organisational benefits can be summarised in the following figure.

Figure 2.1 Linkages Between Participative Decision-making Model and Personal and Organisational Benefits



Source: Kearney and Hays, 1994: 46

The next section will deal with the different types of employee participation. It will focus particularly on direct and indirect participation.

2.1.3 Types of Employee Participation

Before embarking on the description of the different types of employee participation, it is fundamental to make a distinction between direct and indirect forms of participation, or as expressed by Gold and Hall, (1990), (cited in Knudsen, 1995), between individual and representative participation. A similar view is shared with Torres, (1991) who states that workplace participation should refer to workers being involved in the actual making of decisions, directly or indirectly through representatives, at all levels of the company.

Apart from this distinction, other authors such as Strauss and Rosenstein (1970) (cited in Dickson, 1981), on the one hand, have distinguished between immediate and distant participation, and on the other hand, Dachler and Wilpert (1978) cited by the same author

have distinguished between formal and informal participation. Typologies of what is meant by participation are numerous. Perhaps the most often used classification is that which distinguishes indirect from direct participation (Charlton, 1983).

According to Dickson (1981) direct and indirect participation may be distinguished from each other in terms of:

- the degree of employee involvement
- the organisational level at which participation occurs
- the ideological or value base for participation
- the types of decision-making concerned
- the principal outcomes or effects from participation

2.1.3.1 Direct Participation

Direct participation means that the individual employee takes over or is drawn into certain managerial decisions, which have traditionally been taken by management alone (Knudsen, 1995). It is a form of participation that involves the individual in relation to his own job and his immediate working environment (Bell, 1979:5). Dickson (1981) argues that in direct participation, the employee has the personal opportunity to speak up, even though the opportunity for influence might be small. It is argued that direct participation may take several forms: the delegation of a greater degree of discretion over the immediate work tasks, the creation of autonomous or quality circles, meetings at workgroup, workshop or department level (Knudsen, 1995).

According to Bell (1979) to be really meaningful to the employee, however, direct participation will include:

- the provision of all information relevant to his job;
- consultation particularly about changes that may affect him;
- a personal involvement in the decision-making process at his own level.

Further, he claims that experience shows that for the great majority of employees, this is what they are most interested in and what they regard as important. Indeed, without direct

participation, giving the individual a greater personal satisfaction in his own job, participation at other levels is unlikely to be successful, and will have little meaning for most employees.

Knudsen (1995) argues that the direct form of participation is in general only applied to lower-level management decisions, such as decisions regarding how work operations should be carried out, although there are certain examples of direct employee involvement in middle or higher-level management decisions concerning technical and organisational change through project groups.

2.1.3.2 Indirect Participation

Hem (1980:4) has highlighted that it is the participative processes whereby employees are involved in decision-making through their representatives or delegates. This links with Clarke's *et al.*, (1972) focus which argues that it is a form whereby employees normally participate through representatives rather than in person. For Bell (1979), indirect participation has relatively little appeal for the majority of employees, and in most situations, only a small minority are willing to take on a representative role, even in a limited capacity in their own workplace. Contrary to the direct form, it is based on the articulation of collective interests (Knudsen, 1995).

A main characteristic of representative participation is that the range of decisions with which it is concerned generally involves collective policy issues, and it may extended to processes which help to set or shape the overall goals of the enterprise and are 'governmental' in nature (Clarke *et al.*, 1972).

Further, they state that the above characteristics are much less important in the form of participation that primarily involves decisions relating to the immediate task or environment of the employees concerned. This type of participative decision is generally task-based, therefore, excluding the need for representation.

These two main approaches to participation may be characterised as power-centred and task-centred (Clarke *et al.*, 1972). Power-centred participation involves worker influence over the labour process and includes participation in policy making. It focuses on the exercise of

managerial prerogative and the balance of power between management and employees in the organisation's decision-making process (Salaman, 1987). The ultimate objective of some supporters of power-centred participation is to change the fundamental authority relationship in industry as a means of changing the character of society (Clarke *et al.*, 1972). On the other hand, the task-centred approach emphasises participation as a device likely to increase job satisfaction, and with it productivity, and also to improve industrial relations, thereby facilitating the attainment of managerially set goals for the enterprise.

2.1.3.3 Forms of Employee Participation: an Overview

At least four major forms of employee participation are now common all over the world: shopfloor participation, works councils, collective bargaining and representation on company boards at least in the public sector (Cordova, 1982; Knudsen, 1995 and Schrengle, 1976). According to Anstey and Singleton (1990), (cited in Anstey, 1997), other forms have been developed to deal with specialist areas including health and safety, productivity and pension funds and aspects of restructuring and others related to this.

1. Collective Bargaining

Among the various forms of worker participation, collective bargaining clearly stands out as the most widespread, the most vigorous and the most generally acceptable in both industrialised and developing countries. Since it has the primary purpose of fixing terms and conditions of employment, it involves a series of periodic activities of direct interest to all workers in the undertaking (Cordova, 1982:128). According to Schrengle (1976), collective bargaining is the chief form of workers' participation in many countries. It has a double role: on the one hand, it is an instrument for introducing worker participation, and on the other hand, its role consists of the actual process of negotiating the collective agreement, particularly at the enterprise or plant level. This is itself a form of worker participation because what used to be a unilateral decision on the part of management, becomes an agreed compromise between labour and management. Collective bargaining is usually carried out by representatives. It may be carried out under different circumstances and by different means, and even under certain restrictions, but it remains one of the few forms of worker

participation which cuts across ideological and national boundaries and can be found almost everywhere in the world (Cordova, 1982).

2. Works Councils

Works councils are the bodies elected by all employees at the workplace with the aim of meeting regularly with the management (Knudsen, 1995:5). Works councils are defined as institutionalized bodies for representative communication between management and the employees of a single plant or enterprise (Rogers and Streeck), (cited by Mizrahi, 2002). Cordova (1982) has indicated that the shortcoming of collective bargaining as well as the limitations on worker participation that industry-wide negotiations imply, account in part for the appearance of other institutions. One of the oldest of these is the works council.

Schrengle (1976), argued that the term “works council” refers to all the various bodies whose members are elected by all the workers in the enterprise, whether union members or not. These bodies are not supposed to interfere with the collective bargaining rights of the trade unions and are, at least in most countries, mainly advisory. It takes into account works committees and similar bodies whatever their name in many countries in different parts of the world.

Cordova (1982) specifies that in many countries works councils have only limited consultative functions and consequently lack any effective power. Works councils in some countries deal with purely peripheral matters, such as canteens, nurseries, recreation and other welfare facilities. A similar view has been underlined by Schrengle (1976) who argues that there is a broad consensus in many countries that work councils have not lived up to the expectations that were held when they were first initiated. One of the reasons for this seems to be the lack of real decision-making powers possessed by most councils. Therefore, in many countries the number of workers councils has remained relatively small and their practical role is insignificant.

It is necessary to clarify here that, this sort of works councils is what some authors, such as for instance, Knudsen (1995) calls joint committees.

3. Workers' Representation on Company Boards

The principle of co-decision-making by employees on supervisory boards or boards of directors is common practice in a number of countries, especially in Western European countries. The policy allows for employee directors, elected by employees (or trade unions), to be appointed to supervisory boards or boards of directors. These boards decide on general policy for the enterprise and its management, but usually do not function in an executive capacity, that is, they are not involved in the actual day-to-day running of the enterprise (Bendix, 1989:120). Hem (1980) has argued that employee representation on a board of directors enhances the status and prestige of the workers and furthermore the presence of employee representatives on the board serves as a constant reminder to management that worker interests are to be taken into account along with those of shareholders. From a utilitarian point of view, worker participation on the boards offers labour an opportunity to influence fundamental policy decision. In line with this view, Schrengle (1976:10) proposes that the degree of workers' influence on management decisions depends not only on the number of their representatives on the board but also on the role and functions discharged by the board within the company's power structure. For instance, the supervisory board of a Federal German company is not the same as the governing body of a French company or the board of a British company. Further, he points out that with regard to public enterprises, there does not seem to be any major disagreement about workers' representation in the public sector. The presence of workers' representatives on the boards of public sector enterprises shows that this form of workers' participation has been a long-standing practice in many countries.

4. Shop-floor Participation

Whatever the role of collective bargaining, of works councils or similar institutions, and whatever arrangements may be made for board representation, it is clear that these forms of employee participation are not in themselves a guarantee of complete participation within the enterprise. Whatever steps are taken to involve worker representatives in the decision-making process at higher management level, they must be supplemented by arrangements for associating rank-and-file workers with decisions that are taken at shop-floor level and that will affect them directly (Schrengle, 1976:12). Hethy and Maco quoted in (Cordova, 1982) state that more and more workers feel the need for shop-floor participation. They want to have

say in matters that affect them and are capable of making a reasonable contribution to decisions that touch them directly.

According to Schrengle (1976), worker participation at the shopfloor level must not be seen in isolation but as part of more general process of worker participation at various levels, including, where appropriate, works councils, worker representation on company boards, and collective bargaining.

By taking into account of the definition of those two types of participation, it appears that the three prior forms, that is, collective bargaining, works councils and worker representation on company boards are typically institutions of the indirect participation, while the latter is a direct form of participation.

2.1.4 The Degree of Employee Participation

Another key element of employee participation in decision-making is the degree of participation. 'Degree of participation' means the extent to which workers actually influence decisions taken at the enterprise (Salaman quoted in, Maree, 2000).

Knudsen (1995:8) has used the term intensity of participation to describe the same thing, where "intensity equates with the degree of employee influence afforded by participatory arrangements at a given level". Pateman (1970:67-74), (cited in, Maree, 2000) identifies three degrees of worker participation, namely pseudo participation, partial participation and full participation. She distinguishes between them as follows:

- Pseudo participation takes place when management uses participative techniques to persuade workers to accept decisions that have already been made. This really accounts to manipulation of workers.
- Partial participation is a process in which workers can and do influence the outcome of decisions, but management has the final power to take the decisions.
- Full participation exists when every person has equal power to determine the outcome with management in full participation.

Levine and Tyson cited by Maree (2000) have developed a similar typology also based on the degree of influence that workers have on decisions, but with a more descriptive terminology. They distinguish between consultative participation and substantive participation.

- Consultative participation allows employees to give their opinions, but final decisions are still made by management. This coincides more or less with Pateman's partial participation.
- Substantive participation includes formal, direct participation schemes, such as work teams. Members of work teams are given wide discretion in organizing their own work and operate with little supervision. This conforms roughly to Pateman's full participation.

In this research, Salaman and Knudsen definitions' will be used.

A central element in the discussion of employee participation is where, in the workplace, participation takes place. Torres (1991) identified this as being the top level, the intermediate level and the shopfloor level of the company. These levels, she points out, will usually overlap with a range of issues that employees have decision-making power over.

At the top level of the company, policy issues and executive issues are deal with and these would normally relate to the goals of the company. At the intermediate level issues involve the means of the company, technology, and terms and conditions of employment. The shopfloor level will concern decisions of a task-related nature.

Lansbury (1978) introduced a notion of lower and higher levels of decision-making, with lower levels of decision-making referring to decisions relating to the operation of the entire enterprise.

In the following section the term decision-making will be discussed. First, it will begin by clarifying this concept and some points surrounding it. Steps of the decision-making process and types of decisions will be examined.

2.2 Decision-making Concept

Decision-making is an integral part of the management of any kind of organisation, and is the most significant activity engaged in by managers in all types of organisations and at any level (Harrison, 1987). In discussing decision-making as an important area in the enterprise, the focus will be on certain key aspects such as: its definition, the decision-making process and types of decisions.

2.2.1 Definition

For (Harrison, 1987), a decision is defined as a moment in an ongoing process of evaluating alternatives for meeting an objective, at which expectations about a particular course of action most impel the decision maker to select that course of action most likely to result in attaining the objective. Ofstand cited by Harrison (1987) has described that perhaps the most common use of the term is this: “to make a decision means to make a judgment regarding what one ought to do in a certain situation after having deliberated on some alternative courses of action”. Decision-making can be defined as the process of selecting an alternative course that will solve a problem (Vrba and Brevis, 2002).

Traditionally, in the enterprise area, the investors and the managers had the prerogative to make decisions, while others employees in general had the task of executing what was decided. But it seems that this practice was among the major barriers to the commitment of the employees. Marchington (1980) argued that people no longer expected to have to accept decisions without having some opportunity to influence the final outcome. Hirshman (1970), (cited in, Mitchell, 1996) has reinforced that when employees do not play a role in decision-making, they may feel constrained and even elect to leave the organization. Perhaps it is for this reason that modern management shows a greater need to increase their organization’s efficiency through the participative mechanism.

It is now recognized that the involvement of various people in decisions can have a positive impact both on the quality of the decision and on the commitment that people feel towards the decision. Research has pointed out that if people have a say in the decision, they are more likely to feel a sense of commitment to the decision. Secondly, involving those with some

expertise in the area or interest in the decision can improve the quality and the support for the decision (www.wcer.wisc.edu/ccvi/zz-pub).

From the definition of the term 'decision', it becomes clear that in general, a decision-making activity is not achieved by the isolated action of the decision maker. By contrast, it is a coherent whole or organized process composed of different phases or steps. Harrison (1987:33) has noted that decision-making in its formal aspect takes place as an interrelated and dynamic process. Moreover, he asserts that the definition of decision-making as a process consisting of several functions is advantageous for several reasons: it indicates the dynamic nature of decision-making, it depicts decision-making activities as occurring over varying spans of time; it implies that the decision-making process is continuous and, thus, that it is an ever present reality of organisational life; and it suggests that, at least to some extent, managerial decision-making can direct and control the nature, degree, and pace of change within the organisation.

In general, the literature on decision-making distinguishes two models of decision-making. It has been stated that there are two primary decision-making models, the rational and bounded rationality models (Vrba and Brevis, 2002). When using the rational model, the decision-maker makes consistent value-maximizing choices within specified constraints (Simon, 1986), (cited in Robbins, 2001). The decision-maker normally selects the best possible solution. Therefore, this is known as optimising (Vrba and Brevis, 2002).

In the case of the bounded rationality model, the decision maker uses the satisfying technique by selecting the first alternative that meets the minimal criteria. It has been highlighted that the rational model is appropriate when the manager is managing non-programmed decisions, while the bounded rationality model is appropriate when managers are making programmed low-risk decisions (Vrba and Brevis, 2002). These sorts of decisions will be discussed and analysed in the following sections.

In the rational model, the choices are made following up of the six steps of rational decision-making model (Robbins, 2001).

2.2.2 Steps of the Decision-making Process

1st Step: Define the Problem. A problem exists when there is discrepancy between an existing and a desired state of affairs (Mitroff, 1998), (cited in Robbins, 2001). In this step, it is important to distinguish between the symptoms and the cause of a problem. The cause of the problem should be eliminated, and this will eventually result in the disappearance of the symptoms (Vrba and Brevis, 2002).

2nd Step: Identify the Decision Criteria. Once a decision maker has defined the problem, he or she needs to identify the decision criteria that will be important in solving the problem. In this phase, the decision maker determines what is relevant in making the decision. This step brings the decision maker's interests, values, and similar personal preferences into the process (Robbins, 2001:132). According to Vrba and Brevis, (2002) criteria are standards that an alternative should meet to be selected as the decision that will accomplish the objective. Identifying criteria is important because what one person thinks is relevant another person may not (Robbins, 2001).

3rd Step: Allocate Weights to the Criteria. The criteria identified in previous step are rarely all equal in importance. This third step requires the decision maker to weight the previously identified criteria in order to give them the correct priority in the decision.

4th Step: Develop the Alternatives. This step requires the decision maker to generate possible alternatives that could succeed in resolving the problem. The decision maker, either an individual or a group can use various techniques to generate creative alternatives. One such technique is using group participation to generate alternatives, however, no attempt is made to appraise these alternatives, only to list them (Vrba and Brevis, 2002).

5th Step: Evaluate the Alternatives. Once the alternatives have been generated, the decision maker must critically analyse and evaluate each one. This is done by rating each alternative on each criterion. The strengths and weaknesses of each alternative will become evident as they are compared with the criteria and weights established in the second and third steps.

6th Step: Select the Best Alternative. At this step, this model requires computing the optimal decision. This is done by evaluating each alternative against the weighted criteria and selecting the alternative with the highest total score.

According to March (1994), (cited in Robbins, 2001), the rational decision-making model described above contains a number of assumptions. Briefly, those assumptions are:

- Problem clarity. The problem is clear and unambiguous. The decision maker is assumed to have complete information regarding the decision situation.
- Known options. It is assumed that the decision maker can identify all the relevant criteria and can list all the viable alternatives. Furthermore, the decision maker is aware of all the possible consequences of each alternative.
- Clear preferences. Rationality assumes that the criteria and alternatives can be ranked and weighted to reflect their importance.
- Constant preferences. It is assumed that the specific decision criteria are constant and that the weights assigned to them are stable over time.
- No time or cost constraints. The rational decision maker can obtain full information about criteria and alternatives because it is assumed that there are no cost constraints.
- Maximum payoff. The rational decision maker will choose the alternative that yields the highest perceived value.

According to Harrison (1987), any decision-making process has six phases, which are related for contributing to a larger action.

1st Step: Setting Managerial Objectives: The decision-making starts with the setting of objectives and the cycle ends when those objectives have been reached. This means that the next complete cycle begins with the setting new objectives.

2nd Step: Searching for Alternatives: In the decision-making process, the search for alternatives involves scanning the internal and external environment of the organisation for information. Relevant information is formulated into alternatives that seem likely to fulfil the objectives.

3rd Step: Comparing and Evaluating Alternatives: Alternatives represent various courses of action singly or in combination that may help attain the objectives. By formal and informal means, alternatives are compared based on the certainty or uncertainty of cause-and-effect relationships and the preferences of the decision maker for various probabilistic outcomes. A clear way is to spell out the consequences that will result from each decision (Drucker, 2001:355).

4th Step: The Act of Choice: Only now should the manager try to determine the best solution (Drucker, 2001: 56). Choice is a moment in the ongoing process of decision-making when the decision maker chooses a given course of action from among a set of alternatives. Further, he indicates that there are four criteria for picking the best from among the possible solutions, which are: the risk, economy of effect, timing and limitations of resources.

5th Step: Implementing the Decision: Implementation causes the chosen course of action to be carried out within the organisation. Any solution has to be made effective in action (Drucker, 2001:358). It is that moment in the total decision-making process when the choice is transformed from an abstraction into an operational reality.

6th Step: Follow-up and Control: This function is intended to ensure that the implemented decision results in an outcome that is in keeping with the objectives that gave rise to the decision-making process.

Bass cited by Harrison (1987) indicates that decision-making is an orderly process beginning with the discovery by the decision maker of a discrepancy between the perceived state of affairs and the desired state. This desired state usually lies somewhere between an idea and a realistically attainable state. Alternative actions are selected or invented. One of these alternatives emerges as the action of choice followed by justification for it. Then comes its authorization and implementation. The process cycle is completed with feedback about whether the action resulted in movement toward the desired state of affairs. If the perceived and the desired state of affairs has not been attained, a new cycle is likely to commence.

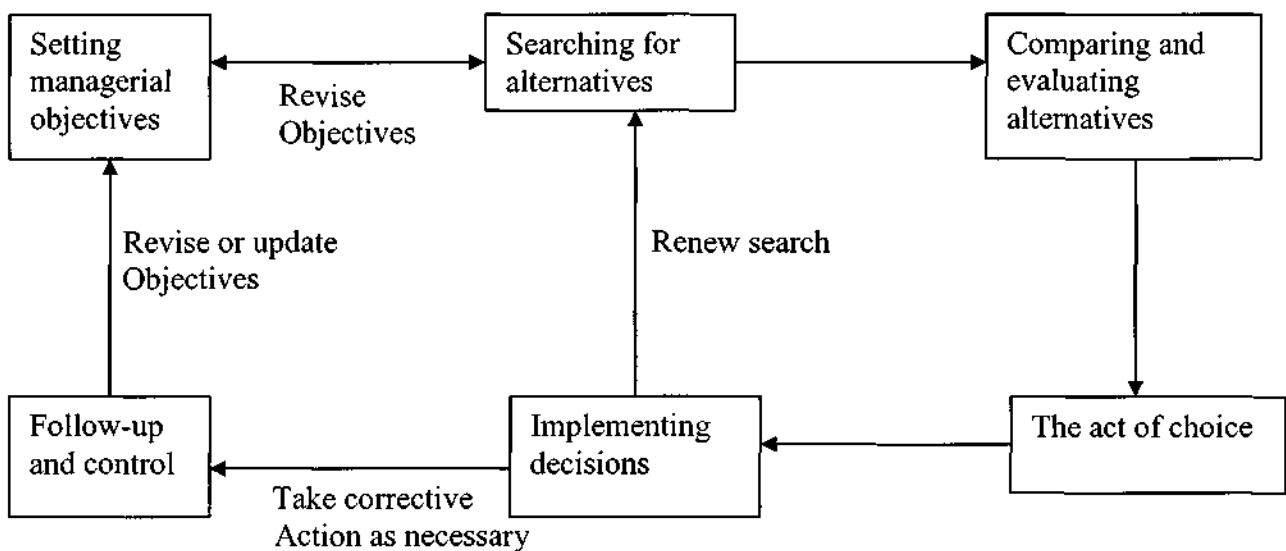
An effective implementation of the decision adopted depends on many factors, among them, the commitment of employees. In this regard, Drucker (2001:359) states that it requires that any decision become “our decision” for the people who have to convert it into action. This in turn means that they have to participate responsibly in making it. The people who have to

carry out the decision should always participate in the work of developing alternatives. Incidentally, this is also likely to improve the quality of the final decision, by revealing points that the manager may have missed, spotting hidden difficulties and uncovering available but unused resources. Precisely because the decision affects the work of other people, it must help these people achieve their objectives, assists them in their work, contribute to their performing better, more effectively and with a greater sense of achievement.

Drucker’s view was supported by Robbins (2001) who in his analysis introduced a group decision-making notion. According to him, groups offer an excellent vehicle for performing many of the steps in the decision-making process. They are a source of both breadth and depth of input for information gathering. If the group is composed of individuals with diverse backgrounds, the alternatives generated should be more extensive and the analysis more critical. When the final solution is agreed upon, there are more people in-group decision to support and implement it. These pluses, however, can be more than offset by the time consumed by group decisions, the internal conflicts they create, and the pressures they generate toward conformity.

This is the decision-making process that illustrates the interrelationship among the steps.

Figure 2.2 The Decision-Making Process



Source: Harrison, 1987: 36

2.2.3 Types of Decisions

Although multiple decisions are taken in the enterprise, it is absolutely essential to underline that those decisions do not have the same nature. Indeed, the decisions that are frequently made in the organization may be gathered in different types. At this level Knudsen's (1995) classification and Vrba and Brevis's (2002) classification will be described.

Knudsen (1995) has proposed a distinction between four different types of management decisions:

2.2.3.1 Strategic decisions

Strategic decisions include overall decisions determining the company's goals, its structure and main types of activities, major product-related investment decisions, mergers and so on.

According to Hambric and Snow cited in, Harrison (1987:20), broadly speaking, strategic decisions are those, which are "important" to the organization either through the scope of their impact and/or through their long-term implications.

2.2.3.2 Tactical decisions

These include overall decisions defining the means to realize the goal of company, central decisions at company or workplace level concerning technology and work organization, principles guiding job design, personnel management, operation hours and so on.

2.2.3.3 Operational decisions

Operational decisions are more specific decisions taken, usually at department or workshop level, as to how the work should be carried out within the given technical organizational framework. The concrete deployment of labour defined through such measures as the definition of tasks, the assigning of workers to the specified tasks, the monitoring of the labour process, the definition of shift-work schedules and the allocation of working hours for individual employee are covered by operational decisions.

2.2.3.4 Welfare decisions

All decisions concerning company-specific welfare arrangements, such as canteen facilities, housing facilities, sports and other recreational activities, scholarships, and other forms of financial support separate from the ordinary remuneration fall under welfare decisions.

In their analysis Vrba and Brevis, (2002) have distinguished two sorts of decisions. According to them decisions made by managers generally fall into one of two categories: programmed and non-programmed or what Mintzberg *et al.* (cited by McMillan, 1980) called a structured and unstructured.

2.2.3.5 Programmed decisions

According to the authors, programmed decisions are non-significant, repetitive and routine. Simon cited in Harrison (1987) stated that decisions are programmed to the extent that a definite procedure has been worked out for handling them. There are usually standard operating procedures and specific policies, or actions that can be identified to help make the decision (Vrba and Brevis, 2002).

2.2.3.6 Nonprogrammed decisions

Such decisions are significant, non-recurring, and complex. There is no established method for handling them because the specific situation not arisen before (Vrba and Brevis, 2002). Simon cited in, Harrison (1987) indicated that decisions are non-programmed to the extent that they are novel, unstructured, and consequential. Decision scenarios often involve new or unique problems and the individual has little or no programmatic or routine procedure for addressing the problem or making a decision (Vrba and Brevis, 2002).

Hem (1980:5) has tried to combine participation and organizational decision-making in following manner as can be seen in Table 2.1

Table 2.1: Participation and Organizational Decision Making

Organisational Hierarchy	Nature of Decision Undertaken	Participation Process
<p>Corporate level long range</p>	<p>Strategy policy decisions Setting goals and objectives; choice of products, pricing and acquisitions raising of capital</p>	<p>Indirect Employee-directors on corporate boards.</p>
<p>Plant and department level short-term Plant: one or two years Departmental: weeks to months</p>	<p>Administrative (or tactical) decisions Organising and controlling of resources at plant level with the objective of accomplishing goals set at corporate level, capital expenditures within budgets, work arrangements, hiring etc At department level, cost and quality control; resource allocation; achievements of targets and quotas; planning and coordination of activities.</p>	<p>Indirect Workers councils, joint Labour management consultative committees at department and at plant level</p>
<p>Shopfloor day-to-day</p>	<p>Operating decision Scheduling of work; safety regulations, work methods; workplace layout; quality of output; quality control; training of new employees, and so forth</p>	<p>Direct Job enrichment; job rotation, job enlargement, job redesign or restructuring of work semi-autonomous work groups</p>

Source: Hem, 1980:5

2.3 Some notions on Public Enterprise Concept

Public enterprise is a phenomenon whose effects are multifaceted and have been considered in a variety of traditional fields of economics, such as industrial organisations, labour, development, and comparative systems. In the exceedingly large and diverse literature on the topic, one finds these organisations alternatively referred to as government enterprises, public corporations and state-owned enterprises (quoted in Hinds, Sanchez and Schap, 1998).

2.3.1 What is a Public Enterprise?

A public enterprise is in fact a vague term, employed by different people to connote different things at different times. Indeed, the definitional problem is compounded by the fact that definitions vary, not only from author to author, but also from country to country. For instance, data from France follow a strict majority-of-shares rule in defining an enterprise to be regarded as public, while in the United Kingdom, public corporations are mainly nationalized industries (cited in Hinds, Sanchez and Schap, 1998).

Therefore, according to Government Decree N° 39/75 of 7 February 1975 governing the Public Enterprises in Rwanda, a public enterprise is defined as an autonomous legal entity created by the State power with the ability to manage itself and its finances under the supervision or control of the government (KPMG Management Consulting, 1992).

Aharoni (1986) (cited in Hinds, Sanchez and Schap, 1998) claims that the three distinguishing characteristics of a public enterprise are government ownership, production of good and services that ultimately are underlying costs. Short (1984) cited by the same authors has noted that public enterprises have two defining characteristics: they are government owned and controlled; and they are engaged in business activities.

Through these definitions we may deduce certain traits that characterize public enterprises:

- They are public services created by the State power
- They are autonomous legal entities with the ability to manage itself and its finances
- Created to produce goods and services

- Government owned and controlled
- They are engaged in business activities.

2.3.2 Why Public Enterprises?

As a public service created by the State, the public enterprises do not essentially seek to achieve profits in comparison to private enterprises. In general, the main idea that underlies their creation, is linked more to the notion of the general public interest. Rainey (1996) (cited in Bozec, Breton and Côté (2000) argues that public firms receive specific mandates incompatible with economic rationality which are at the very basis of their creation. Further, he specifies that such mandates are also presented in the literature as “non commercial objectives”. For example, certain services assured by public enterprises can be priced at near cost, and such services may also be priced equally over a large territory. Therefore, such mandates do not contribute to maximize profits.

According to Ouellet (1992), quoted in Bozec (2002), the nature and function of public companies are based on social issues; their activities are always directed towards the citizens as beneficiaries, and society as a whole is considered as the ultimate recipient. The objectives imposed on the public enterprises have particular characteristics. To better understand them the reasons for the creation of a public enterprise need to be considered.

Ramanadhan (1991) (cited by Hinds, Sanchez and Schap, 1998) offers two lists of reasons for the existence of public enterprises. One is theoretical, and the other is compiled from official government positions, the theoretical list is the following:

- Growth aspects: for achieving a desired overall rate economic growth;
- Distribution aspects: for encouraging the theme of distribution justice, especially by reducing the problems of monopoly, market wealth concentration, and prevalence of foreign capital, especially in development economics;
- Surplus argument: for generating surplus to remain in the public sector, for use by the government in expenditures and investments;
- Comparative advantage: for utilizing the comparative advantage of organizing a given enterprise in the public sphere, rather than the private sphere;

More remarkable is the second list detailing the reasons or explicit goals for various public enterprises at their inceptions as offered by government spokespersons in various countries:

- Plan strategy and social gain
- Status of private enterprise
- Aid to private enterprise
- Control over the economy
- Deconcentration
- Anti- monopoly
- Ownership and social restructuring
- Distributional justice
- Savings for investment
- Special considerations
- Agency of development.

However, especially in LDC's (Lower Developed Countries) public enterprises have been promoted through a variety of arguments that are now discredited. Public enterprises were seen as a mechanism to execute the economic plans of central economy that are prevalent in many of those countries. One role of a public enterprise in these economies is to control prices. Public enterprises were also justified as a way to limit the power of wealthy families that dominate industrial activity in LDC's. Political-economic goals also pursued through public enterprises include the nationalization of industries, the increase of industry size to enter international markets, a means to control foreign joint venture capital to provide jobs, to promote the prosperity of particular ethnic groups and modernization to enhance national prestige (quoted in Colavito, 1997). These reasons are also now discredited.

In fact, managers of public enterprises aim at working politically to ensure social welfare in the general public interest.

2.3.3 Public Enterprises in Rwanda: A brief Overview

After obtaining its independence, Rwanda felt the need to create, and to multiply the number of public enterprises. As was the case in many African countries vis-à-vis to the urgency of the problems, this development was fundamental and was particularly aimed at the improvement of the social and economic conditions of the Rwandan population. In Rwanda, these companies are governed by the government decree N° 39/75 of 7 February which relates specifically to public companies (quoted in KPMG Management Consulting, 1992).

However, the hopes that their creation had caused were not realised. It was hoped that the public companies, and of the creation of a mixed economy in which companies would be largely autonomous on the financial level would allow them to develop themselves quickly. The surpluses could be reinvested and would also play an important role in the modernization of the country by training labour, and finally by improving the capacity of management. In practice, almost all of those enterprises have been used to create jobs to the detriment of their financial viability and their capacity of saving.

Except in a very few cases, many public enterprises are extremely insufficient and the total evolution of public enterprises in Rwanda has shown a very weak performance. This is due to the great losses, despite important direct and indirect subsidies granted by the State. The major causes of these losses are a legal framework and the largely insufficient standards of management such as cited by the report on the general strategy of privatisation (KPMG Management Consulting, 1992:15).

Therefore, as the public enterprises already constituted an unbearable burden to the State, the Rwandan government adopted a policy to privatise a great number of the public companies.

As this subsection is discussing Rwandan public enterprises, it appears logic to present some types of public enterprises which exist in Rwanda. Nevertheless, as the restructuring programme is progressing towards privatisation and liquidation techniques, it seems difficult to know precisely the number of remaining enterprises since the data are not updated yet. Tables 2.2, 2.3, 2.3, 2.4, 2.5, 2.6 and 2.7 present an overall picture of public enterprises before

Rwandan government undertook the restructuring policy of these companies. This is presented according to sector.

Table 2.2: Agro-industry Sector

Name of company	Sector of activity
Nkora coffee factory	Coffee
Masaka coffee factory	Coffee
LKF (Gisenyi)	Fishery
LKF (Cyangugu)	Fishery
Kigembe Fishery	Fishery
Lake Ihema Fishery	Fishery
Nyagatare Dairy	Dairy
SODEPARAL tannery	Tannery
SODEPARAL-dairy	Dairy
SODEPARAL-pastures	Livestock
OPROVIA Nyabugogo	Meat
OPYRWA	Pyrethrum
CNPE Kabuye-poultry	Livestock
CNPE Kabuye-rabbit	Livestock
CNPE Kabuye-pig	Livestock
CNPE Ruhengeri	Livestock
Mukamira Maize Mill	Maize
Kabuye Sugar Office	Sugar
Gatare flour mill	Flour mill
Gikondo coffee factory	Coffee
SOPAB	Animal Feed
SOPRORIZ	Rice
Lake Kivu Fishery-Kibuye	Fishery
Gishwati dairy	Dairy
Mulindi Tea Factory	Tea
Phunda Tea Factory	Tea
CNPE Cyangugu	Livestock

CNPE Butare & Cyangugu	Livestock
Gisakura Tea Factory	Tea
Rubaya + Nyabihu Tea Factory	Tea
Nyabihu Tea Factory	Tea
Mata Tea Factory	Tea
Kitabi Tea Factory	Tea
Shagasha Tea Factory	Tea
Gisovu Tea Factory	Tea
Rice Mill Rwamagana	Rice
Rice Mill Bugarama	Rice
Rice Mill Gikonko	Rice
ETIRU	Flour mill

Table 2.3: Industry Sector

Name of company	Sector of activity
OVIBAR	Drinks (alcoholic)
National Printing company	Printing
Rwanda Paper Mills	Paper
IMPRISCO	Printing company

Table 2.4: Hotels and Tourism Sectors

Name of company	Sector of activity
Guest House Kibuye	Hotel
Kinigi Tourism Village	Hotel
Hotel Regina	Hotel
Hoteles des Diplomates	Hotel
Hotel Izuba/Méridian	Hotel
Hotel Kiyovu	Hotel
Ituze Tourist Village	Hotel

Table 2.5: Miling Sector

Name of company	Sector of activity
Lime Project Ruhengeri	Lime
Karuruma smelting factory	Mining

Table 2.6: Services Sector

Name of company	Sector of activity
OPROVIA-Butare	Foodstuff
OPROVIA-Garage Nyarugenge	Garage
OPROVIA-Byumba	Warehouse
OPROVIA-Cyangugu	Warehouse
OPROVIA-Gisenyi	Warehouse
OPROVIA-Gitarama	Warehouse
OPROVIA-Kimihurura	Supermarket
OPROVIA-Kibuye	Warehouse
OPROVIA-Nyamata	Warehouse
OPROVIA-Kibungo	Warehouse
OPROVIA- Gikongoro	Warehouse
Air Rwanda	Airline Company
BUNEP	Consultancy
OPROVIA Ruhengeri + Nyanza	Warehouse
MAGERWA	Warehousing

Table 2.7: Energy Sector

Name of company	Sector of activity
Petrorwanda (19 stations + lease of Gatsata depot)	Oil company
Electrogaz	Energy and Water

Source: Rwanda Development Indicators, 2002

The categories of companies presented above are essentially characterised by commercial activities, therefore, are those which are concerned primarily with the current trend of privatisation and liquidation. Apart from that there is other type of public enterprises devoted to social welfare such as hospitals, social fund and so on.

Chapter Three: Literature Review

This chapter will describe the different research studies, which have been carried out on employee participation in decision-making. Firstly, it reviews the studies carried out on employee participation in decision-making in a general context and finally employees' participation in decision-making in public enterprises will be looked at.

3.1 Employee Participation in Decision-making: General Research Studies

The worker representation and participation survey conducted by Freeman and Rogers in US during the fall of 1994 gathered extensive data on the preferences of private sector workers (Rogers and Freeman, 1994: 784-5; Dunlop Commission, December 1994, pp. 63-65), (both cited in Delaney, 1996). Almost two-thirds of the 2,408 survey respondents indicated that they desired "more influence or decision-making power in their job." Over 60 percent of respondents who had no access to employee involvement programs desired the establishment of such programs. A greater majority of the respondents desired participation forms that were independent of management (Dunlop Commission, December 1994: 64) cited by the same author. According to Delaney (1996) the evidence suggested that there is a strong demand by employees for participation at work. Similar findings were obtained in the research carried out in the UK involving organisations with over 1,000 employees (Guest, 1999) quoted in Walsh and Milner (2002), showed strong employee support for involvement. Proponents claim that many employees desire a greater role in decision-making and that participation is likely to increase job satisfaction and performance (Alexander, 1983; Parnell, 1991; Parnell, Bell and Taylor, 1990), (cited in Parnell and Menefee, 1995).

Numerous empirical studies have concluded that employees prefer participation in decision-making, regardless of their levels of perceived influence on the organisation (Tjosvold, 1985), (cited in Parnell and Menefee, 1995). For instance, Hesse and Wall (1976) quoted in Parnell and Menefee, (1995) reviewed fourteen participation decision-making studies and concluded that employees' attitudes toward participation are essentially positive.

Marchington (1980) argued that the most notable 'new evidence' has come from Wall and Lischeron out of work conducted at the Social and Applied Psychology Unit at Sheffield University. By doing a series of attitude surveys over a range of occupations such as nursing, local authority manual employees and steelworkers they investigated a series of hypotheses primarily related to satisfaction and participation. They measured the desire for participation and the correlation between satisfaction and participation. Their findings demonstrated that employees are most interested in having a say in 'local' decisions and that, despite assertions to the contrary, there were no definite assumptions that participation in decision-making caused employees to be more satisfied.

Levine and Tyson (1990), (cited in Maree, 2000), carried out research that examined how employee participation in decision-making affects firms' performances. In their research, they classified the studies into three categories: econometric tests, case studies and experimental field studies. An overall assessment of the benefits of worker involvement and participation schemes based on all three surveys shows that higher morale and job satisfaction is far more common than improved production performance. The results of all three surveys show that higher morale and job satisfaction resulted from almost two-thirds of the case studies (33 out of 52), whereas production performance improved in only slightly more than one-third of the cases (26 out of 75). Hence the introduction of the participative scheme is at least twice as likely to raise workers' morale and job satisfaction as the enterprises' production performance. In addition, it is also frequently mentioned that employee participation makes it easier for management to introduce changes in the organisation of work.

These authors have concluded that participation is more likely to produce a significant, long-lasting increase in productivity when it involves decisions that extend to the shopfloor and when it involves substantive rather than consultative arrangements. This was the trend found in a study carried out by Sako (1998), (cited in Walsh and Milner, 2002) on the British and continental car industry. Their survey showed that representative involvement without participative involvement was not significantly better in terms of its outcomes than any other format involvement. Participative involvement operating alone has better results, but the best performance is achieved when participative and representative involvements are found together. Combining both forms of involvement also correlates with greater willingness to share ideas on improved work methods.

Blumberg (1968) who is among the strong supporters of employee participation in decision-making (quoted in Maree, 2000) has reviewed a vast range of literature on the effects of participation, which he classified into a number of categories. They include:

- field experiments conducted outside work organisations, but with a bearing on the effects of participation at work;
- field experiments conducted in industrial settings; and
- participation initiated by workers themselves.

Blumberg surveyed a large number of studies in these three categories, but examined nine of them in greater depth and tabulated their results (Blumberg, 1969:124-127), (cited by Maree, 2000). He found that most (7 out of 9) of the case studies in participation resulted in an improvement in the morale and job satisfaction of employees. In slightly less than half (4 out of 9) of the case studies there was an improvement in productive efficiency while the other cases (5 out of 9) experienced no difference in productive efficiency. In spite of his findings regarding productive efficiency, Blumberg (1968) cited by Maree (2000: 5) drew a very positive conclusion about the benefits of participation in decision-making:

There is hardly a study in the entire literature, which fails to demonstrate that satisfaction in work is enhanced or that other generally acknowledged beneficial consequences accrue from a genuine increase in workers' decision-making power. Such consistency of findings, I submit, is rare in social research.

Research from both laboratory and field settings quoted in Mitchell (1996) has shown that participation can increase performance and improve worker attitudes. In a simulated organisation, Sagie, Elizur, and Koslowsky (1990), (cited by Mitchell (1996) found that participation in work-related decisions led to more acceptance of change than participation in non-work related decisions. In a latter study, Sagie and Koslowsky (1994) cited by the same author found essentially the same results in four out of the five organisations they studied. Mizrahi (2002) argued that as employees are more involved in daily as well as strategic management of the firm, their loyalty, responsibility and effort increase accordingly, so efficiency is also achieved. From the managerial perspective, worker involvement and participation in the decision-making processes, reduce influence and transaction costs, thus improving the firm's performance (Milgrom and Roberts (1990) quoted in Mizrahi (2002).

Recent research cited in Delaney (1996) has conceptualised participation as one component of a system of high performance work practices (HPWP's). One stream of empirical research on the relation between HPWP's and firm level outcomes has focused primarily on the effects of individual human resource practices such as participation on intermediate measures of organisational performance such as employee productivity or turnover. Another stream of research has attempted to capture the potential synergies between human resource practices and has used firm-level measures of HPWP's and organisational outcomes. In general, research suggests that HPWP's have beneficial effects on organisational outcomes. For example, studies indicate that systems of HPWP's reduce turnover and increase productivity, improve product quality and corporate financial performance (cited by Delaney, 1996). Similar results have been found by Ichniowski *et al.* (1996) quoted in Delbridge and Whitfield (2001) in their recent studies where the main conclusion is that it is primarily through the use of systems designed to enhance worker participation that an organisation can achieve higher performance. These studies have tended to concentrate their interests on formal direct participation through organisational structures such as work teams or problem-solving groups rather than indirect forms of representative participation such as joint consultation.

Locke and Schweiger (1979) quoted in Maree (2000) analysed mixed results from employee participation. They divided their studies into three categories which they tabulated. The three categories are: laboratory experiments, correlational field studies, and controlled experimental field studies. Laboratory experiments enhanced the experimental control of variables and therefore allowed causal inferences to be drawn. Correlational field studies adopted methods which correlated observed differences in one attribute with observed differences in another without being able to prove causal relationships between them. The controlled experimental field studies were the most realistic and reliable, because they were field studies and because causal inferences could be drawn from the results.

Locke and Schweiger concluded that, with regard to the productive efficiency criterion, there is no trend in favour of participative leadership as compared to more directive ones'. This is because more than half of the studies (26 out of 46) found no difference in performance while an equal (10 out of 26) found that worker participation in decision-making improved performance as well as made it deteriorate. On the other hand, 60% (26

out of 43) of the studies found that participation improved morale and job satisfaction, while only 9% (4 out of 43) showed a deterioration. Thirty percent (13 out of 43) found that participation had no impact on morale or job satisfaction.

Thus, in spite of their critical stance towards worker participation in decision-making, Locke and Schweiger found that participation did improve employee morale and job satisfaction in 60% of the cases they analysed.

Locke and Schweiger analysed a fourth category of cases which they call multivariate experimental field studies. The cases were all field settings conducted as experimental studies. They included some of the most famous studies like the Hawthorne studies, the Scanlon plan, and social-technical systems. However, Locke and Schweiger excluded the fourth category from their table because all of the studies in this group involved the manipulation of at least one major variable in addition to participation in decision-making. Conclusions about the effect of worker participation in decision-making alone were therefore impossible to draw. Of the 12 studies of the multivariate field studies reviewed by the authors there were between two and nine changes introduced along with worker participation in decision-making. On average there were five changes in each experimental study. The most common other changes were pay system changes (eight cases), technological changes (seven cases), delegation (six cases) and introduction of work teams (five cases). Locke and Schweiger (1979) hence conclude:

While one cannot deny that most of these studies demonstrated beneficial results of the interventions, it is equally undeniable that the complex nature of the changes made precludes any clear attribution of the results to participation in decision-making as such. (cited by Maree, 2000:5)

Naceur and Varatharajan (2000) stated that research on employee participation has been fairly consistent in reporting beneficial outcomes. According to Coye and Belohlav (1995) quoted in Naceur and Varatharajan (2000), positive findings have been reported for groups of various sizes in service-oriented organisations and in manufacturing organisations, and both in terms of individuals and organisations. The benefits accrued to individuals are related to their motivation or satisfaction. Giving employees the opportunity to participate in organisational decision-making processes would help employees to achieve ego self-actualisation, which are the higher order needs of an

individual. Employee participation in important decision-making would also allow individuals to have an opportunity to experience a sense of achievement in organisations (Anthony, 1978) cited by the same authors. This is related to the findings from a survey of nurses in urban hospitals where Knoop (1991) found that employees who felt they had influenced decisions reported a higher fulfilment of their work values and higher job satisfaction. Conversely, there is reason to believe that reduced influence, especially after having been asked to participate, may lead to a decline in performance and poorer attitudes toward work (quoted in Mitchell, 1996).

On the other hand, the benefits of employee participation to organisations include quality decisions and commitment to decisions. This argument is supported by Heller *et al.* (1998), (cited by Delbridge and Whitfield (2001) who claimed that the participation of employees in decision-making can potentially yield benefits to both firms and workers, and according to Delbridge and Whitfield (2001) a number of commentators have suggested that these benefits offer the possibility of developing a partnership and a sense of reciprocity in industrial relations (Bacon and Storey 1996; Kochan and McKersie 1992; Kochan and Osterman 1994). He argued that there is the suggestion that workers can gain from greater control over their working lives and management can gain via improved performance. Vroom and Jago (1988), (cited in Naceur and Varatharajan 2000), suggested that through the involvement of employees who have the relevant skills or are in possession of some relevant information about the problem, the quality of decisions would be higher than if the manager were to make the decisions with a relatively limited skill-level and information. The structure of decision-making rules significantly influences both the efficiency and the stability of an organisation as well as worker satisfaction, loyalty and cooperation (Mizrahi, 2002).

Coach and French (1949) (quoted in Wei-ping & Yuan-Duen, (2001) are considered to be the pioneers in studying employee participation in the workplace. They developed the productivity and efficiency rationale, assuming that there is a direct link between employee involvement in decision-making and work outcomes such as an increase in job satisfaction and productivity and a decrease in turnover and absenteeism. Participation in decision-making can satisfy employees' self-actualization needs and, by doing so, increase employees' motivation and job performance (Likert, 1961) cited by the same authors.

Mizrahi (2002) has asserted that these outcomes are also supported by the democratic theory, according to which participation in the decision-making processes, increases player responsibility for the outcomes so that players tend to accept and cooperate with the system (Pateman 1970; Dahl 1971; Putnam 1994), (cited in Mizrahi, 2002). Moreover, participation in the decision-making processes may strengthen the sense of group identity and, correspondingly, loyalty to the organisation (Osterman 1994; Lincoln and Kalleberg 1990) cited by the above author.

According to David (1972) cited by Kearney and Hays (1994), worker involvement has been found to improve job performance in different settings, to improve the quality of decisions due to increased information flow and the effective transfer of ideas (Frost, Wakeley, and Ruh, 1974), (quoted in Kearney and Hays, 1994), to enhance workers' willingness to become more psychologically involved in their tasks (i.e., to internalize organisational goals) (Patchen, 1970) cited by the same authors, and to achieve improvement in product quality (Cooke, 1992) quoted in Kearney and Hays, (1994). Conflict has been shown to decline in conditions of collaborative decision making, thereby promoting effective problem solving and adding to job satisfaction (Locke and Schweiger, 1979) cited by the same authors. Also, participation allows workers to place greater trust in the organisation and the decisions that are made, thereby reducing resistance to change and contributing to more enthusiastic program implementation (Gabris and Kenneth, 1986; Carnevale and Wechsler, 1992), (cited in Kearney and Hays, 1994).

Wexley and Yukl (1977), (quoted in Kearney and Hays, 1994) stated that participation in decision-making has been shown to exert a positive effect on workers' willingness and ability to innovate, to accept change, and to upgrade their skills so that they are better able to deal with workplace uncertainties. In addition to, and in conjunction with these outcomes, the personal benefits derived from participation in decision-making, there are convincing arguments that this approach is organisationally desirable because it enables the organisation to perform the technical tasks required to achieve its mission (Mohrman and Lawler, 1988) cited by Kearney and Hays (1994).

Scott-Land (2001) conducted research to explore the role and relationships of employee participation in decision-making (PDM) within the enterprise bargaining context.

Research data was gathered from the public, private and local government sectors to form two separate studies to test a model of PDM developed from the literature. The first study analysed cross-sectional data to test the influence of PDM in relation to working conditions, work practices and the rewards and outcomes of job satisfaction and effective commitment, while the second study examined these relations on an independent longitudinal match sample. Analysis was conducted using Structural Equation Modelling with EQS (Quick and Easy Solutions) statistical package.

Findings from both studies supported that higher levels of PDM correlate with higher levels of job satisfaction and effective commitment and autonomy is the only significant mediator in the relationship between PDM and effective commitment. Employees also perceived that increased task variety correlated with higher levels of PDM. Lower levels of PDM correlated with lower autonomy and perceptions of performance effectiveness. This finding supports the crucial role of employee participation in decision-making.

Research was carried out by Walsh and Milner (2002) in an established Irish Branch of US Multinational that sought to explore the potential for employee involvement at the company. The secondary objective was to identify opportunities and issues associated with involvement, and to establish the views of managers and employees. It was concluded that there are opportunities for involvement both in improved business performance through efficiency, quality and innovation, and, in terms of creating a more positive open environment and increased employee satisfaction and morale. It was also concluded that the main issue associated with the possible introduction of involvement concerns the lack of autonomy at the Irish plant. In other words, the potential for the involvement will be limited if there continues to be no real decision-making power in the plant. Also identified was that successful implementation of involvement would not be possible without organisational support.

Godfrey and Maree (1998), (cited in Maree, 2000) carried out a case study at the fresh fish processing factory of Sea Harvest in Saldanha in order to capture the complexity and dynamics of participatory schemes. This case study was a multivariate field study in which more than one variable was changed at the factory that could have impacted on the performance of the factory over the time. Performance data was obtained from the company for a period of four years over a range of performance indicators. The period

commenced the year prior to the introduction of the participatory scheme in order to capture changes in performance after the scheme was introduced. The findings demonstrated very clearly that the aspects where worker participation has played a role in improving performance of Sea Harvest were in the areas of production performance, more especially the output of the production lines, yield, and the greater benefit of fish. With regard to line output, the use of new improved technology played a role. However, fish workers' attitudes and top management's perceptions indicate that the introduction of Invocoms¹ also played an important role in improving output and achieving greater mutual benefits.

The way in which Invocoms helped to improve performance appears to be twofold. One was via the attitudes of workers since their participation in Invocoms was found to make them feel more like a team working together, more inclined to do their jobs well, to solve problems and to improve their performance. The other way was directly through participation on the Invocoms which helped line workers solve the types of problems they experienced on their line.

In assessing who benefited from the participation scheme at Sea Harvest, the research found the total output, turnover, profits, employment and the minimum wage levels all increased over the four year period since its inception.

Schweiger and Locke (1979) (cited in Maree (2000) argued that the benefits that empirical studies show from worker participation in decision-making are usually two types. The first benefit is increased morale and job satisfaction and the second is improved productive efficiency. Reduced labour turnover, absenteeism and conflict accompany increased morale and job satisfaction, while improved productive efficiency includes aspects such as higher productivity, better decisions, better product quality, and reduced conflict and costs. However, it is much more common for worker participation in decision-making (WPD) to result in improved morale and job satisfaction than greater productive efficiency (Maree, 2000).

¹ The Invocoms consisted of working teams which regularly review their own performance against existing performance measures, to take remedial action, and to identify obstacles and develop action plans to overcome them by using group problem-solving skills. The name, Invocom, was introduced to capture the concepts involvement, communication and commitment.

According to Maree (2000) the mechanism by which WPD attains these benefits have been explained psychologically. With regards to morale and job satisfaction, the most straightforward explanation is that allowing participation will enable the worker to get what he or she wants. With regard to productive efficiency, there are both cognitive and motivational factors. A major cognitive factor is that the worker brings increased information, knowledge and creativity to bear on organisational problems. The most widely mentioned motivational factor of WPD is reduced resistance to change on the part of employees. "This in return, has been attributed to greater trust on the part of employees..." (Locke and Schweiger, 1979), (cited in Maree, 2000:3).

3.2. Employee Participation in Decision-making in Public Enterprises

The majority of the studies of participation in organisations have concentrated on the ways in which business organisations in the private sector have adapted to the current participative climate. ... the public sector and its experiments with participation have gone largely undocumented... (Charlton, 1983:62).

Soonhee (2002) carried out a study in local government agencies, which sought to explore the relationship between participatory management in the context of strategic planning and job satisfaction in these public agencies. This study extended research on the organisational contexts of strategic planning, such as managers' use of a participative management style, employees' participation in strategic planning, supervisory skill in effective communications, and their consequences for job satisfaction. The results demonstrated that managers' use of participative management style and employees' perceptions of participative strategic planning processes are positively associated with high levels of job satisfaction.

The study also found that effective supervisory communications in the context of the strategic planning process are positively associated with high levels of job satisfaction. The study suggested that a participative management style that incorporates effective

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supervisory communications can enhance employees' job satisfaction. In this regard, organisational leaders in the public sector should emphasize changing organisational culture from the traditional pattern of hierarchical structure to participative management and empowerment.

Based on a survey of state agencies, Berry and Wechsler (1995) quoted in Soonhee (2002) found that a participatory process, such as lower level staff's inclusion in a strategic plan development, is one of the trends in the strategic planning evolution in state agencies. In other recent research regarding public service motivation, Brewer, Selden, and Facer (2000) cited by the same author, suggested that policy makers and public managers should consider employees in decision-making processes as one the strategies for advancing public service motivation.

A Special Report (1990), (cited by Kearney and Hays, 1994) related success stories for federal agencies including the IRS (The Internal Revenue Service) and the Postal Service in US, where productivity gains have been shared by the agencies and their employees from the implementation of certain participative schemes such as quality circles (QC's). For example, the number of employee grievances in the Postal Service has been reduced significantly, and delivery routes have been reconfigured for efficiency improvements. Kearney and Hays, 1994 assert that quality circles (QC's) have operated successfully at all levels of government for nearly a decade. From these, positive results have been reported for the US Postal Service and other federal agencies, the Missouri state government and numerous local governments.

Lansbury and Davis (1992) carried out case studies as part of a larger ILO (International Labour Office) study in Australia. The organisations surveyed were drawn from both the private and public sectors of economy, and were known to be practising some form of employee participation. The findings, particularly related to the Postal service as public enterprise demonstrated that for many years, especially in the 1960's and 1970's, Australia Post was regarded as an inefficient and strike-ridden organisation which epitomized the worst aspect of public sector management and industrial relations. During the latter part of the 1980's and early 1990's, however, it embarked on a major programme to implement structural and technological change relying on the consultation

and participation of its workforce. Employees have become more involved in determining the way they work and are encouraged to accept more responsibility.

Devoting greater attention to consultation and employee participation has made sense for Australia Post. Since the post business is labour-intensive (80 per cent of expenditure is labour-related), the scope of future productivity improvement and increased competitiveness rests more with raising the commitment and morale of the staff than with simply introducing more technological change. "While substantial progress has been made through structural efficiency, management will need to maintain the momentum of change and persist with consultation and participation if Australia Post is to continue to raise levels of performance" (Lansbury and Davis, 1992:135).

3.3. Conclusion

From the above studies carried out on employee participation in decision-making, either in the general context or in the public sector specifically, it is evident that the participative process has resulted in a number of tangible benefits to both the individual employee and to the organisations. As has been revealed in the above empirical studies, participation in decision-making generates many benefits to the employee, as a person. Among them are improved employee commitment, increased morale and job satisfaction, and the willingness to cooperate and to change. Organisations gain a higher quality of output, better decisions, better products, reduced conflict and other advantages. It was also shown from those research studies that employees want to participate in the decision-making process, particularly in the decisions related to their job and work environment.

Chapter Four: Research Design and Methodology

This chapter aims to explain the methods and procedures of investigation used in this study. On the one hand, it provides the details of the study's population, the sample drawn and the sampling procedures undertaken, and on the other hand, it gives an overview of the treatment and analyses of data.

4.1 Research Methodology and Procedure

4.1.1 Research Design

A survey was performed in this research. It was administered to 96 employees and only 82 employees filled in and returned the questionnaire, a total of 85 percent. The sample included both male and female employees. Forty-three (52.4 %) of the respondents were male, while thirty-nine (47.6 %) were female. Data were collected between June and July 2003.

4.1.2 Population and Sample

This study was focused on the public enterprises of communication as was laid out in an earlier chapter section 1.4. Rwandatel and Post are two medium sized firms that constitute this area. The target population were all employees of these companies which totalled 650 employees when this research was conducted. The purpose was to determine the state of employee participation in decision-making, to identify its extent, and to determine the impediments to the participation of employees in decision-making in the communication industry within Rwanda.

A pre-test was done to test the questionnaire on a small number of respondents before administering it on the whole sample. This was done in order to verify whether the questions were understood clearly. A sample of the pre-test involved twenty (20) subjects from all levels, from senior managers, lower-managers to workers. From this, a questionnaire was then refined, taking into account the replies from the pre-test and this was then distributed to the whole sample. Many researchers prefer to test the questionnaire on a small number of subjects

before using it on the sample, to see whether the questions are well understood (Antonius, 2003).

4.1.3 Sampling Methods and Selection of the Subjects

Probability sampling, and in particular, stratified random sampling was used in this research. Stratified sampling is a probability sample where the population can be segregated into several mutually exclusive subpopulations, or strata (Cooper and Schindler, 2001). According to Antonius (2003) the word stratified means that the population is divided into subgroups according to certain variables such as sex or geographical area of residence or income or a combination all of them. Then a random sample within each stratum is selected. The ultimate function of stratification, then, is to organize the population into homogeneous subsets (with heterogeneity between subsets) and to select the appropriate number of elements from each (Babbie and Mouton, 2001). The specific technique of stratified sampling used in this study was proportionate sampling where the sample drawn in the strata can be different. In this regard Cooper and Schindler (2001) argued that the researcher makes decisions regarding how a sample will be allocated among strata. Then, depending on the size of each stratum a smaller or larger sample may be taken. As in the population because there were greater differences between the strata in terms of number of employees located in each stratum, the proportional stratified random sampling method was appropriate.

Taking into account the hierarchical levels of the two companies under review, the target population was divided into three strata: senior managers, lower-level managers and workers. Two main objectives were envisaged in applying the stratified sampling method. On the one hand, it had a potential to increase the degree of representativeness of the study. As Babbie and Mouton (2001) noted, stratified sampling is a method for obtaining a greater degree of representativeness by decreasing the probable sampling error, and also it should allow the researcher to obtain a holistic view of employee participation in this area through the different opinions of those three subgroups.

After dividing the population into the appropriate strata, respondents were randomly selected through a systematic random sample within each stratum using k^{th} , depending on the number of employees available in each stratum. However, for example in the stratum belonging to

workers every 5th employee was selected based on this technique. The respondents selected in this stratum were sixty-two while twenty-four were selected within lower-managers' stratum and ten in senior managers' stratum.

4.2 Source of Information

Documentary sources that have been used were the primary and secondary sources. The primary information was gathered through the respondents via questionnaires. Secondary data was collected from various materials which included textbooks, journal articles, studies that have been carried out in this area before and Internet articles. From these materials, adequate explanations were found to grasp certain key concepts of the topic. Some reports and official journals of the Republic of Rwanda were also helpful to further understand certain aspects of the subject. Thus, documentary sources played an important role, because they helped the researcher to understand more clearly the concepts and to orient the research on the basis of the prior research studies.

4.3 Instrumentation

Data was gathered from the selected sample using self-administered questionnaires. The questionnaire consisted of closed questions as well as Likert scales as the chosen measurement in this study. However, one open question was used to give respondents the opportunity to express their opinions on given points related to the involvement of employees in the decision-making process. Most parts of the questionnaire were closed questions. The closed type questions are the kind of question that provides structured responses where respondents are asked to choose the answers from the given alternatives. These types of questionnaires do not take much effort to complete (Bonharme, 1996).

According to Bonharme (1996) closed questions offer many advantages in time and money. By restricting the answers set, it is easy to calculate percentages and other statistical data over the whole group or over any subgroup of participants, and this allows the researcher to filter out useless or extreme answers such as those that occur in an open format question. In addition, these types of questions required categorisation of possible answers into

standardized groupings, determined by the researcher, thus enabling the data to be coded, analysed, and interpreted in an efficient and effective manner.

Concerning closed format questions, respondents were asked to choose from the given different answers. In the case of non-participation of employees in decision-making, for example, respondents were asked to Agree (code = 1), Disagree (code = 2) or indicate that they Don't know (code = 3) with the statement provided by the researcher. The level of measurement was nominal. Concerning the degree of influence the employee has in the decisions made at various levels, subjects were required to indicate whether it was Very big (code = 1), Big (code = 2), Average (code = 3), Little (code = 4), Very little (code = 5), and Other i.e. other observation (code = 6). The level of measurement used was ordinal.

In terms of the extent of participation, respondents were asked to mention whether this one was Very high (code = 1), High (code = 2), Average (code = 3), Low = (code 4), and Very low (code = 5) according to their daily observations. The level of measurement used in this question was ordinal.

On the other hand, desire for participation was measured using the question developed by Holter (1965) quoted in Marchington (1980) but with some modifications. Subjects were asked whether they felt, personally, involved in decisions made in their enterprises or not and whether they would like more say. The format of the question required the respondent to choose one statement among various statements or items provided. The measurement level used was nominal.

With regard to the forms of participation practiced, respondents were asked to choose among different types of participation provided by the researcher those that are practiced in their enterprises. Items ranged from workers representation on company boards (code = 1) to None of these forms is practiced (code = 6). Like the previous question, the level of measurement used was nominal.

Impediments to employee participation in decision-making were assessed using the questionnaire developed by Ali and Machungwa (1985) quoted in Ali *et al.* (1992). This questionnaire was used in the present study with certain modifications. The barrier scale consisted of six statements of some factors and organisational situations which may or may not be perceived as barriers to participation. The format of the question asked subjects to

choose from 5-point Likert scales below: Strongly Agree = 5, Agree = 4, Not Sure = 3, Disagree = 2 and Strongly Disagree = 1 about each of the suggested factors and organisational situations. The level of measurement used here was ordinal.

The decision to use questionnaires in the primary data collection was motivated by the fact they are quite inexpensive to administer and enable one to gather the information needed from a great number of participants within a short time-frame. Secondly, the difficulties that may have occurred using other methods such as interviews and focus groups were eliminated. Finally, generally subjects find in the questionnaire most safe method, and they felt most free to express their views.

In this regard, confidentiality and anonymity played an important role in terms of obtaining access to respondents. It is also crucial to underscore that no question asked the respondents to give their names because such a question would be outside the framework or the purposes of this study. The questionnaire was focused on the current state of employee participation, the desire to participate in the decision-making process, and the form(s) of participation and obstacles to the participation of employee in the decision-making process in public companies of communication within Rwanda. A demographic questionnaire was also used. A questionnaire was judged as a valuable means of instrumentation for gathering quantitative data.

4.4 Validity and Reliability of the study

In conventional usage, the term validity refers to the extent to which an empirical measure adequately reflects the real meaning of the concept under consideration (Babbie and Mouton, 2001). However, it appears that validity seeks to ensure that the findings are really reflecting what was expected.

Ghuri *et al.* (1995) have described the following tests that can be used to assess the quality of a statistical study:

- **Construct validity:** Demonstrating the extent to which an operationalization measures the concept, which it purports to measure. It is necessary for meaningful and interpretable research findings.

- Internal validity: Refers to the extent to which we can infer that a causal relationship exists between (or more) variables. It is specifically useful to causal or explanatory studies, not for other studies such as descriptive or exploratory studies.
- Statistical conclusion validity: Establishing a prerequisite for making inferences about the causal relationship. To improve statistical conclusion validity, the study must be sufficiently sensitive.
- External validity: Relating to the extent to which the study's findings can be generalized. It refers to the data's ability to be generalized across persons, settings, and times (Cooper and Schindler, 2001).
- Reliability: Showing that the operations of the research in terms of data collection, data analysis and so on can be repeated and the same results obtained.

Babbie and Mouton (2001) stated that reliability is a matter of whether a particular technique, applied repeatedly to the same object, would yield the same result each time. In this respect, Cooper and Schindler (2001) propose that a measure is reliable to the degree that it supplies consistent results. Then, they assert that reliability is a necessary contributor to validity with estimates of the degree to which a measurement is free of random or unstable error.

In order to enhance reliability and validity (particularly of construct validity or internal validity and external validity) of the study, firstly, it was decided to survey a wide range of respondents at all levels within the enterprises. Information from various levels obviously should increase the validity. Secondly, a pre-test was done to assess whether the questions are well understood but also to uncover any deficiencies. Based on the replies from the pre-test, the questionnaire was refined and adapted. Thirdly, some questions from previous studies were replicated not only to increase internal validity but also to provide comparative data, and finally, the questionnaires primarily conceived in English were translated by the English Centre at the Independent University of Kigali (ULK) in order to enhance the study's validity as well as to allow both English and French speaking employees to easily understand and reply the questionnaire.

4.5 Data Analysis Methods

This study intended to determine the state of employee participation in decision-making, its extent and the impediments of employee participation in the public enterprises of communication within Rwanda. The SPSS program 11.5 was used to perform all statistical analyses.

4.5.1 Descriptive Statistics

According to Antonius (2003) the methods and techniques of descriptive statistics aim at summarizing large quantities of data to a few numbers, in a way that highlights the most important numerical features of the data. This means reducing data from unmanageable details to manageable summaries (Babbie and Mouton, 2001). However, descriptive statistics were used to perform a set of statistical analyses including frequencies, percentages, and cross-tabulations.

Cross-Tabulation

Cross-tabulation is a frequency distribution of responses on two or more sets of variables. Kumar (1999:220) argues that cross-tabulations analyse two variables, usually independent and dependent or attribute and dependent, to determine if there is a relationship between them. The sub-categories of both the variables are cross-tabulated to ascertain if a relationship exists between them. Usually, the absolute number of respondents, and the row and column percentages, provides a reasonably good idea as to the possible association.

In this regard, cross-tabulation statistical analysis was used to see how the frequency distributions of replies were located between the sub-categories of respondents and to calculate summary statistics.

4.5.2 The Chi-Square Test

The Chi-Square Test is probably the most widely used nonparametric test of significance. It is particularly useful in tests involving nominal data but can be used for higher scales. Using this technique, one test for significant differences between the observed distribution of data among categories and the expected distribution based on the null hypothesis (Cooper and Schindler, 2001). The assumption is that there is no relationship between the variables in the total population (Babbie and Mouton, 2001).

The Chi-Square Test was judged useful in this study for testing the significance of observed differences between variables. The reason is that both independent (job level) and dependent (degree of participation) variables are measured at nominal and ordinal levels. Nominal and ordinal variables are typically required for Chi-Square analyses (Babbie and Mouton, 2001). It was used to test if the observed differences between, on the one hand, senior managers, and on the other hand, lower-managers and workers in the sample are statistically significant enough to conclude that such differences exist in the population.

4.6 Conclusion

This chapter highlights the different procedures and methods used in the research design and methodology. It focuses on the description and explanation of how some key steps in this study, such as how the sample was constituted and how it was drawn from the population. The instruments used to collect the desired data, and data analysis methods that were used for analysing the collected data have been described. In short, this part of the research appears to be a fundamental factor in providing the significance of this study, because, it is due to it that the validity and reliability of the study can be established and achieved.

Chapter Five: Results and Discussion

In this chapter, the results of the research are discussed in detail. All results were obtained after running frequencies, percentages and cross-tabulations towards descriptive statistics and Chi-Square Test. In the first step, demographic information is presented and discussed, and then the whole issues linked to the case studies will follow.

5.1 Demographic Results and Discussion

In this subsection each demographic variable in the questionnaire is discussed. All the results of the demographic questionnaire obtained via SPSS program 11.5 are summarised in Table 5.1 below.

Table 5.1: Frequencies and Percentages of the Respondents' Demographic Information

Demographic information	Frequency	Valid percent
<u>Job level</u>		
Workers	50	61.0
Lower-managers	22	26.8
Department managers	10	12.2
Total	82	100.0
<u>Service length</u>		
Less than 5 years	36	43.9
Between 5-10 years	31	37.8
More than 10 years	15	18.3
Total	82	100.0
<u>Age</u>		
Less than 25 years	10	12.2
Between 25-40 years	54	65.9
More than 40 years	18	22.0
Total	82	100.0
<u>Gender</u>		
Male	43	52.4
Female	39	47.6
Total	82	100.0

<u>Education</u>		
Secondary school	24	29.3
Degree/Diploma	58	70.7
Total	82	100.0

As it is noted in section 4.1.1, a total of 96 questionnaires were distributed to respondents, however, only 82 questionnaires were filled in and returned. As revealed in Table 5.1 among eighty-two respondents who completed the questionnaires 12.2 % of them were senior managers, 26.8 % were lower- managers, and 61.0 % were workers. This last category of employee was relatively great within the sample in comparison to the other groups. The reason is that respondents were selected on the basis of the proportional stratified sampling technique. The workers stratum covered many more employees than other strata. However, beside the representativeness issue, which was envisaged, those three groups should increase the possibility of getting the general perceptions on the state of employee participation in the decision-making process in public enterprises of communication.

According to the information summarized in Table 5.1 above, it is apparent that 43.9 percent of respondents had less than 5 years of service in the organisation, 37.8 percent had between 5-10 years, and 18.3 percent of respondents had more than 10 years of service in the enterprise. The majority of the respondents fall in the less than 5 years category of service length.

In examining the age distribution of the same source, respondents' age is divided up between the respondents as follows, 12.2 percent of respondents are under 25 years category, 65 percent are in 25-40 years group, and 22.0 percent that are older than 40. From the following results, it appears that the majority of respondents were from the 25-40 year old category. In other words, this means that most of the workforce of the public enterprises of communication is very young.

When we look at the gender of the respondents in Table 5.1, the data shows that 53.4 percent of respondents are male, while 47.6 percent are female. From these outcomes, male

respondents slightly outnumber female. This small difference is in line with gender distribution in the whole population of the enterprises under study.

In the area of education, 29.3 percent of respondents have completed a secondary school while 70, 7 percent had a degree or diploma. Based on these findings, it is apparent that the educational levels or backgrounds of respondents ranged from a secondary school education to a degree/diploma. The majority of the respondents had a degree/diploma. The great number of those that had a high education level can be explained by two factors. On the one hand, it is due to the good (or competitive) salary and career stability provided by the public enterprises in general in Rwanda in comparison to private sector, and in the public enterprises of communication in particular. On the other hand, this is closely related to the number of private universities such as Kigali Independent University (U.L.K), Central African Adventist University (UAAC) and Université Adventiste Laïque de Kigali (UNILAK), which have been created in the country since the 1996 reconstruction period, and these institutions have included in their programme, an evening section lectures. Specifically, this has opened more opportunities to employees from both public and private sectors to enhance their educational level. These are the two reasons which can explain the high number of respondents who have a degree/diploma in this area.

5.2 Perceptions of respondents Regarding the State of Employee

Participation in the Public Enterprises of Communication

This section outlines the perceptions of employees about participation in the decision-making process. It starts by showing the state of employee participation in response to a set of questions. However, each question seeks to capture the respondents' opinions on a specific component linked to the participative procedure such as the degree of influence that employee views have when decisions are made at different levels and the non-participation of employees in decision-making. It is hoped that the different questions will provide a picture of the participative process, and particularly, will clarify the extent of employee participation in decision-making within this field. Babbie and Mouton (2001) argue that sometimes, however, there is no single indicator that will give the measure of a variable that is sought. In these cases, several observations will have to be made for a given variable. The several pieces of information will then be combined to develop a composite measurement of the variable in

question. In addition, form(s) of participation which is/are used in this area will be examined, followed by the impediments to the level of employee participation in the decision-making process in the public companies of communication.

5.2.1 Non-Participation of Employees in the Decision-making Process

With the aim of understanding whether the non-participation of employees (as seemed to be observed) exists in the public enterprises of communication, a question related to this area was asked of the respondents. Their perceptions are summarised in Table 5.2.

Table 5. 2: Frequency and Percentages of Responses to Non-Participation of Employees in the Decision-making Process

Alternatives	Frequency	Valid Percent
Agree	70	85.4
Disagree	9	11.0
Don't know	3	3.7
Total	82	100.0

From these findings, it can be seen that by far the majority of respondents, 85.4 percent recognised an existence of the non-participation of employees in the decision-making process. However, 11.0 percent of respondents did not accept, and the remaining respondents 3.7 percent did not have a clear idea or opinion on this issue.

According to the results, the participation of employees in decisions seems to be related to a job level within this area. This comes out in favour of a notable influence of the variable of 'job level' on responses: 85.4 % of respondents in Table 5.2 who agreed were workers and lower-managers, whereas in the senior managers' category almost the majority 11.0 % disagree as is shown in Table 5.3.

Table 5.3: Cross-Tabulation of Job Level and Responses Relating to Non-Participation of Employees in the Decision-making Process

Job level	Respondents' views on the non-participation of employees in the decision-making process			Total
	Agree	Disagree	Don't know	
Workers	48 (96.0 %)	0 (.0 %)	2 (4.0 %)	50 (100.0 %)
Lower-managers	22 (100.0 %)	0 (.0 %)	0 (.0 %)	22 (100.0 %)
Department managers	0 (.0 %)	9 (90.0 %)	1 (10 %)	10 (100.0 %)
Total	70 (85.4 %)	9 (11.0)	3 (3.7 %)	100.0 %

Through the above results, it can be said that those who did not recognise the existence of non-participation of employees in the decision-making procedure were only senior managers (department managers) who normally have the prerogative to participate in decisions made at the workplace because of a centralised system as it will be revealed in the following question. Lower-managers and workers share a common view. Together they agree that employees do not participate in the decision-making procedure. This illustrates that they specially referred to these two categories. Thus, this leads one to conclude that in the participative process in the public enterprises of communication in Rwanda, two specific groups of employees do not have any voice in the decisions made in their companies. In other words, lower-managers and workers just carry out decisions made by the top management without any influence. However, the two workers and one department manager i.e. 3.7 % who responded “don't know”, seem to be new in the firm, therefore, they do not have a precise idea about this matter.

When respondents were asked the reasons for the non-participation of employees in the decision-making procedure, they indicated two reasons, which appear to be the main reasons. Some of them, 58.6 % indicated the unwillingness of the manager (General Director) to share decision-making power, while 30.0 % of respondents mentioned ‘other’. They described the centralisation system as the reason for the non-participation of employees. The findings are summarised in Table 5.4.

Table 5.4: Reasons for the Non-Participation of Employees in Decision-making

Reasons	Frequency	Valid percent
Unwillingness of manager to share decision-making power	41	58.6
Other (centralisation)	29	41.4
Total	70	100.0

In supporting his opinion, particularly for showing that the centralisation system truly constitutes an impediment, one respondent has noted that: “practically the system doesn’t allow us to participate in decisions, all things are centralised”. Centralised organisations are unable to respond to turbulent environment (Pfeffer, 1978) cited by Kearney and Hays (1994). Kearney and Hays (1994) stressed that the contemporary challenge for organisations is the increased societal competition for resources and greater innovative responses. The high transaction costs and delays that accompany hierarchical and control-oriented decision-making systems (Galbraith, 1973) [cited by the same authors] make them unsuitable to today’s management setting. Whetten (1978) cited in Glisson (1980) added that centralisation system produces a dissatisfied staff.

5.2.2 Degree of Influence which Employees have in the Decisions Made at Different Levels

Among the different factors that demonstrate the involvement of employees in the decision-making process, there is the employees’ view as an input in the decisions that have to be made. Therefore, the degree of influence that the ideas (views) of employees have can be a relevant indicator which may reveal a situation of employee participation in the decision-making process. In this regard, a question concerning the degree of influence the employee has in decisions made at various levels was asked of the respondents. The observations are described in Table 5.5.

Table 5.5: Frequency and Percentages Responses on the Degree of Influence of Employees in Decisions Made at Various Levels within their Enterprises

Alternatives	Frequency	Valid percent
Large influence	10	12.2
Little influence	6	7.3
Very little influence	57	69.5
Other	9	11.0
Total	82	100.0

As is demonstrated in Table 5.5 the majority of respondents (69.5 %) indicated that the degree of influence that the employee have in decisions made within their enterprises, is very little. For the remaining respondents, 12.2 % said that employees have a large amount of influence, while 11.0 % mentioned other as an alternative. This may express their opinions regarding this subject. 7.3 % believe that the degree of influence that employees have is little.

In order to get a clear understanding of the above results, cross-tabulations statistics were run and the outcomes are presented in Table 5.6.

Table 5.6: Cross-Tabulation of Job Level and Responses Linked to the Degree of Influence Employees have in Decisions Made within their Enterprises

Job level	Respondents' perceptions regarding a degree of influence which employees have in decisions made				Total
	Large influence	Little influence	Very little influence	Other²	
Workers	0 (0 %)	5 (10.0%)	42 (84.0 %)	3 (6.0 %)	50 (100.0 %)
Lower-managers	0 (0 %)	1 (4.5 %)	15 (68.2 %)	6 (27.3 %)	22 (100.0 %)
Department managers	10 (100.0 %)	0 (0 %)	0 (0 %)	0 (0 %)	10 (100.0 %)
Total	10 (12.2 %)	6 (7.3 %)	57 (69.5 %)	9 (11.0 %)	82 (100.0 %)

²'other' as alternative has been added in the questionnaires after conducting a pre-test. It means other observation

Once again these results expose a strong divergence between the respondents' perceptions. Lower-managers shared common views with workers about this question. Based on the above observations, only department managers have pointed out that the degree of influence which employees have when decisions are made is big. On the contrary, the majority of lower-managers and workers (69.5 %) found that the degree of influence is very little. However, even the 11.0 percent of respondents who indicated "Other" of which six respondents were lower-managers and 3 respondents were workers; have to be interpreted in the same way. Together they specified that usually decisions are taken by the top management without any input or influence of subordinates. In other words, without soliciting lower-managers and workers' view.

From the above findings, senior managers actively participate in the decision-making process, and their views are taken into account when decisions are made, while lower-managers and workers are either not integrated into the decision-making procedure or their ideas are not solicited.

5.2.3 Degree of Participation in the Public Enterprises of Communication within Rwanda

In terms of the question about what extent the participation of employees in the decision-making process has within this area, respondents' answers ranged from high to very low degree (see the SPSS results in Table 5.7 below).

Table 5.7: Frequency and Percentages of Responses to the Degree of Participation in the Decision-making Procedure

Alternatives	Frequency	Valid percent
High	9	11.0
Average	1	1.2
Low	12	14.6
Very low	60	73.2
Total	82	100.0

Based on these results, seventy-three percent, that is, the majority of respondents noted that the extent of participation is very low or very weak, 14.6 percent perceived that the degree of participation is low. However, 11.0 percent of employees admitted that there was a high level, and the remaining respondent, that is, one employee (1.2 %) believes that there was an average level.

When respondents were asked about the extent of participation in this field, a discrepancy among responses appeared (see Table 5.8 for SPSS results below).

Table 5.8: Cross-Tabulation of Job Level and Replies Relating to the Extent of Participation within the Public Enterprises of Communication

Job level	Respondents' perceptions about degree of participation				Total
	High	Average	Low	Very low	
Workers	0 (0 %)	0 (0 %)	7 (14.0 %)	43 (86.0 %)	50 (100.0 %)
Lower-managers	0 (0 %)	0 (0 %)	5 (22.7 %)	17 (77.3 %)	22 (100.0 %)
Department managers	9 (90.0 %)	1 (10.0 %)	0 (0 %)	0 (0 %)	10 (100.0 %)
Total	9 (11.0 %)	1 (1.2 %)	12 (14.6 %)	60 (73.2 %)	82 (100.0 %)

According to the observations presented in Table 5.8, there is a disparity of views among the three categories of employees. Obviously, those who highlighted that there is a high degree of participation in the public enterprises of communication in Rwanda were exclusively senior managers or department managers. Further, this gives a clear idea that within the participative process in this field, only senior managers have an opportunity to influence the decisions adopted by their firms. Even the one respondent who declared that the level of participation was average was a department manager.

Again the responses of lower-managers and workers are similar. The majority of them replied that the degree of participation is very low. From these results, it can be said that the two groups do not participate in the decision-making procedure that is why they claim that it is very low. However, in reality, it can be noted that the extent of participation in the public companies of communication in Rwanda is very low, because the participative prerogatives are uniquely reserved for the small number of the senior managers, whereas the subordinates

like lower-managers and workers carry out the decisions already taken by those at the higher level.

On the basis of these findings some conclusions can be drawn about the state of employee participation in the decision-making process. First of all, it can be confirmed that the majority of employees do not participate in decisions that are made in the public enterprises of communication. In other words, there is a great exclusion of the subordinate categories of lower-managers and workers in the decision-making process. Secondly, the degree of participation is very low as mentioned by the majority of employees.

However, the Chi-Square Test was used to assess whether the observed differences between, on the one hand, senior managers and on the other hand, lower-managers and workers are statistically significant enough to conclude that such differences exist in the population. The results of Chi-Square Test and the association measure used are summarised in the Tables below. Table 5.9 shows the results of Chi-Square, whereas Table 5.10 illustrates the association measure used in testing the statistical significance.

Table 5.9 Chi-Square Statistical Test

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	82.954(a)	6	.000
Likelihood Ratio	61.613	6	.000
Minimum Expected Frequency	12		
Cells with Expected Frequency < 5	1 of 7 (58.3 %)		

The Chi-Square statistical test is chosen because the data are nominal and ordinal.

The data in Table 5.8 (page 69) illustrates clearly that there is a significant difference between employees in the participative process within public companies of communication. The statistical test confirms those observed differences. The resulting Chi-Square statistic of 82.954 (the “person chi-square” in the output), is statistically significant because the observed level of significance 0.000 as seen in Table 5.9, is little in comparison to 0.05. Therefore, it

can be noted that the observed differences in the sample are sufficiently large to conclude that such differences exist in the population. The minimum expected frequency is 12, which is greater than 1, so the Chi-Square statistic is reliable.

Table 5.10: The Measure of Association (Directional Measures)

			Value	Asymp. Std. Error(a)	Approx. T(b)	Approx. Sig.
Nominal by Ordinal	Lambda	Symmetric	.352	.084	3.328	.001
		Job level Dependent	.313	.082	3.375	.001
		degree of participation Dependent	.409	.105	3.180	.001
	Goodman and Kruskal tau	Job level Dependent	.320	.032		.000(c)
		degree of participation Dependent	.390	.067		.000(c)

Lambda is judged appropriate as a measure of the strength of the association because the measurement levels of independent and dependent variables. According to Babbie and Mouton (2001) there are different measures of association (Gamma, Eta, Pearson's r, etc.). The use of each depends on the level of measurement of each variable. In the situation under study job level as independent variable is measured at the nominal level, while the degree of participation as dependent variable is treated at the ordinal level. Lambda is based on the ability to guess values on one of the variables. That is, if the two variables consist of nominal data. Lambda represents the reduction in errors as a proportion of the errors that would have been made on the basis of the overall distribution. Values of Lambda vary from 0 to 1. By inspecting lambda, one could argue that knowledge of respondents' job level may help in predicting their views about the extent of employee participation in the decision-making process (Lambda = 0.313).

On the basis of the above test it can be concluded that there is a statistical association or relationship between the hierarchical level of employees and the extent of participation in the decision-making process within the public enterprises of communication.

5.3 Desire for Participation

First it is necessary to ascertain whether employees participate personally and, they do not, identify whether they desire to participate in decision-making and determine if they would prefer to participate directly or act via representative. Following, but with some modifications, the question originally postulated by Holter (1965) quoted in Marchington (1980), respondents were asked whether they felt, personally, involved in decisions made in their companies or not and whether they would like more say. The findings are presented in Tables below. Table 5.11 shows the perceptions of respondents about personal participation in decisions made at their workplace, and Table 5.12 presents respondents' views concerning a personal interest in participation at various levels.

Table 5.11: Frequency and Percentages of Responses Relating to Personal Say in Decisions Taken Within the Enterprises

Alternatives	Frequency	Valid Percent
Agree	10	12.2
Disagree	72	87.8
Total	82	100.0

The above findings indicate that 12.2 percent of the respondents participated actively or had enough say in decisions made at their place of work while 87.8 percent, that is, the majority of respondents mentioned that the system did not provide them with an opportunity to influence decisions that had to be taken. These results further demonstrate a definite weakness of employee participation in the decision-making procedure within this area, especially for lower-managers and workers. It is evident that those who have said yes were absolutely senior managers.

In order to identify whether the respondents who do not have an occasion to participate in decisions made in the companies desire to take part in the decision-making process, a question linked to this was asked. The replies are shown in Table 5.12.

Table 5.12: Frequency and Percentages of Responses Concerning a Personal Interest in Participation at Different Levels

Alternatives	Frequency	Valid Percent
Not concerned	10	12.2
More say-own job and conditions	48	58.5
More say-departmental level	9	11.0
More say-company as a whole	15	18.3
Total	82	100.0

Indeed, of those who do not participate, and who want more of say, a considerable majority (58.5 percent), this desire is closely linked to decisions that are seen to be affecting their own jobs. Therefore, 29.3 percent desire greater say at departmental level and above. Very similar results were found amongst the employees investigated by Holter (1965) cited in Marchington (1980) where the majority of the respondents were keen on more say at local (i.e. own job) level. In considering these results, participation has to be at a number of levels, with a greatest emphasis on the workplace. Marchington (1980) argued that it would appear that employees of organisations with a policy of indirect participation, as it is the case in the public firms of communication in Rwanda seemed to favour more say at all levels, whereas those in the organisations with participative management are keener on more local participation. In other words, experience of a particular kind of participation would appear to stimulate interest for more of that kind.

However, personal desire to participate may be more geared towards indirect participation by means of a representative rather than directly. Thus, it appears rational to repeat the above question substituting the word 'representative' for 'personal' in order to evaluate the degree to which the respondents would like their representatives to have a greater say at different levels of the company. The results are shown in Table 5.13 below.

Table 5.13: Frequency and Percentages of Respondents About Representative Interest in Participation at Different Levels

Alternatives	Frequency	Valid Percent
Not concerned	10	12.2
More say-own job and conditions	22	26.8
More say-own departmental level	11	13.4 +
More say-company as a whole	26	31.7 = 45.1 %
Other	13	15.9
Total	82	100.0

Table 5.13 shows that 45.1 % consider that there is a need for a bigger voice in issues of individual departments and the company as whole. However, 15.9 % of respondents who indicated 'other' indicated that their representative does not have sufficient say in decisions made in their enterprises, so, they would like him to have enough say particularly in company matters. Others have gone further and suggested that it would be desirable to increase the number of worker representative on company boards from one representative to three.

As a result of these two findings it can be concluded that personal participation is greatly needed within the public enterprises of communication in emphasizing on a greater say at task levels. However, this has to be reinforced by a representative system, which should deal with the higher levels issues. This links with results which emerged from the study of local authority employees (cited in Marchington, 1980) where respondents preferred personal contact at lower levels of managements and via a representative at higher levels.

Since this study is mainly focused on the employee participation subject, it is relevant to notice the form(s) that is/are practiced in this area.

5.4 Forms of Participation Practiced in the Public Enterprises of Communication

In order to carry out this, respondents were asked to indicate among the suggested participation forms those which were practiced in their firms. In the public companies of communication, the worker representative form is essentially the only type being practiced towards worker participation on company boards (90.2 %). However, 9.7 % of respondents believe that none of the suggested forms are practiced (see the results summarised in Table 14 below).

Table 5.14: Frequency and Percentages of Responses Relating to Participation Forms

Alternatives	Frequency	Valid percent
Workers representative on company boards	74	90.2
None of these is practised	8	9.7
Total	82	100.0

Taking into account the above results, it can be said that worker representatives on company boards is the only way in which employees, in general, can influence decisions made within their enterprises, especially those which are made at a high level. But, turning to the replies presented previously, especially those in Table 13, a small minority of employees recognised the existence of a representative form, but felt that they still did not have a satisfactory say in decisions made at the workplace. This was further reinforced in an open-ended question (Question 10) where a certain number of respondents highlighted some weaknesses of the representative form in this area. The major problems of this are, as they described the lack of training for the worker representative and their small number (which they would like to be increased from one at least to three). One respondent stated that: "it is inconceivable to have a worker representative who did not get at least a short amount of training related to this task. This simply means that he doesn't know exactly his role within that level".

On the basis of these observations, it can be concluded that even the representative form, which appears to have been introduced in the public companies of communication in Rwanda, it is not well implemented. In other words, the representative form in terms of the participative form theoretically exists in terms of the rules being well described and detailed, but in practice there are still some problems to solve before it will be beneficial and effective in this area. Another indication that this form remains more theoretical than pragmatic is the fact that some employees did not know of its existence, that is, the 9.7 % of respondents who mentioned that none of these forms is practised.

With the aim of knowing whether there is any form practiced in the public companies of communication apart the forms proposed, 11.0 % of respondents said that there is another form, whereas 89 % of respondents indicated no. (See the findings in Table 5.15.)

Table 5.15: Frequency and Percentages of Responses Concerning Other Forms of Employee Participation in Decision-making Practised

Alternatives	Frequency	Valid percent
Agree	9	11.0
Disagree	73	89.0
Total	100.0	100.0

The respondents, who accepted that there are other forms, illustrated that this type of participation is linked to the meetings of top management (i.e. General Director and department managers) which took place at least once per week. Basically, it might be true that the 11.0 % of respondents who mentioned that there are other forms were exclusively senior managers.

5.5 Impediments to Employee Participation in Decision-making

The obstacles to participation were identified by taking into account to the respondents' perceptions of the public enterprises of communication in Rwanda through participative management and trying to determine whether or not certain factors and organisational situations are perceived by employees as barriers to participation. To measure this,

respondents were asked to choose from the five answers (Strongly Agree, Agree, Not Sure, Disagree and Strongly Disagree) about each of the suggested factors and organisational situations. The results are shown in Table 5.16.

Table 5.16: Frequency and Percentages of Responses Concerning Obstacles to the Participation of Employee in the Decision-making process

Obstacles to the participation	Frequency	Valid percent
A lack of interest, initiative and support of participation from government		
Not sure	3	3.7
Agree	49	59.8
Strongly agree	30	36.6
Total	82	100.0
An authoritarian approach of management (Centralisation)		
Disagree	5	6.1
Not sure	4	4.9
Agree	28	34.1
Strongly agree	45	54.9
Total	82	100.0
Manager's enterprise is unwilling to share decision-making power with employees		
Disagree	3	3.7
Not sure	9	11.0
Agree	20	24.4
Strongly agree	50	61.0
Total	82	100.0

Manager's enterprise hesitates to accept employees as a valuable partners in making decisions		
Not sure	11	13.4
Agree	55	67.1
Strongly agree	16	19.5
Total	82	100.0
Lower level of education among employees		
Strongly disagree	36	43.9
Disagree	39	47.6
Not sure	7	8.5
Total	82	100.0
An inadequate understanding of employees concerning their new roles in management of their enterprises		
Disagree	1	1.2
Not sure	12	14.6
Agree	54	65.9
Strongly agree	15	18.3
Total	82	100.0

On the basis of these results, it is apparent that the major obstacles to the participative process within this area are highlighted as follows: a lack of interest, initiative and support for the participative process from government; an authoritarian approach which is evident from the centralisation of authority and control; managers particularly General Director who are unwilling to share the decision-making power with employees; manager's enterprise hesitates to accept employees as valuable partners in making decisions; and inadequate understanding of employees concerning their new roles in management of their enterprises. This last barrier was identified as an obstacle to the worker representative on company boards in the earlier question (see comments of Table 5.14). However, not all employees recognized an education

level among employees as an obstacle to the participation of employees. This view can be supported by the educational level of respondents towards the findings where a large number (70.7 %) had a degree/diploma background.

Indeed, according to these observations, it can be noted that the barriers indicated had been raised in prior questions. For example, the centralisation approach and the unwillingness of a manager (General Director) to share the decision-making power with employees were cited by respondents as the reasons for non-participation of employees in decision-making provided (see Table 5.4). Marchington and Armstrong (1984) highlighted that the reason for lack of contribution rests more with management being either unwilling or unable to allow employees any realistic involvement in participation system. Managers may consider themselves to be better at decision-making than their subordinates, or they may feel that subordinates have no right to exercise influence over decisions or disturb traditional prerogatives (Poole, 1970) cited by the same authors. Very similar findings emerged in a study achieved by Ali and Machungwa (cited in Ali *et al.* (1992), which mentioned some of the same problems and difficulties of participative management in developing countries. They surveyed the working of participative management in four developing countries, namely Bangladesh, Indian, Yugoslavia and Zambia and, among the problems found there were an authoritarian approach of management, especially in Bangladesh and Indian. According to them management in these countries still held the traditional notion of management towards centralisation of authority and control. Secondly, there was an inadequate understanding among the workers of their new roles in the management and business operations of their companies. Thirdly, there was a lack of interest, initiative and continued support for participation. Another element confirmed as a problem in their study, but not in this one, was a relatively low level of education among employees.

Chapter Six: Conclusions and Recommendations

This chapter concludes the research, and addresses the recommendations based on the results of this study.

6.1 Conclusion

The research objective was aimed at finding out the state of employee participation in decision-making in the public enterprises of communication in Rwanda. The aim of the empirical study was to map out the degree of employee participation in the decision-making procedure in the public enterprises of communication, to identify whether employees desire to participate in decision-making and to determine whether they would prefer to participate directly or act via a representative. It was also hoped to find out the form(s) of participation used in the public companies of communication, to determine obstacles to the participation of employees in the decision-making process. From this recommendations based on the results from the research could be made in order to foster employee participation in decision-making in Rwandan public companies in general, and particularly in the public enterprises of communication. This is seen as one of the crucial elements in the development of the effective management of public enterprises. Kearney and Hays (1994) argue that participation in decision-making promises to inject a greatly needed element of flexibility and adaptability into public organisations. However, all the objectives that were set by the researcher concerning this study have been reached.

A questionnaire was used as a means of collecting data. It was distributed to 96 respondents (see Table 5.1). Eighty-two replied and returned the questionnaire, that is, a response rate of 85 percent. Among those who replied 52.4 percent were men and 47.6 percent were women. To make results more generalisable, a representativeness aspect of the population was stressed. Representativeness is limited to those characteristics that are relevant to the substantive interest of the study (Babbie and Mouton, 2001). In our case, a relevant characteristic (or variable) within this study was job level, therefore, representativeness has been achieved in selecting respondents within the three levels of employees (workers, lower-managers and department managers) existing in the public enterprises of communication in Rwanda (see Table 5.1).

Founded on the findings, the educational background of the respondents is ranged from secondary school to a degree/diploma level, and the majority of employees of public companies of communication have a degree/diploma. The high number of those that have a high educational level can be attributed to the following reasons: firstly it is due to the good salaries on offer and the career stability offered by the public enterprises in general in Rwanda compared to the private sector and in the public companies of communication in particular. Secondly, it can be explained by the high number of private universities such as Kigali Independent University (U.L.K), Central African Adventist University (UAAC) and Université Laïque Adventiste de Kigali (UNILAK), most of which have been established since 1996. This has created more opportunities to employees from both the public and private sectors to increase their educational level.

The results reveal that the extent of participation in the public companies of communication in Rwanda is very low. This was confirmed by the majority of respondents who agreed that the degree of participation is very low, and in particular this was justified by the fact that in the public enterprises of communication in Rwanda, the participative prerogatives are exclusively reserved for senior managers, whereas the subordinates like lower-managers and ordinary workers implement the decisions already adopted by those at a higher level without any direct input. In other words, there is a clear and great exclusion of the subordinates (lower-managers and workers) in the decision-making process.

However, the observed differences between respondents ranging from department managers, to lower-managers and workers were tested using the Chi-Square statistic test to assess if these differences are statistically significant. The “person Chi-Square” output has confirmed that the observed differences are statistically significant, therefore, it was concluded that such differences exist within the public companies of communication.

The majority of employees do not personally participate in the decision-making procedure, however, they greatly desire to influence decisions adopted in their firms. Indeed, for those who do not participate, and who want more of say, a considerable majority tend to be concerned about decisions that are affecting their own jobs. However, a minority of employees desire a greater say at department level and above. In considering, the above findings, participative process within the public enterprises of communication has to be at a number of levels, that is, at the all levels, but with a greatest emphasis on the workplace.

According to the results, personal participation is widely needed within the public enterprises of communication in Rwanda by emphasizing on a greater say at task levels. This has to be strengthened by a representative system, which should deal with the higher levels issues.

Taking into account the findings, it is confirmed that worker representative on company boards is the only way in which employees, in general can influence decisions made within their firms, especially those which are made at the higher level. However, a small minority of employees recognised the existence of representative form, but recognised that they did not have an acceptable say in decisions made at workplace. This was further clarified by an open question where a certain number of respondents highlighted some of the weaknesses of the representative form in this area. The major problems of this are, as they pointed out, the lack of training of the worker representative and their small number, which they would like to be enhanced from one at least to three.

On the other hand, the results have shown that even the representative form, which was introduced in the public companies of communication in Rwanda, it does not work correctly or effectively. A representative form such as a participative form theoretically exists in terms of rules which are well described and detailed, but in practice still has some problems in terms of being able to be beneficial and even effective in this field. An important element that proves that this form remains more theoretical than practical is the fact that some employees did not know of its existence.

It was noted from the results that there is other participative form used in the public companies of communication within Rwanda. This is the meetings of top management, which took place at least one times per week.

The findings have revealed that the impediments to the participative process within the public enterprises of communication are: a lack of interest, initiative and support for the participative procedure from government; an authoritarian management approach, which appears through centralisation of authority and control; managers particularly General Director who are unwilling to share decision-making power with employees; manager's enterprise hesitates to accept employees as valuable partners in making decisions, and an inadequate understanding of employees concerning their new roles in the management of their enterprises. However, all employees did not recognise the educational level of employees as an obstacle to their

participation. This can be confirmed by the educational level of employees as defined in Table 5.1 where the majority have a degree/diploma background.

6.2 Recommendations

The Rwandan government has already undertaken a widespread programme of reviewing and restructuring its general administration and management. This has been introduced at the levels of central government, local government, and public enterprises. The former started three years ago with the decentralisation process of local government in cities and districts. This aimed to distribute the decision-making power and to offer opportunities to citizens to participate actively in the management of their own area. The review and restructure of public enterprises commenced with a drive towards privatisation and liquidation, which the Rwandan government undertook almost at the same period. Indeed, the restructure and review policy of the public firms is focused especially on the public companies which are not concerned with the current trend of privatisation and liquidation.

It is interesting to note that employee participation in the decision-making process seems to be one of the vital factors that may help to enhance an effective management of Rwandan public enterprises in general and public enterprises of communication in particular. It is obvious that this may contribute to improving the management skills and to generate profit instead merely continuing to be an overstaffed area as governments use them to create and maintain employment (Kikeri and Nellis, 2001) such as it seems to be the case in Rwandan public firms today.

According to Drucker (1993:92) cited by Delaney (1996), however, the changing nature of work and the movement towards a service economy will make rational management less effective. In knowledge and service related work, a partnership with the responsible workers is the only way to improve productivity. Meaningful participation will be crucial to the success of organisations in the 21st century. Such participation can lead to the creation of the strongest team of all in organisations, one whose total performance is greater than the sum of the individual performances of its members. Such a team uses the strength of each member while minimizing the weaknesses of each (Drucker, 1993) cited by the same author.

It was revealed, from the findings of this research that the level of participation within the public enterprises of communication is very weak, yet there is a strong demand for a better participation system from those who have no access to the participative process. For establishing or fostering a participative management style especially in decision-making within the public enterprises of communication in Rwanda, the impediments discussed earlier might be avoided. Therefore, the roles of the government and top management in promoting an effective involvement of employee in the decision-making process, are central.

In summary, the following actions should be undertaken in order to promote an effective participative process in the public companies of communication.

6.2.1 Government

The Rwandan government has to realise that employee participation in decision-making is amongst the most important elements which may improve the management of the public enterprises in general and public companies of communication in particular. Therefore, it should initiate and support participative management by making it legal. In other words, government should establish a participative management strategy founded on legislation or regulation which offers employees full rights to be involved in the decision-making process as it is the case in local governments under the decentralisation programme. In this regard Blyton (1984) stated that in a recent study of participation in twelve countries, for example, the general level of *de facto* participation was found to be consistently associated with the level of *de jure* participation, suggesting that legislation potentially played an important role in the development of employee participation. Hence, a democratic participative strategy as initiated by the government in the cities and districts should be undertaken in the sector of public enterprises in general, and particularly in the public companies of communication in Rwanda in order to provide employees more opportunities to have a say in decisions affecting their daily work.

6.2.2 Top management

It is important for top management, especially to the General Directors in this domain to share decision-making power in order to allow at least all employees regardless their hierarchical levels to influence decisions made at the workplace. That is, there needs to be a total

decentralisation of the system. According to Kearney and Hays (1994) rigid position classification schemes and archaic work rules such as the centralisation of authority and control or authoritarian approach in the case of the public communication companies should be eliminated to enhance flexibility, adaptation, and responsiveness to facilitate employee cooperation and team building and to decentralise the decision processes.

However, that decentralisation system should start from a willingness of General Managers to admit, firstly, to share their decision-making power with employees regardless of their hierarchical levels, secondly to delegate decision-making authority to subordinates when it is necessary, and finally, to accept employees as valuable partners in making decisions. A leader's confidence in his subordinates has been identified by many studies particularly in developing countries as a key factor in establishing participation. Margulies and Black (1987) mentioned nine implementation variables, which they said, are essential for successful participation. Of these variables, the leader's confidence in subordinates seems to be more important in the context of developing countries, because leadership behaviour is crucial in initiating and sustaining participation. Further, they specify that progress also depends upon the attitudes of managers who are to offer leadership even in participative management.

A participative system is a huge and complex issue. Important efforts should, however, be made in terms of educating and training employees in general, and particularly worker representatives on the principles and purpose of participation. This will ensure the appropriate knowledge, skills and even attitudes to make participation work (Ali *et al.* (1992). Schuller and Henderson (1980) argue that if insufficient attention is given to the establishment of a training programme, then the success of broad level representation itself will be endangered... moreover, training should not end at broad representatives.

It might be also necessary to recreate and strengthen local bargaining within the public enterprises of communication that has come to a halt in 1994 because of the war and genocide and has not yet been re-introduced. This local organisation should help to support and sustain employees' participation in the decision-making process in this area.

The results of this study raise some important aspects for research on employee participation in general. In this respect, future research on the employee participation in the decision-making process within Rwanda should focus on the following areas:

- Perceptions of public enterprises' managers on employee participation in decision-making process within the public companies.
- An assessment of government's role in establishing participative management within both the public and private sector in Rwanda.
- Employee participation in the decision-making process within the public companies in Rwanda.
- A comparative study of employee participation in the decision-making process between public and private enterprises in Rwanda.

It is interesting to note that the above empirical studies should consider some aspects such as the combination of questionnaire and interviews in order to gather more profound answers and to clarify factors surrounding those subjects. With the aim of doing it satisfactory and get a full understanding, techniques such as focus groups and participant observation should also be used.

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Questionnaire

Questionnaire addressed to the employees of public enterprises of Communication.
(Rwandatel and Post).

Topic: Participation of Employees in Decision-making in Public Enterprises: A Case Study of Rwandan Communication Enterprises.

This survey is being carried out to determine the perceptions that employees of public enterprises of communication (Rwandatel and Post) possess with regard to their participation the in decision-making process.

This survey will contribute towards research being carried out for a dissertation in the Masters of Commerce in Management degree offered by the graduate School of Economics and Management, University of Natal, Durban in South Africa.

Kindly oblige by taking few minutes of your time to assist in supporting me in this study, by completing the questionnaire attached.

Please note that you cannot be identified from your responses: individual responses to this survey to remain anonymous. It would be greatly appreciated if you could complete this questionnaire.

Section A: Demographic information

N B: Mark with an x your appropriate answer for each factor listed below.

I. Denomination of post occupied:

Department manager

Lower manager

(Chief Service or Section)

Agents

II. Length of service with present company

Less than 5 years

Between 5-10years

More than 10 years

III. Age: Less than 25 years

Between 25-40 years

More than 40 years

IV. Gender: Male

Female

V. Educational level:

- Primary school
 - Secondary school
 - Degree/ Diploma
 - Postgraduate
 - Other (specify)
-

Section B: information related to the studied problem.

1. Your company (as other public companies) is criticized for non-participation of employees in making the decisions. Do you agree with this statement?

- Agree
- Disagree
- Don't know

2. If you choose agree, what could be the cause among the factors below?

- Employees do not have an adequate level of education for making decisions
- Unwillingness of the Manager of the enterprise to share decision-making power with employee
- A strong intervention of regulatory authority in making decisions
- Other (specify).....

3. At the time of making the decisions at all levels, what degree of influence do employees' views have?

- Very big influence
- Big influence
- Average influence
- Little influence
- Very little influence
- Other observation (specify).....

4. Would you say that the degree of employee's participation in decision-making process in your company is:

- Very high
- High
- Average
- Low
- Very low

5. As employee of (Rwandatel or Post) do you participate in the decisions that are made in your enterprise?

- Agree
- Disagree
- Don't know

6. If disagree, do you want that you personally have a say in decisions made at your place of work? Could you tick ONE from the list below:

- I would like more say in matters directly concerning my own job and working conditions
- I would like more say in decisions concerning the management of my own department
- I would like more say in the running of the whole establishment
- Other (specify).....
.....

7. Do you feel that your representative has enough say in decisions made at your place of work? Could you tick ONE from the list below:

- I would like him (her) to have more say in matters directly concerning my own job and working conditions
- I would like him (her) to have more say in decisions concerning the management of my Department
- I would like him (her) to have more say in the running of the whole establishment
- Other (specify)
.....

8. Among the different forms of participation established for increasing an employee's integration in their company listed below, mark with an (X) one or all of those that are practiced in your company.

- Workers representation on company boards
- Workers' councils or workers' committees
- Shop-floor participation
- Individual consultation at the workplace
- Collective bargaining
- None of these forms is practiced

9. Apart the forms of participation cited in question eight, are there any other forms of employee participation in decision-making in your enterprise?

- Agree (answer Question 9)
- Disagree (go directly to Question 10)

If you choose agree, give them.....
.....

10. What are the impediments to the employee participation in decision-making within your enterprise? Could you say whether you agree, disagree or are not sure about each of the factors. Please tick the appropriate column for each factor.

Factors	Strongly agree	Agree	Not sure	Disagree	Strongly disagree
A lack of interest, initiative and support of participation from government					
An authoritarian approach of management (Centralization)					
Manager is unwilling to share decision-making power with employees					
Manager hesitates to accept employees as valuable partners in making decision					
Lower level of education among employees					
Inadequate understanding of employees concerning their new roles in management of their enterprises					

Other (specify).....

11. Are there any other comments you wish to make?

Thank you so much for your co-operation !!!

Questionnaire

Questionnaire adressé aux employés des entreprises publiques de Communication.
(Rwandatel et Poste)

Sujet: La participation des employés dans la prise des décisions au sein des entreprises Publiques: cas des entreprises Rwandaises de communication.

Cette recherche est menée pour identifier les perceptions des employés des entreprises publiques de Communication (Rwandatel et Poste) sur leur participation au process de prise des décisions.

Cette enquête est menée essentiellement pour nous permettre de rédiger le Travail de Mémoire de Maîtrise pour l'obtention de Diplôme en Management offert par l'Ecole d'Economie et de Management à l'Université de Natal, à Durban en Afrique du Sud.

Vous êtes cordialement invités à consacrer quelques minutes de votre temps pour contribuer à cette étude en complétant le questionnaire ci-annexé.

Il est important de noter que le(la) répondant(e) ne pourra pas être identifié(e) à partir des réponses vu que les réponses individuelles à cette enquête restent anonymes. Nous vous serions très reconnaissant lorsque vous aurez rempli ce questionnaire.

Section A: Information Démographique

NB: Marquez (cochez) par une croix (X) votre réponse de choix ou appropriée pour chaque element ci-dessous:

I. Dénomination du poste occupé:

Chef du département

Chef de service ou section

Agents

II. Période accomplie dans la présente entreprise

Moins de 5 ans

Entre 5 et 10 ans

Plus de 10 ans

III. Age:

Moins de 25 ans

Entre 25 et 40 ans

Plus de 40 ans

IV. Sexe:

Masculin

Féminin

V. Niveau d'études:

Ecole primaire

Ecole secondaire/Humanités

Licence/Baccalauréat

Doctorat/Maîtrise

Autre (préciser).....

Section B: Information liée au problème faisant l'objet d'étude

1. Votre entreprise (comme d'autres Entreprises Publiques) est critiquée de la non-participation des employés à la prise des décisions. Etes-vous d'accord avec cette affirmation?

D'accord

Désaccord

Sais pas

2. Si vous choisissez d'accord, quelle peut être la cause parmi les facteurs ci-dessous?

Les employés n'ont pas un niveau d'études adéquat pour prendre des décisions

La réticence de Directeur d'entreprise de partager le pouvoir de prise de décision avec les employés

Il existe une grande intervention de l'autorité de tutelle dans la prise de décisions

Autre (spécifier).....

3. Lors de prise des décisions dans tous les niveaux, les avis des employés comportent quel degré d'influence?

Une très grande influence

Une grande influence

Une influence moyenne

Une petite influence

Une très petite influence

Autre observation (préciser)

4. Pourriez-vous dire que le niveau de participation des employés dans le processus de prise des décisions dans votre entreprise est:

Très élevé

Bas

Elevé

Très bas

Moyen

Autre (spécifier).....

5. En tant que employé de (Rwandatel ou Poste), participez-vous aux décisions qui sont prises dans votre entreprise?

D'accord

Désaccord

Sais pas

6 Si vous choississz désaccord, voudriez-vous que vous personnellement vous ayiez une suffisante voix (parole) dans les décisions prises dans votre milieu de travail? Pouvez-vous cocher (sélectionner) UNE alternative de la liste ci-dessous:

Je voudrais plus de voix (parole) dans les décisions se rapportant directement à mon propre travail et aux conditions de travail

Je voudrais plus de voix dans les décisions concernant la gestion de mon propre département

Je voudrais plus de voix (influence) dans les décisions se rapportant au déroulement de toute l'entreprise

Autre (spécifier).....

7. Sentez-vous que votre représentant(e) a une suffisante voix (influence) dans les décisions prises dans votre place de travail? Pouvez-vous cocher (sélectionner) UNE alternative de votre choix de la liste ci-dessous:

Je voudrais qu'il (elle) ait plus de voix dans les décisions se rapportant directement à mon propre travail et aux conditions de travail

Je voudrais qu'il (elle) ait plus de voix dans les décisions qui concernent la gestion de mon département

Je voudrais qu'il (elle) ait plus de voix (influence) dans les décisions qui concernent le déroulement de toute l'entreprise

Autre (spécifier).....
.....

8. Parmi les différentes formes de participation mis en place pour accroître l'intégration de l'employé dans l'entreprise, tel que mentionné ci-dessous, cochez celle(s) qui sont pratiquées dans votre entreprise.

La représentation des employés dans le conseil d'administration

La participation des employés au moyen de conseil ou comité des employés

La participation des employés au niveau de services inférieurs

Consultation individuelle au niveau de milieu de travail

Négociation collective (syndicale)

Aucune de ces formes n'est pratiquée

9. Mis à part les formes de participation citées à la question 7, existe-il d'autres moyens de participation des employés dans la prise de décision au sein de votre entreprise?

D'accord (répondez à la question 9)

Désaccord (allez directement à la question 10)

Si vous sélectionnez d'accord, donnez les.....
.....
.....

11. Que peuvent être les obstacles à la participation des employés à la prise des décisions dans votre entreprise? Pourriez-vous dire si vous êtes d'accord, en désaccord ou vous n'êtes pas sûr(e) à propos de chacun des facteurs ci-apès:

Facteurs	Fortement d'accord	D'accord	Pas sûr	Désaccord	Fortement en désaccord
Absence d'intérêt, d'initiative et de support pour la participation de la part du gouvernement					
Une approche autoritaire de gestion (Centralisation)					
Absence de volonté de directeur d'entreprise de partager le pouvoir de prise des décisions avec les employés					
Directeur d'entreprise qui hésite d'accepter les employés comme de partenaires précieux dans la prise des décisions					
Niveau d'éducation bas parmi les employés					
Une compréhension inadéquate des employés concernant leur nouveau rôle dans la gestion de leurs entreprises					

Autre (préciser).....

11. Il y a –t-il un autre commentaire que vous désirez faire à l'une de questions ci-dessous?

.....

Merci beaucoup pour votre disponibilité et collaboration!!!