

GUIDE ON JOB EVALUATION



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A. INTRODUCTION

1. PURPOSE OF THE GUIDE

This Guide aims to explain the concept and process of job evaluation and to provide departments with practical guidelines to assist them with the actual performance of job evaluation within the new regulatory framework established by the Public Service Regulations, 1999.

2. WHAT IS JOB EVALUATION?

(a) Objectives of job evaluation

- (i) In basic terms, job evaluation is a process of comparing jobs with one another. It deals with the relationships between jobs within an organisation. Stated in another way, job evaluation is used as an objective process to determine the relative size or weight of jobs within an organisation. As such, job evaluation is aimed at providing a defensible and equitable basis for determining and managing internal pay relativity between jobs. It also provides the framework within which decisions on salaries and grading can be made.
- (ii) Job evaluation involves analytical as well as judgmental processes. In this regard, it is important to note that job evaluation is not an exact science. It is scientific in the sense that it requires the systematic analysis of the various components of a job, using a standard system, to determine its size. However, in the process of determining job size, judgement is required in interpreting facts and situations. This means that a degree of subjectivity would always be present. Good job evaluation systems are however designed to minimise subjectivity and to facilitate the making of informed judgements.
- (iii) It is important to note that job evaluation is concerned with:
 - * The job contents and its demands, and not the personal characteristics or performance of the job holder. Job evaluation is often confused with performance evaluation. Job evaluation measures the weight or size of a job while performance evaluation measures how well a person is performing a job. Another way of looking at the distinction between the two processes is that job evaluation determines the relative value of a **job** to the organisation while performance evaluation determines the relative value of an **employee** to the organisation.
 - * The qualitative aspects of the job, not the quantitative aspects. In other words, it is not the amount of work allocated to a post which is **primarily** measured, but its relative demands, complexity and responsibility, and the competencies required to carry out the job effectively. The reason for focusing on the type of work undertaken

rather than the volume, is that work volume frequently varies over time, whereas qualitative aspects of the job are usually more stable, and therefore provide a more reliable basis for measuring job weight.

- (iv) The concept **job analysis** and **job evaluation** are often used interchangeably. In this Guide, job analysis refers to the process of actual analysis (obtaining information about the various aspects or components of a job through a systematic process) while job evaluation has a broader meaning which encompass the total process from the initial request for an evaluation to the eventual decision on the grading of the job.

(b) **Job evaluation approach**

Job evaluation involves an analytical approach, which breaks down each job into its component parts or factors and then scores each of these factors. The resulting scores are weighted to reflect their relative importance to the organisation. The points scored for each factor are multiplied by the factor weights to arrive at the total score of the job. This total score represents the relative value or weight of the job compared to other jobs measured on the same basis.

(c) **Why implement job evaluation in the Public Service**

Viewed against the fact that the Public Service has been able to function without using a generally applying job evaluation system before the implementation of the Public Service Regulations, 1999, the need for implementing job evaluation is often questioned. Job evaluation is being implemented in the Public Service for mainly the following reasons:

- (i) Emanating from the 1997 and 1998 amendments to the Public Service Act, 1994, a new decentralised approach to work organisation and human resource management, as embodied in the Public Service Regulations, 1999, has been established. Under the Regulations, executing authorities have a far greater degree of autonomy to take decisions on the salaries and grading of their employees than was previously the case. Job evaluation will help ensure that transverse consistency is maintained across the Public Service by providing the framework within which executing authorities should take such decisions.
- (ii) Job evaluation is the main mechanism available to ensure compliance with the principle of equal pay for work of equal value as envisaged in the White Paper on the Transformation of the Public Service.

B. REQUIREMENTS OF THE NEW PUBLIC SERVICE REGULATIONS REGARDING JOB EVALUATION

The Public Service Regulations, 1999 (PSR) contain a number of provisions dealing with job evaluation:

- (a) In terms of the Regulations, executing authorities are **compelled** to:
 - (i) Evaluate-
 - * newly defined jobs with the prescribed job evaluation system before creating posts for such jobs (PSR III B.2(b) and III F.1(b)); and
 - * jobs linked to vacant posts on grade 9 or higher with the prescribed job evaluation system before such posts are filled, unless the specific job has been evaluated previously (PSR III F.1(c)).
 - (ii) Take the results of job evaluation, where available, into account in determining an employee's salary (PSR V A.2(c)).
- (b) With reference to the mandatory evaluations referred to in sub-paragraph (a)(i) above, it is important to note that the Regulations contain transitional arrangements regarding the dates on which these Regulations come into operation:
 - (i) PSR III B.2(b) and III F.1(b) come into operation on a date to be determined by the Minister for the Public Service and Administration (MPSA) by notice in the Government Gazette (PSR I A.2(d)).
 - (ii) PSR III F.1(c) comes into operation on 1 January 2000 (PSR I A.2(b)).
- (c) The Regulations **allow** executing authorities to:
 - (i) Evaluate or re-evaluate any existing job in his/her department in terms of the prescribed job evaluation system (PSR IV B.3).
 - (ii) Upgrade an existing post provided that -
 - * the prescribed job evaluation system indicates that the post is undergraded (PSR V C.5(a)) or indicates that the job weight applies to more than one salary range (PSR V C.2); and
 - * the department's current budget and medium-term expenditure framework provide sufficient funds (PSR V C.5(b)).
 - (iii) Downgrade an existing post after it has been evaluated provided that she or he has -
 - * where possible, attempted to -

- redesign the job to equate with its existing grade (PSR V C.7(a)(i)); or
 - transfer the incumbent to another vacant post on the same salary range (PSR V C.7(a)(ii)); and
- * abided by relevant legislation and collective agreements (PSR V C.7(b)).
- (d) It is also important to note that the Regulations require executing authorities to report specified information annually to the relevant legislature (when the departmental budget is presented to the legislature), the media and the public. With regard to job evaluation, the following must be reported (see PSR III J.4):
 - (i) The number of posts evaluated, upgraded and downgraded per CORE, occupation and grade.
 - (ii) The number of employees who were promoted as a result of posts that were upgraded, by race, gender and disability.
 - (iii) By CORE and occupation, the number of employees whose remuneration exceeds the grade determined by job evaluation and the reasons for each deviation.
- (e) The Public Service Regulations assign a number of responsibilities with regard to job evaluation to the MPSA. In terms of the Regulations (PSR IV B.1), the MPSA shall determine:-
 - (i) (a) job evaluation system(s) to be utilised in the Public Service ;
 - (ii) a range of job weights, as derived from the job evaluation system(s), for each salary range ; and
 - (iii) jobs or categories of jobs that executing authorities must evaluate.
- (f) The Regulations furthermore determine (see PSR IV B.2) that the MPSA may:-
 - (i) review the application of job evaluation in the Public Service;
 - (ii) issue directives regarding the application of the job evaluation system(s);
 - (iii) evaluate any job; and/or
 - (iv) direct a department to take measures to enhance the quality of the system, including the re-evaluation jobs, the restructuring of the component responsible for job evaluation and/or further training of employees responsible for job evaluation in the department.

C. THE EQUATE JOB EVALUATION SYSTEM

- (a) The MPSA has determined, in terms of PSR IV B.1, that a specifically adapted version of the EQUATE job evaluation system be utilised in the Public Service. (See DPSA circular minute E1/5/P dated 27 July 1999 in this regard.) This system was originally developed by KPMG, an international firm of management consultants. The system has been customised for the needs and circumstances of the Public Service during an extensive benchmark exercise in 1996/97. During the benchmark exercise jobs in most occupational classes and on all the different grade levels in the Public Service were evaluated.
- (b) The system consists of a job analysis questionnaire and the EQUATE software. Information obtained during job analysis interviews is used to complete the questionnaire. From the questionnaire the information is entered into the EQUATE software which calculates the weight of a job.
- (c) The questionnaire contains a number of questions on elements of five factors which are utilized to evaluate all jobs. These factors, which refer to inherent aspects or requirements of a job, are:
 - (i) **Responsibility:** Elements of this factor consider the resources (people, money, equipment, etc.) for which the job holder is responsible. It also considers the scale and nature of the resources and the degree of autonomy and authority the job holder has to manage them, and the impact of the job.
 - (ii) **Thinking Demands:** The elements of this factor assess the complexity of the work and measure the requirement to analyse and evaluate information in order to formulate decisions, ideas and judgements.
 - (iii) **Communication and Contacts:** The elements of this factor look at the job holder's level of contact with those inside and outside the Public Service. The purpose and frequency of the contacts together with the type and complexity of the information are also considered.
 - (iv) **Knowledge:** The elements of this factor look at the knowledge required to fulfil the job responsibilities. This includes the range of knowledge, any formal qualifications, skills and previous experience required.
 - (v) **Environmental Demands:** The elements of this factor consider the extent to which the working situation and conditions are potentially dangerous, physically demanding, environmentally disagreeable and/or socially disruptive.
- (d) The above-mentioned factors and the job analysis questionnaire were designed to enable departments to evaluate different types of jobs in the

Public Service consistently and fairly. The factors and the questionnaire were specifically validated for this purpose during the 1996/97 benchmark exercise referred to above.

D. DEPARTMENTAL POLICY ON JOB EVALUATION

- (a) It is of the utmost importance that each department determine a detailed departmental policy on job evaluation and grading, bearing in mind the requirements of the Public Service Regulations. This will assist in ensuring that job evaluation is applied transparently and consistently in the department. The following are some of the issues which should be addressed in the departmental policy (most of the issues listed below are expanded upon in the rest of the Guide):

(i) Delegations:

- * Delegations by the executing authority of his/her powers of authority regarding job evaluation to the incumbents of specific posts in the department.

(ii) Requests for job evaluation

- * Who may submit requests (i. e. individual employees, employee organisations, management).
- * The procedure in terms of which requests are to be submitted.

(iii) Identification of jobs to be evaluated and the prioritisation of the evaluation of these jobs:

- * Which jobs should be evaluated (i. e. those that must be evaluated in terms of the Regulations, management priorities, priorities identified by employee organisations, requests by individual employees, etc).
- * Determination of criteria in terms of which the evaluation of jobs can be prioritised and a programme of evaluations compiled.

(iv) Departmental job evaluation unit:

- * Organisational location of the unit (in which component of the department is it to be located, which manager(s) takes responsibility for it, etc.)
- * Size and composition of the unit (the number of analysts in the unit, whether they would serve in a full-time or part-time capacity in the unit, etc).
- * Role, functions and working procedures of the unit.

- * Record keeping of results of evaluations. (Full records should be kept of the results of each evaluation carried out for purposes of reporting, dealing with reviews, etc.)

(v) Departmental job evaluation panel:

- * Size and composition of the panel. (Who will be the members of the panel, who will serve as chairperson, will employee organisation representatives be allowed to serve on the panel, who will serve as secretary, etc.)
- * Role, functions and working procedures of the panel. (How often does the panel meet, will observers be allowed to attend panel meetings, does the panel also make recommendations on the awarding of salaries above those indicated by job evaluation results ("buy offers"), does the panel vote in cases where consensus cannot be reached, how is record kept of the panel's recommendations, etc.)

(vi) Decisions on the grading of posts:

- * Who will take final decisions on the grading of posts and the awarding of salaries to employees after the evaluation process has been concluded.
- * How and when are the decisions communicated to those affected (the relevant jobholder, management, components involved in implementation, etc).

(vii) Implementation of decisions:

- * Which components play a role in the implementation of decisions.
- * Approach with regard to up- and downgrades (including awarding of salaries where job weights are linked to more than one salary range) and how to deal with the affected staff.
- * How would the department ensure that sufficient funds are available to implement upgrades.
- * Redesign of jobs. (What approach will be followed, who will be involved in the process, etc.)
- * Labour relations issues. (What will be negotiated/consulted with the employee organisations admitted to the departmental bargaining council, how to deal with the effect of regradings on employee relations, etc.)

(viii) **Requests for the review of decisions emanating from job evaluation:**

- * How will requests for reviews be dealt with (grievance procedure).
- * Who will be utilised as investigating officers.

(ix) **Reporting:**

- * Who will be responsible for ensuring that the reporting requirements with regard to job evaluation and grading, as contained in the Public Service Regulations, are complied with.

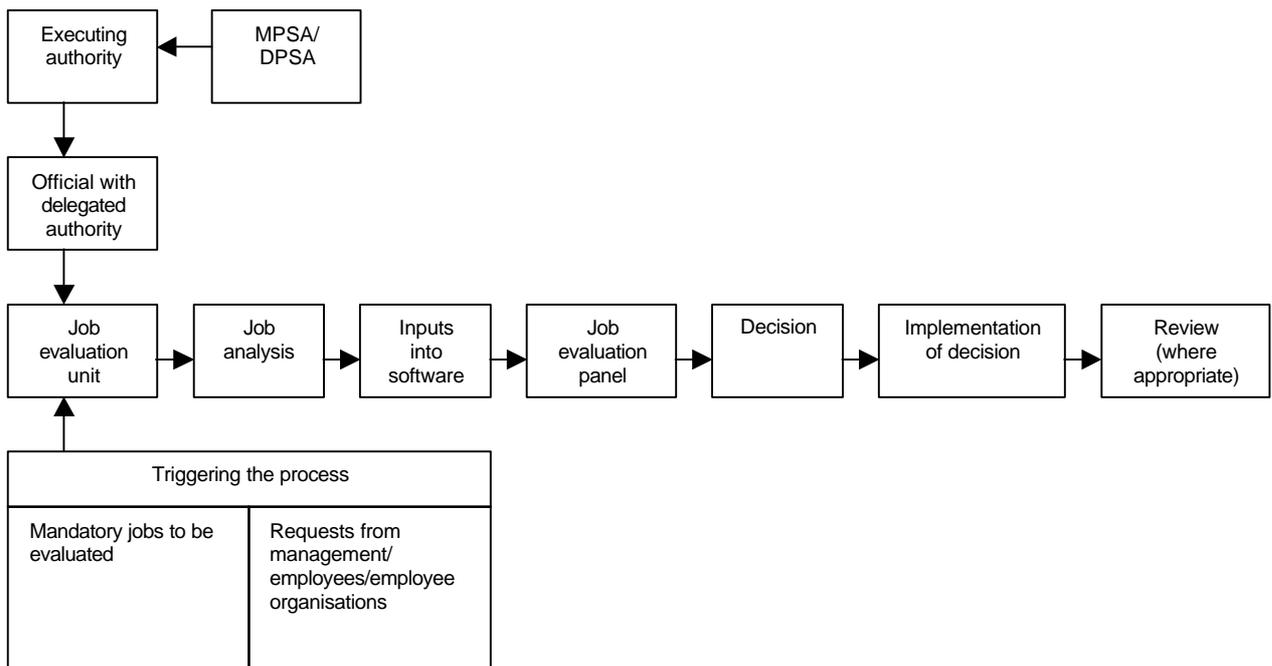
(x) **The role of employee organisations in the job evaluation process:**

- * At what stages of the process could employee organisations be involved (identification of jobs to be evaluated, assisting their members with reviews, representation on the job evaluation panel, implementation of results, etc.)
- * What to negotiate/consult with the employee organisations.

(b) It is important that the departmental policy on job evaluation be developed through an inclusive and consultative process. Proper consultation with relevant role-players, and especially with the employee organisations admitted to the departmental bargaining council, should take place. Key components in the department should also be consulted.

E. OVERVIEW OF THE JOB EVALUATION PROCESS

(a) An overview of the job evaluation process is set out in the diagram below. Some of the elements of the process may need to be adapted to meet the specific needs and circumstances of a department.



- (b) The rest of the Guide elucidates on the processes and role-players indicated above.

F. TRIGGERING THE JOB EVALUATION PROCESS

1. CATEGORIES OF JOBS TO BE EVALUATED

(a) Mandatory evaluations in terms of the Public Service Regulations

- (i) In terms of the Public Service Regulations it is mandatory for executing authorities to use the job evaluation system to grade -

* all new jobs; and

* all higher level vacancies (to which grades 9 or higher are attached), unless the specific job has been evaluated previously.

Furthermore, the MPSA may direct a department to evaluate or re-evaluate any job using the prescribed job evaluation system.

- (ii) Jobs/posts requiring mandatory evaluations (as prescribed in terms of the Regulations or as directed by the MPSA), will need to be given priority over other jobs to be evaluated when planning a job evaluation programme and when allocating funds for re-grades. Within this category, however, there may be a need to evaluate certain jobs/posts more urgently than others.

- (iii) Although the Regulations require that higher level vacancies need to be evaluated only where the specific job has not been evaluated previously, departments should use their discretion in such cases. In cases where a significant period elapsed since the previous evaluation, departments should consider evaluating the job again. The contents of most jobs/posts change over time. These changes in job content could influence the weight, and consequently, the grading of a job/post.

- (iv) Mechanisms to ensure timeous notification to the unit of jobs/posts to be evaluated should be established. This is especially important with regard to vacancies. Where possible, such posts should be evaluated before the (former) incumbents vacate the relevant posts.

- (v) The departmental procedure followed with the filling of vacant posts should allow sufficient time to perform job evaluation where required.

(b) Management requests

Managers may from time-to-time request the job evaluation unit to evaluate specific jobs/posts for a variety of reasons. These reasons could include perceptions that jobs are over- or undergraded, recruitment and retention problems with specific categories of staff, etc. The departmental policy on job

evaluation (see paragraph D above) should indicate the procedure in terms of which management requests are to be submitted to the job evaluation unit.

(c) **Employee requests**

It is to be expected that most requests for the evaluation of posts/jobs will emanate from individual employees and employee organisations acting on behalf of employees. Most of these requests will probably be based on perceptions that posts are undergraded. As with management requests, the departmental policy on job evaluation (see paragraph D above) should indicate the procedure in terms of which these requests are to be submitted to the job evaluation unit.

2. ASSESSMENT OF REQUESTS FOR JOB EVALUATION

- (a) The grouping of requests in the above categories will assist in indicating their overall priority. Requests should however still be assessed, taking into consideration all requests received, to inform the scheduling of a job evaluation programme. Departments should develop, in consultation with relevant stakeholders, criteria that can be used for this purpose. The criteria should be transparent and unambiguous to ensure that all concerned share a common understanding about how requests will be assessed.
- (b) Criteria that could be considered for assessing requests may include -
- (i) the requirements of the Public Service Regulations;
 - (ii) the overall priority or significance of a request in relation to departmental priorities, goals and known problem areas, etc.;
 - (iii) possible financial implications of a request viewed against the availability of funds;
 - (iv) possible implications should job evaluation be delayed;
 - (v) specific motivation provided by the applicant in support of a request;
 - (vi) whether the specific job has been evaluated previously, and if so, when; and
 - (vii) the sequence in which requests were received.
- (c) The ability to fund the implementation of the results of job evaluation is extremely important. Where the implementation of the results of job evaluation could result in additional expenditure for a department (for example in the case of posts that should be upgraded), the department should ensure that sufficient funds are available on its budget. Proper costing has to be done in this regard, also bearing in mind the carry-through cost for future financial years.

- (d) Where a department cannot comply with a request for an evaluation, or where the evaluation has to be postponed, full reasons for the decision should be given. Where requests are turned down solely on the grounds that funds are not available to award the higher salaries which may result, an indication should be given regarding the steps which will be taken to address the situation. This might include a commitment that the evaluation will be carried out when funds are again available.
- (e) As an alternative to simply turning down requests due to insufficient funding, departments could consider evaluating the job/post while at the same time informing the incumbent that, should the post prove to be undergraded, an upgrading will only take place when sufficient funds are available in future. Alternatively, the upgrading could be phased in over time as funds become available. The job could also be redesigned to reduce its job weight. Notwithstanding the above, departments must deal cautiously with situations where insufficient funds may prevent the implementation of job evaluation results. It is to be expected that serious dissatisfaction and labour relations problems could arise in cases where job evaluation results have proved that a job/post is undergraded but insufficient funds prevent its upgrading.

G. PRIORITISATION AND PROGRAMMING

1. PRIORITISATION OF EVALUATIONS

Ideally, all posts in a department should eventually be evaluated as salaries are determined on the basis of, amongst others, job evaluation results. Practical considerations would, however, dictate that job evaluation units determine a programme prioritizing the job evaluations to be carried out. Factors and pressures contributing to the need for a prioritised approach include:

- (a) The obligation to evaluate certain jobs/posts in terms of the Public Service Regulations or as a result of directions by the MPSA.
- (b) Pressure from employee organisations and individual employees.
- (c) Management needs emanating from departmental priorities, organisational and management objectives and known problem areas which may require that certain jobs/posts be evaluated as a matter of urgency. Examples of such categories may include -
 - (i) instances where service delivery and other departmental priorities and objectives are affected adversely because posts are inappropriately graded;
 - (ii) instances where policy decisions have been reached about specific jobs/posts which should be evaluated as a matter of priority;
 - (iii) known problem areas, for example, where serious difficulties exist in recruiting and retaining personnel with specific/scarce competencies;

- (iv) instances where agreements have been reached with employee organisations regarding the evaluation of jobs, and limited time-frames have possibly been agreed to; and
 - (v) where serious inequities and inconsistencies in the grading of jobs/posts exist.
- (d) The large number and variety of requests that may be received from various stakeholders, including management and employee organisations.
 - (e) The limited capacity (in terms of the availability of trained analysts) within a department to perform job evaluation.
 - (f) The availability of funds on a department's human resources budget relative to the possible financial implications that job evaluation results may have, if implemented.
 - (g) Clashes of interest regarding job evaluation priorities between various stakeholders including management, employee organisations and incumbents of affected posts.
 - (h) Different departmental priorities and goals that may be competing for the same limited resources.

2. PROGRAMMING

- (a) Bearing in mind that job analysts in the job evaluation unit may be responsible for a variety of tasks, analysts should develop a job evaluation programme to ensure that sufficient capacity is available to perform job evaluation when required.
- (b) In developing a prioritised programme for job evaluation, a consultative approach should be adopted. In this regard a range of interested parties should be involved including:
 - (i) Heads of departments and other senior managers.
 - (ii) Relevant employee organisations or bargaining chambers.
 - (iii) Staff from complementary processes, such as work study and work organisation, finance, human resource management/development and labour relations.
- (c) Where possible, the inclusion of the different categories of jobs to be evaluated (i.e. mandatory, management needs and employee needs) in the programme, should be balanced.
- (d) The programme should be flexible enough to provide for cases where high priority evaluations have to be carried out at short notice which could not have been foreseen when the programme was initially compiled.

- (e) The scheduling of a job evaluation programme should, in summary, be informed by the following -
 - (i) a list of all requests that have been received and assessed, indicating their priority and whether sufficient funds are available to implement possible results;
 - (ii) the number of jobs to be evaluated (this will possibly be influenced by sampling techniques in certain instances);
 - (iii) time frames; and
 - (iv) the number of available job analysts and their other commitments.
- (f) It may be necessary to review the programme periodically, again in consultation with relevant stakeholders. Some of the reasons that may prompt the review of a programme could include -
 - (i) new and changing priorities, goals and strategies in departments;
 - (ii) work organisation changes;
 - (iii) new and changing pressures from stakeholders;
 - (iv) financial considerations; and
 - (v) progress or lack of progress with the job evaluation programme.

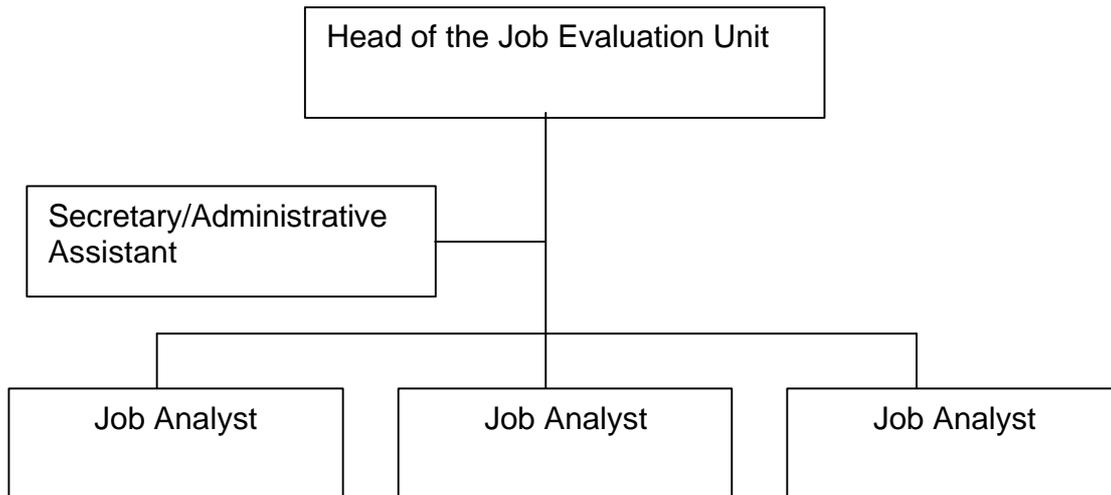
H. THE JOB EVALUATION UNIT

1. INTRODUCTION

The authority for managing job evaluation in a department is assigned to its executing authority. This guide, however, assumes that this authority will be delegated to heads of department or officials at lower levels. Such officials would thus be responsible for managing the job evaluation process. Each department should establish a job evaluation unit to handle the actual job evaluation activities.

2. STRUCTURE OF THE JOB EVALUATION UNIT

- (a) The following diagram presents a generic structure for each job evaluation unit:



- (b) Each department will need to adapt this generic model to meet its specific requirements. In particular, one option would be to replace analysts in a centralised unit with analysts based in the different organisational components of a department. This option might be especially appropriate for departments with large regional offices. However, even if some job evaluation capacity is decentralised, it is advisable that there should always be a centralised core unit that will co-ordinate and manage job evaluation activities in the department/provincial administration and which will be responsible for consistency and quality assurance in the process.
- (c) The following factors should be taken into account in considering the size of a job evaluation unit:
 - (i) The size of the department and the estimated number of job evaluations that would have to be done (both mandatory and non-mandatory evaluations).
 - (ii) A job analyst can be expected to analyse, on average, two jobs per day (including preparations, the interview itself, inputs into the software, and analysis of the outputs). It must be noted that it is advisable, especially in the early stages after implementation of the system, for analysts to work in pairs (one to conduct the interview and the other to take notes). New and inexperienced analysts should, where possible, always be accompanied by an experienced analyst during interviews.

3. CORE FUNCTIONS OF THE JOB EVALUATION UNIT

Typical core functions of the job evaluation unit would be the following:

- (a) Determine departmental policy and procedures with regard to job evaluation.
- (b) Identify the mandatory jobs/posts to be evaluated and ensure that they are in fact evaluated.

- (c) Receive and prioritise requests for other jobs/posts to be evaluated.
- (d) Use the prescribed job evaluation system to evaluate jobs and make preliminary recommendations on the grading of posts.
- (e) Present preliminary recommendations to the job evaluation panel.
- (f) Provide a secretarial support service to the job evaluation panel.
- (g) Keep records of evaluations carried out and its results in order to provide information to meet the reporting requirements prescribed by the Public Service Regulations.
- (h) Make inputs in cases where the results of evaluations are subject to review.
- (i) Quality assurance.
- (j) Assist in the redesign of jobs.

4. **KEY ROLES IN THE JOB EVALUATION UNIT**

- (a) **Head of the job evaluation unit**
 - (i) The head of the unit is responsible for the day-to-day management of the activities of the unit. This would usually include the normal management functions such as budgeting, human resource management, etc.
 - (ii) The head of the unit will not necessarily serve in this capacity on a full-time basis. In some departments it could be a part-time job, depending on the size of the department and the workload of the unit. The grade/level of the post of the head of the unit will depend on the contents of the job (as determined through job evaluation where necessary). The post should however be sufficiently senior to enable the unit to function effectively in relation to other components in the department.
 - (iii) The head of the unit should play a prominent role in communicating and “marketing” the job evaluation process throughout the department.
 - (iv) Quality assurance is an important function of the head of the unit. He/she must ensure that the evaluation of all jobs is performed in a proper, consistent and equitable manner.
 - (v) It is critical that the head of the unit work closely with staff in complementary processes, such as work organisation and work study, finance, human resource management/development and labour relations.

- (vi) The head of the unit will need to conduct job analysis in certain instances. This will include, for example, evaluation of higher level or sensitive jobs/posts and jobs/posts where the initial interviewer experienced difficulties.
- (vii) The head of the unit may have to accompany job analysts to meetings of the job evaluation panel for support (especially where more sensitive or problematic evaluations are to be considered by the panel).
- (viii) The head of the unit should be involved in cases where job evaluation results are to be reviewed (usually as a result of grievances of employees). It is recommended that an employee who is not satisfied with the results of the evaluation of his/her job, should discuss the matter with his/her supervisor/manager and the head of the unit. Such a discussion could serve to explain and clarify the job evaluation process to the employee which may assist in resolving the grievance.

(b) Job analysts

- (i) Job analysts should contribute to all the functions of the job evaluation unit, although the majority of their time will in most cases be spend on conducting job analysis.
- (ii) Job analysts are ambassadors of the system. It is important that they maintain high standards in conducting job analysis, and that they perform their jobs objectively and professionally. Bearing this in mind, job analysts should, where appropriate, be utilised in a full-time capacity unless a department is so small that it is not justified to have full-time job analysts. If part-time job analysts are however utilised, they should be involved in job analysis on a regular basis to ensure that they develop and maintain the necessary skills.
- (iii) The following are some of the requirements which analysts should comply with:
 - * Successful completion of the job analysis and job evaluation training offered by the DPSA.
 - * Interpersonal skills at the level required to conduct effective interviews with job holders at different rank/grade levels and in different functional areas.
 - * Analytical skills at a level which will ensure that all relevant information about a job is obtained during the job evaluation process.
 - * Sufficient English writing skills to enable completion of the EQUATE questionnaire and for drafting reports, etc.

- * A good general understanding of the department and its key functions.
- * Presentation skills to enable analysts to present job evaluation results to the job evaluation panel.

(c) Secretarial/administrative support

- (i) In a larger unit it will promote efficiency to have dedicated secretarial/administrative support to assist in all the administrative aspects of managing the job evaluation process, including inputs of data into the software. However, in a smaller unit, job analysts may need to assume this role or, alternatively, secretarial support outside the unit may be used on an ad hoc basis.
- (ii) In deciding on allocating secretarial/administrative support to the unit, it should be borne in mind that the unit will in most cases have to provide secretarial/ administrative support to the job evaluation panel. This may include the programming and arrangement of meetings, keeping of minutes and submission of recommendations to the decision-maker.

I. PREPARATIONS FOR JOB ANALYSIS

1. INTRODUCTION

Job analysts should bear in mind that careful preparations will enhance the effectiveness of the process of job analysis and job evaluation. The following aspects are important when preparations are made for job analysis:

2. DETERMINATION OF JOB HOLDERS TO BE INTERVIEWED

- (a) When evaluating jobs, it should be taken into account that the incumbents of a number of posts may be performing similar jobs. In these cases it may be appropriate and cost and time effective to analyse a representative sample of the relevant posts in stead of each individual post.
- (b) It should be noted that different post holders with the same post title do not necessarily perform similar jobs. If sampling is considered for a group of similar jobs, the following basic guidelines should be taken into account:
 - (i) The population (total number of posts) should be big enough to ensure that -
 - * sampling will contribute to a significant saving in time and cost; and
 - * it is possible to select a representative sample.
 - (ii) The population should be investigated to ensure that -

- * the distinct job types within the occupational category can be identified and the number of posts in each job type be determined;
 - * specific posts, representative of the overall population, can be identified; and
 - * the job contents of the posts included in the sample are similar enough to validate the sampling approach.
- (iii) Deviations (individual posts which significantly differ in terms of job content) should be evaluated separately.
- (iv) In selecting posts to be included in the sample, care should be taken to prevent the inclusion of posts which, due to unique circumstances surrounding them, might distort the outcome of the job evaluation process or undermine its reliability.
- (v) The sample should be big enough to ensure that comparisons between the results of the posts evaluated can be made to determine whether the sample was representative.
- (vi) Recommendations from management/supervisors regarding posts to be included in the sample should be taken into account. Care should be taken, in particular, in selecting job holders who will give a full and accurate account of their jobs.
- (vii) It should be borne in mind that the focus in the analysis process is on the duties, responsibilities, etc of a job, performed in a fully acceptable manner. Where possible, job holders whose performance is clearly unacceptable, should not be included in the sample as the information provided by them could distort the outcome of the evaluation.
- (c) In the case of vacancies and posts for new jobs, there are usually no incumbents to interview. In the case of vacancies, managers who head the relevant components, other employees who occupy more-or-less similar posts at the same level and even sub-ordinates could be interviewed. It is however preferable that such jobs/posts be evaluated before the (former) incumbents vacate them. In the case of posts for new jobs, it could be more difficult to obtain the required information on the contents of the job for evaluation purposes. Possible persons who may be interviewed could include the managers in whose components the relevant posts will be/are located, the employees who dealt with the workstudy/organisational investigation that confirmed the need for the relevant posts and/or other persons with knowledge of the jobs to be performed. Analysts may however also access other sources of information about the jobs such as job descriptions, organisation and work study reports, etc.

3. PRE-INTERVIEW INFORMATION

- (a) Interviews are the primary source of information in the job evaluation process. Obviously, the conducting of such interviews would be easier if as much information as possible about the job could be obtained beforehand. This should not be seen as an alternative for information obtained during an interview, but rather as an effective means of obtaining supplementary information or information not readily available to the job holder. Such information could, as a means of quality assurance, be compared with the information provided during the interview by the job holder. As a guideline, the following pre-interview information may be of value:
- (i) An organogram showing the position of the job holder's post in the organisation.
 - (ii) The job description of the job holder. It should be noted that a formal job description is not a prerequisite for job evaluation. A job can be evaluated even if the job holder does not have a formal job description. However, proper and detailed job descriptions would be of much assistance to job analysts during the job evaluation process.
 - (iii) The job holder's (or his/her supervisor's) views regarding the main purpose and key responsibilities of the job/post.
 - (iv) The extent of the job holder's responsibilities regarding -
 - * income and expenditure (value in R);
 - * stores (value in R);
 - * equipment (value in R);
 - * land and buildings (value in R); and
 - * supervision and management of personnel (directly and indirectly) in terms of the types (occupational category) and numbers involved.
 - (v) The delegations that the job holder holds.
- (b) A model pre-interview questionnaire that could be utilised to obtain (some) of the above-mentioned information, is supplied to departments as part of the system. Departments could adapt the questionnaire to suit their specific circumstances.

4. DEVELOPING QUESTIONS FOR THE INTERVIEW

- (a) The standard job evaluation questionnaire which is part of the EQUATE system, was primarily designed to facilitate the input of data in the EQUATE

software and not to serve as a fixed set of questions to be asked during interviews. In view of this, the analyst should develop questions that focus on the specific job to be analysed while still ensuring that he/she would be able to complete all relevant questions on the questionnaire afterwards.

- (b) Analysts who use the questions on the standard questionnaire, invariably fall into the trap of not making sufficient notes about what is being said during the interview. Significant information often gets lost in this way. The notes taken during the interview should be the main source of data used to complete the questionnaire. Such notes may also be useful as support for the analyst's judgement should certain aspects of the evaluation be questioned by the job evaluation panel or during a review process.
- (c) The questions developed for the interview should serve as a guide to provide structure to the interview to ensure that all relevant information are gathered within a reasonable time limit. It may be necessary to determine a fixed sequence in which the questions will be asked before the interview.

J. THE JOB ANALYSIS INTERVIEW

1. ARRANGEMENTS FOR THE INTERVIEW

- (a) Analysts should completed the preparations discussed in H above before the interview takes place. It is especially important that the pre-interview questionnaire, which explains the purpose of the interview and sets out the topic areas to be discussed, should have been provided to the job holder. The interview should, however, be the primary source of information.
- (b) Analysts should agree with the job holder and, where appropriate and required, his/her supervisor, the date, time and venue of the interview and the language in which it will be conducted. Where practically possible, analysts should try to accommodate the job holder's preferences.
- (c) Supervisors may be present during the interview. In considering whether the supervisor should attend the interview, factors such as the job holder's post level, level of literacy and ability to provide the required information should be taken into account. The job holder's wishes in this regard should also be considered. Some job holders might prefer their supervisors not to be present during the interview.
- (d) Analysts should try to get a room in which the job holder feels comfortable. The room should be private and free from interruptions.
- (e) Inexperienced analysts conducting interviews should work in pairs, with one asking questions and the other taking notes. With sufficient experience it may be possible for analysts to work alone, but many may prefer to continue to work in pairs.

2. CONDUCTING THE INTERVIEW

(a) Introduction

- (i) Analysts should introduce themselves to the job holder, explain the purpose of the interview and reassure the job holder that it is the job that is being evaluated and not the way in which he/she performs it. It is important to make sure that the job holder understands that job evaluation is not focused on individual performance or skills, right-sizing or retrenchments, or providing pay increases or decreases.
- (ii) The duration of the interview should, where possible, be agreed upon by both parties. As far as possible, analysts should ensure that the interview is concluded within the time agreed upon. (A job analysis interview would usually last between one and two hours.)
- (iii) The discussions should be as friendly and relaxed, but also as purposeful as possible throughout the interview.
- (iv) The job holder should be allowed and even encouraged to ask questions. Care must however be taken that the interview do not develop into an argument/debate about issues such as the validity of the job evaluation system, possible outcomes of the process, etc. Should the job holder become "difficult" or uncooperative during the interview, the analyst should again explain the purpose of the interview and how job evaluation fits into the total human resource management process in the department. If this does not resolve the problem, assistance should be sought from the job holder's supervisor/manager.

(b) Get the basics

- (i) Job analysts should obtain an organogram which shows where the post of the job holder fits into the post establishment of the department. The level of the supervisory post (the post above the post that is being evaluated) and the number and level of subordinate posts should be indicated. The post's position on the organogram should be confirmed by the job holder.
- (ii) The main purpose of the job should be obtained from the job holder and cross-checked against the job description (where available). Where differences exist, these should be investigated.

(c) Identify/confirm key responsibilities

- (i) A significant amount of time should be devoted to identifying the key responsibilities of the job holder as this will have a bearing on most of the other information obtained during the interview.

- (ii) The key responsibilities should comprise of a list of 5 to 6 issues in order of importance and with a minimum of 5% of total time (of the job holder) allocated to each responsibility. Detailed lists of activities and tasks need not be recorded on the questionnaire but analysts may want to record these, where significant, in their notes.

(d) **Review the factors**

Some elements of factors may clearly not be applicable to the job that is being evaluated, and it will obviously not be necessary to include questions on these elements in the interview. For instance, a cleaner will in most cases not be expected to manage other personnel as part of his/her responsibilities. Questions should thus be tailored to focus on the main duties, responsibilities, etc of the job. Beware of focussing too much attention on peripheral aspects of the job or on the personnel attributes of the job holder. Where possible, obtain examples which will clarify/confirm the points made during the interview.

(e) **Listening skills**

Job holders may lose concentration/interest when analysts do not listen attentively to what they say during the interview. Analysts should show that they are interested in the information given by the job holder. By taking notes on every significant point made, analysts will show that they are listening. Proper listening will also help the analyst when completing the questionnaire.

(f) **Questioning approaches**

- (i) Where appropriate, the following types of questions may be used during the interview:
 - * Open-ended questions e.g. "Could you please describe your working environment?"
 - * Closed questions e.g. "How many subordinates report directly to you?"
 - * Probing questions e.g. "Could you explain briefly how you are involved in budgeting?"
 - * Summarising questions e.g. "Would I be correct in saying that.....?"
- (ii) The questioning technique during the interview should consist of a combination of the above-mentioned types of questions. Where appropriate, the funnelling technique, where an open-ended question is followed by probing, closed and summarising questions, could be utilised.

- (iii) Leading and double questions (where two separate issues are addressed in the same question) should be avoided.
- (iv) Whatever approach is followed, care should be taken to keep questions as simple and understandable as possible.

(g) Closing the interview

The following steps should be taken at the close of each interview:

- (i) Ask the job holder whether there is anything he/she would like to add.
- (ii) Check that the job holder is satisfied with the way in which the interview was conducted.
- (iii) Invite the job holder to provide additional information at a later stage if he/she wishes to do so. (A cut-off time/date should be determined to ensure that the further steps in the evaluation process are not delayed.) A telephone number where the analyst could be contacted should be provided to the job holder.
- (iv) Leave the door open in case there might be further questions that the analyst want to raise with the job holder for clarification purposes.
- (v) Outline the next steps in the process without trying to predict the possible outcomes, such as the regrading of the post, which might emanate from the process.
- (vi) Thank the job holder for his/her co-operation.

3. COMPLETING THE QUESTIONNAIRE

The standard questionnaire should be completed at the venue of the interview as soon as possible after the interview. This will help prevent the analysts forgetting important information. If any doubt on specific answers or information exists, the analysts should clarify these aspects before departing. Information may need to be authenticated with the job holder, a supervisor or manager or other relevant persons within the department.

K. INPUTS OF DATA INTO THE SOFTWARE

1. REVIEW OF THE QUESTIONNAIRE

- (a) The EQUATE job evaluation software is designed to, as far as possible, eliminate subjective value judgements in determining the relative weight of jobs. However, the software will produce poor results if information of poor quality is fed into the system. To minimise the possibility of this, the completed questionnaire should be reviewed before entering the data into the software. Focus, amongst others, on the following:

- (i) Ensure that the required information regarding the identification of the job/post/component (on the first page of the questionnaire) has been supplied.
 - (ii) Compare the supplied organogram with information obtained during the interview for purposes of consistency.
 - (iii) Ensure that the examples provided by the job holder are consistent with the key responsibilities of the job.
 - (iv) Ensure that all the mandatory questions on the questionnaire have been completed.
 - (v) Check that the job impact and complexity as well as knowledge required, are not overstated compared to the key responsibilities of the job.
 - (vi) Check that qualifications, skills and experience required are focused on the job, not on what the individual job holder possesses.
 - (vii) Check that official liaison and contacts with others are requirements of the job and not taking place as a result of the personality traits of the job holder.
 - (viii) Job holders have a tendency to exaggerate the physical demands/hazards of their jobs. Ensure that their claims in this regard are consistent with the key responsibilities of the job.
- (b) If doubts exist regarding any response on the questionnaire, take the time to check the response with the job holder or his/her supervisor and, where required, correct it.

2. APPLICATION OF THE EQUATE SOFTWARE

- (a) Only after the analyst is completely satisfied with the information on the questionnaire, should the relevant information be fed into the system. Upon completion of this task the analyst may, once gain, engage in a process of quality assurance by checking questionable responses against benchmarks in the system. In addition, the filtering facility of the software may be utilised to determine consistency of responses. A crosscheck report may also be generated which will assist with the identification of questionable responses.
- (b) The system will automatically complete the process of determining the relative weight of the job, enabling the analyst to determine what the (preliminary) grading of the post should be.
- (c) Since there is a degree of overlap between the job weight ranges of adjacent salary ranges, criteria for determining salaries where the job weight is linked to more than one salary range, need to be determined (see paragraph M.4 of the Guide in this regard).

L. SUBMISSIONS TO THE JOB EVALUATION PANEL

After the information on the questionnaire has been entered into the EQUATE system, the analyst can generate several reports from the system. Based on these reports and his/her own observations during the interview, the analyst will prepare a short submission to the job evaluation panel on the results of the evaluation. Although the submission must be short (panels may have little time to consider each case) the analyst may also briefly indicate to the panel what the implications would be if the outcome of the evaluation is implemented. The following could be some of the implications:

- (a) Confirmation of existing grading (no financial, organisational impact).
- (b) Regrading upwards: This has a financial implication and implementation would only be possible if sufficient funds are available. If insufficient funds are available, it may be necessary to redesign the job to reduce its job weight to correspond with the existing grading.
- (c) Regrading downwards: If this option would create problems, it may be necessary to redesign the job (by, amongst others, re-allocate duties from other jobs) to enrich the job content to the extent that the job weight would increase and justify the existing grading.
- (d) Regrading or the re-allocation of duties may have organisational implications and may require organisational restructuring. The attention of the panel should be drawn to these implications.

M. THE JOB EVALUATION PANEL

1. COMPOSITION/STRUCTURE OF THE JOB EVALUATION PANEL

- (a) As the job evaluation panel is probably the most important quality assurance mechanism in the job evaluation process, each department should establish such a panel.
- (b) It is strongly advised that each department and provincial administration should, at least initially, appoint a **single** panel. A single panel would assist in ensuring consistent grading decisions across the department. Although it is understood that a single panel might have a heavy workload and face certain logistical problems in a big department, the benefits of a single panel outweighs the disadvantages. However, should a department decide to establish more than one panel, other co-ordinating arrangements should be established to ensure that consistent and equitable grading decisions are taken to realise the principle equal pay for work of equal value.
- (c) Members should be appointed by the executing authority or the head of department to serve on the panel. In most cases, members would serve in the panel in a part-time capacity, in addition to their other duties in the department. A member should preferably serve on the panel for a period of

at least one year to ensure consistency and continuity. If members serve for shorter periods, it may have an impact on the consistency of the panel's approach and recommendations. New members who serve on the panel for the first time will experience a learning curve which may have an impact on the panel's functioning. Longer serving and more experienced members usually make more consistent and quicker recommendations/ decisions.

- (d) The panel should ideally consist of not too many members. Generally, smaller numbers lead to quicker and more consistent recommendations/ decisions. In a large panel, a lot of time could be wasted in trying to reach consensus on the cases under consideration.
- (e) It is essential that the members of the panel understand the concept and process of job evaluation. Training courses for panel members are presented by the DPSA.
- (f) Each department should determine the most appropriate composition of its panel. The following composition may be considered:
 - (i) Chairperson
 - (ii) Representatives from relevant staff function components such as treasury/finance, human resources, labour relations, work study, etc.
 - (iii) Representatives from senior management, ideally from key line function components in the department.
 - (iv) Representatives from employee organisations admitted to the relevant departmental bargaining chamber. It is suggested that employee organisations be invited to nominate a limited number of persons to represent them on the panel. It should be noted that-
 - * participation of employee organisation representatives is optional and should be subject to agreement within the relevant bargaining chamber(s); and
 - * specific arrangements should be made to avoid any possible conflict of interest.
 - (v) A member of the job evaluation unit would normally serve as secretary of the panel.
- (g) Members of the job evaluation unit (job analysts) will present cases to the panel. The head of the unit may accompany them for support.
- (h) Observers may attend panel meetings if proceedings necessitate their presence (e.g. a representative from organisation and workstudy if re-organisation is required as a result of job evaluation, managers of the components in which the posts that are being evaluated, are situated, etc). There may be cases where persons request to attend meetings on an ad hoc

basis when the evaluation of a specific job in which they have a vested interest, is considered. In general, this would not be desirable since it could result in meetings of the panel becoming a forum in which the case for re-grading is debated. The presence of such persons may also inhibit the panel's deliberations. Should such persons however be allowed to attend panel meetings, their involvement in the process will have to be managed carefully by the Chairperson. For example, they should preferably not be allowed to participate in any discussions.

2. **ROLE AND FUNCTIONS OF THE JOB EVALUATION PANEL**

- (a) Each department should decide which role its panel should play in the job evaluation process. There are basically three options in this regard:
 - (i) The panel could merely review/moderate the job evaluation carried out by the job evaluation unit to ensure that it was done in a proper and consistent manner. Should this option be followed, the panel would not make any recommendations on the grading of posts or the salaries to be awarded to employees. (Decisions on the grading of posts or the awarding of salaries will in terms of this option be left entirely to the discretion of the decision-maker.)
 - (ii) A second option could be to require the panel, in addition to reviewing and moderating the job evaluation carried out by the job evaluation unit, to also make recommendations to the decision-maker on the grading of the post. (This will also apply in cases where the job weight could be linked to more than one salary range.)
 - (iii) A third option could be to require the panel to, in addition to the above, make recommendations on the awarding of salaries higher than those indicated by job evaluation results (so-called "buy offers").
- (b) Depending on the role of the panel, the following could be some of its functions:
 - (i) Review/moderate evaluations carried out by the job evaluation unit.
 - (ii) Ensure that a job has been analysed thoroughly and consistently relative to similar jobs previously evaluated.
 - (iii) Where required, review other relevant evidence relating to the job grading (e.g. information regarding recruitment and retention difficulties).
 - (iv) Determine the need, if any, for further information, the re-analysis of jobs or the analysis of additional jobs, etc.
 - (v) Make recommendations on the grading of posts where appropriate. (This would include determining which salary range should apply where

the job weight could be linked to more than one salary range. In this regard, see the guidelines in sub-paragraph 4 below.)

- (vi) Where applicable, make recommendations on the awarding of salaries higher than those indicated by job weights (for example in cases where recruitment and retention problems exist).
- (vii) Point out possible implications, should the recommendations on grading and the awarding of salaries be implemented.

3. **JOB EVALUATION PANEL MEETINGS**

- (a) The following preparations will have to be made (by the secretary of the panel) for each meeting:
 - (i) Arranging a venue.
 - (ii) Notification to members.
 - (iii) Drafting of an agenda.
 - (iv) Preparation of other documentation (such as reports on the jobs to be considered).
 - (v) Other secretarial/administrative arrangements such as ensuring that facilities are available to record the panel's decisions.
- (b) Discussions of the panel should be based on the software reports, the completed questionnaire, as well as motivation provided by the analysts.
- (c) Internal rules and procedures/terms of reference on issues such as the frequency of meetings, how many members constitute a quorum, how recommendations will be made (on a consensus basis or on a majority basis), the role of the chairperson, etc, should be determined for each panel. Preferably, this should be approved by the head of department or the executing authority.
- (d) The recommendation of the panel should be submitted to the decision-maker for a final decision. Such a recommendation may simultaneously be communicated to the management/supervisor of the relevant job holder to afford them the opportunity to submit comments on the recommendations of the panel to the decision-maker.
- (e) The secretary of the panel must ensure that proper records of the panel's recommendations are kept.

4. GUIDELINES TO ASSIST JOB EVALUATION PANELS TO MAKE RECOMMENDATIONS ON THE GRADING OF POSTS IN CASES WHERE JOB WEIGHTS COULD BE LINKED TO MORE THAN ONE SALARY RANGE

A number of departments have indicated that they require guidance in cases where the job weight could be linked to more than one salary range (where the job weight falls in the overlapping zone between salary ranges). The following guidelines may be of assistance:

- (a) A post should remain on its existing level if the existing salary range attached to it correlates with one of the salary ranges linked to the job weight. This also applies if the post is currently graded at the lower of the two salary ranges unless there is clear evidence that recruitment and retention problems necessitate the awarding of the higher salary range.
- (b) The higher of the two salary ranges attached to the job weight could be awarded if the existing salary range of the post is higher than the salary ranges indicated by the job weight. (This applies to posts that should be downgraded.)
- (c) The lower of the two salary ranges attached to the job weight could be awarded if the existing salary range of the post is lower than the salary ranges indicated by the job weight. (This applies to posts that should be upgraded.)
- (d) The following example explains the above:

Salary range	Job weight range
3	150 – 250
4	200 - 300

Weight of job = 225 (determined through job evaluation)

Linkage of salary and job weight ranges	
If the job is currently on salary range it should be graded on salary range ...
3	3
4	4
5 and higher	4
2 and lower	3

- (e) It should be emphasised that the above are only guidelines. Each department will have to determine its own policy in this regard.

N. DECISION-MAKING

- (a) In terms of the Public Service Regulations the executing authority of a department has the authority to take decisions on the grading of posts and the awarding of salaries to employees. In most cases executing authorities will delegate this authority to officials at lower levels. Generally, the decision-maker will be guided by the job evaluation panel's recommendations in taking these decisions (where an evaluation has taken place). Before taking a decision, based on the panel's recommendations, the decision-maker should satisfy him-/herself that -
 - (i) the job evaluation was carried out thoroughly and that all relevant information was taken into consideration;
 - (ii) the correct job evaluation procedure was followed; and
 - (iii) most importantly, sufficient financial resources, where applicable, are available to implement the decision.
- (b) Should the decision-maker not be satisfied with any aspect of an evaluation, he/she may refer it back to the job evaluation unit to clarify the matter or for re-evaluation.
- (c) When taking a decision, the decision-maker may obviously deviate from the job evaluation panel's recommendations. In such cases he/she should however inform the panel of the decision and provide the panel with reasons for deviating from its recommendations.

O. CONCLUDING THE JOB EVALUATION PROCESS

The evaluation of a job would be concluded (by the job evaluation unit) with the following:

- (a) Notification to the relevant role players (such as the job holder, the management/supervisor of the job holder, components responsible for implementation, etc) of the decision-maker's decision.
- (b) Inputs, where applicable, of results into the EQUATE system.
- (c) Keeping of a full record of the evaluation and the decision emanating from the evaluation. Record will have to be kept of all jobs evaluated, up- or downgraded, of the number of employees "promoted" as a result of upgrades and of employees whose salaries exceed the salaries indicated by job evaluation to be included in a department's annual report as required by the Public Service Regulations – see paragraph B(d) in this regard.

P. IMPLEMENTATION OF DECISIONS EMANATING FROM JOB EVALUATION

1. INTRODUCTION

Once a final decision on the grading of a post has been taken, the decision must be implemented by the responsible component(s). In the case of an existing post, the decision could be that the existing grading of a post remains the same, that a post should be regraded (upwards or downwards) or that a post should be redesigned. Regrading, its possible consequences and possible alternatives to regrading, are discussed below.

2. REGRADING AND ITS IMPLICATIONS

In terms of the new Public Service Regulations executing authorities may up- or downgrade any existing post on the basis of job evaluation results. Upgrading would occur where the existing salary range attached to a post is lower than that indicated by its job weight (as measured by the job evaluation system). Similarly, downgrading would occur where the existing salary range attached to a post is higher than that indicated by its job weight. It should be noted that the 1996/97 benchmark study indicated that only a limited number of jobs would in all probability require regrading.

(a) Upgrades

- (i) Despite the results of the benchmark study, it appears as if many employees are under the impression that their posts are undergraded. It is to be expected that such employees and their employee organisations will try to use the relevant provisions in the Regulations to obtain improved salaries for themselves/their members. It is a fact that limited funds for the upgrading of posts will be available for the foreseeable future. The expectations amongst personnel that job evaluation may lead to large-scale upgrading of posts will have to be managed very carefully. It is important that all personnel should have a basic understanding of what job evaluation is, how the system functions and how it may affect their positions. Once personnel understand this, their expectations will be more realistic. Departments may consider embarking on internal communication campaigns to inform personnel in this regard.
- (ii) Departments should carefully consider, in line with the requirements of the Regulations in this regard, the financial implications which might emanate from the upgrading of posts. Proper costing, including costing the carry-through effect for future financial years, will have to be done. (DPSA could be approached for advice on the costing of improvements such as upgrades.)
- (iii) The effect of upgrading one post on other posts in a department should also be borne in mind. It is to be expected that upgrading one post will

lead to pressure from the incumbents of other similar posts for similar upgrades. If this situation is not carefully managed, it could lead to serious labour relations problems.

- (iv) Where upgrades are unaffordable, alternatives should be considered:
- * In some cases it may be possible to redesign the job to reduce its weight by taking away some responsibilities/ duties or attaching less complex functions to the post to ensure that the weight of the job corresponds with the existing salary range attached to the post. The responsibilities and duties taken away from such a post may be added to another post which is overgraded to prevent that post from being downgraded. This should, however, take place in consultation with the relevant job holder(s). It is quite possible that a job holder may prefer to retain his/her existing job with its existing duties and responsibilities even if an upgrade does not take place. Should the job however be redesigned, the incumbent's job description will also have to be amended in line with this.
 - * It may in some cases be possible to phase in upgradings over a period. The period will depend on a department's projected financial abilities in future. It would probably be necessary to reach an agreement on the phasing in of upgrades with the employee organisations admitted to the relevant departmental bargaining chamber.
- (v) Where a filled post is upgraded, the Regulations (PSR V C.6) determine that an executing authority may continue to employ the incumbent in the higher graded (upgraded) post without advertising it, provided that the incumbent -
- * already performs the duties of the higher graded post;
 - * has received a satisfactory rating in his/her most recent performance assessment; and
 - * starts employment on the minimum notch of the higher salary range.
- (vi) To ensure the maintenance of fair labour practices, departments should seriously consider translating the incumbents of posts which are upgraded, to the higher (upgraded) posts. This would be specifically important in cases where the incumbents of posts to be upgraded have been performing the duties associated with the higher (upgraded) posts satisfactorily over an extended period. The requirements of the Regulations as indicated in sub-paragraph (v) above must however be complied with. It is important to note that, in terms of the provisions of the Regulations dealing with promotions, the "promotion" of the incumbent to the upgraded post may not be backdated.

(b) Downgrades

- (i) As in the case of upgrades, downgrades should be managed carefully as they also have the potential to negatively affect labour relations in a department.
- (ii) The following are some of the issues which should be borne in mind with regard to downgrades:
 - * Any decision to downgrade must be fair and equitable. It would for instance be difficult to justify downgrading only one post out of a number of similar posts with the same job contents, responsibilities, etc.
 - * In terms of a collective agreement concluded in the Public Service Co-ordinating Bargaining Council (see Resolution 3 of 1999 in this regard), the grade, salary and benefits of an employee whose post has been downgraded may not be reduced.
 - * The above-mentioned collective agreement furthermore provides that an employing department shall not consider overgrading in itself as grounds for redundancy. The agreement also provides that an employing department may require that the incumbent of a post that is supposed to be downgraded undertake additional duties proportional to his/her existing grade.
 - * Although salaries and benefits are protected in cases where posts are downgraded, it is expected that most employees will be unhappy if their posts are downgraded as it may be seen as a loss of status. It may also have a negative effect on an employee's further promotion opportunities. In view of this, it is expected that many grievances will emanate from downgrading. Care must therefore be taken that proper records of the job analysis interviews and the job evaluation panel proceedings are kept to enable departments to deal effectively and in a transparent manner with these grievances. (This would also be important in cases where an employee pursues the matter further through litigation.)
 - * The provisions of the Public Service Regulations with regard to the downgrading of posts must be complied with. The Regulations (PSR V C.7(a)) provide that an executing authority shall, if possible, redesign a job to equate with its existing grade or transfer the incumbent to another (vacant) post on the same salary range. The Regulations (PSR V C.7(b)) furthermore specifically state that the provisions of relevant legislation and collective agreements that may have a bearing on downgradings, must be abided with.
 - * Departments should properly consider alternatives to downgrading. An obvious alternative would be to redesign a job to increase its job weight to ensure that it corresponds with the existing salary range

attached to the post. (It should be noted that the Regulations compel executing authorities to consider redesigning a job before downgrading it.) Redesign of a job to increase its job weight entails adding duties and responsibilities to the job. (It should be noted that Resolution 3 of 1999 stipulates that the redesign of a job shall not mean only adding duties, but rather restructuring of the work to increase the value of the job.) Redesign may entail taking away duties/responsibilities from vacant posts which can then be added to the post that is to be downgraded. Duties/responsibilities can also be taken away from posts which should be upgraded in terms of its job weight but where an upgrade cannot be afforded. Redesigning jobs is, however, not the primary responsibility of the job evaluation unit although the unit would obviously play a role in the process. Various other roleplayers (such as the organisation and workstudy/human resource management components) would also be involved in the redesign of jobs. The incumbent of the post should also be involved. Where a job has been redesigned, the incumbent's job description has to be amended.

- * Downgradings may in some instances require reorganisation of a component. For example, if a supervisory post is to be downgraded to the level of its subordinate posts, it may be necessary to re-organise the component in order to address supervisory and management issues.
- * The effects of downgrading on the morale of staff must always be borne in mind. Not only the morale of the incumbent may be affected negatively but also the morale of his/her colleagues who may fear that their posts could also be in danger of being downgraded.

(c) Re-organisation

Cases of regrading (upwards and downwards) and the redesign of jobs may affect the operational, supervisory and management systems of a department. In addition, the redesign of a job may also change the nature of the job content substantially, to the extent that it may be more efficient and appropriate for purposes of economy of scale and pooling expertise, to utilise the post and incumbent elsewhere in the department. These aspects may require restructuring or organisational changes. Such organisational changes will have to be affected by departmental organisation and work study experts, in consultation with the job evaluation unit, the incumbent and the supervisor/manager responsible for the affected incumbent/post.

Q. REVIEWING DECISIONS EMANATING FROM JOB EVALUATION

- (a) Any employee who is not satisfied with the results of the evaluation of his/her job should be able to request a review of the evaluation. This will enhance the credibility, transparency and validity of the whole job evaluation process, as well as perceptions on the fairness and justice of the process.
- (b) Some departments may decide to establish a specific review procedure to deal with cases where employees are not satisfied with the results of the evaluations of their posts. In this regard, it should be noted that a centrally prescribed, formal grievance procedure applies and which any aggrieved employee may utilize. The Public Service Commission has issued rules for dealing with complaints and grievances of public servants (see Government Notice R.800 dated 1 July 1999 as contained in Government Gazette No. 20231 dated 1 July 1999). Although there is nothing that prevent a department from establishing a dedicated review procedure for job evaluation purposes, departments should carefully consider the benefits of such an approach, bearing in mind that aggrieved employees could still utilize the rules on dealing with complaints and grievances issued by the Public Service Commission.
- (c) In cases where employees lodge grievances with regard to job evaluation results, the investigating officers should ideally have some knowledge of, and exposure to, job evaluation. It would however be clearly inappropriate to utilize the analyst(s) who dealt with the initial evaluation as investigating officers.
- (d) Evidence of one or more of the following could point to the need to review a decision emanating from job evaluation:
 - (i) The job evaluation was done incorrectly, e.g. information with regard to the job has been ignored/overlooked or wrong information was utilised.
 - (ii) Incorrect processes had been followed, e. g. in the case of the evaluation of a group of jobs the sample chosen was not representative or the relevant job is not represented fairly by the jobs in the sample.
 - (iii) One of the role players in the process was biased against the job holder.
- (e) Notwithstanding the fact that the formal rules for dealing with complaints and grievances may be utilised, it is recommended that an employee who is not satisfied with the results of the evaluation of his/her job should, as a first step, discuss the matter with his/her supervisor and the head of the job evaluation unit. This will ensure that the employee understands the process and

principles of job evaluation. Such a discussion could prevent some cases of dissatisfaction developing into formal grievances.

R. QUALITY ASSURANCE

1. INTRODUCTION

It is extremely important that proper checks and balances are built into the various stages of the job evaluation process as quality assurance mechanisms. Some issues in this regard are discussed below:

2. THE JOB EVALUATION UNIT AND THE JOB ANALYSIS PROCESS

- (a) Only job analysts who have received the full job evaluation training offered by the DPSA and who have received certificates confirming this, should be allowed to perform job analysis and job evaluation.
- (b) The quality of the analysis of individual analysts should be monitored for consistency by the job evaluation unit (preferably by the head of the unit). Regular checks should be carried out to ensure that standards are being maintained. Job analysts should also monitor their own consistency.
- (c) A pre-interview questionnaire should be utilized to obtain as much information about the job as possible prior to the interview.
- (d) Cross checking of information obtained before the interview, such as job descriptions, organograms and key responsibilities, should be done with the information obtained during the interview. Where possible, the information should also be cross checked against the results of the evaluations of similar jobs previously done. It may also be cross checked against evaluations done during the benchmark exercise. (Information regarding the benchmark evaluations is contained in the EQUATE software.)
- (e) Analysts should never give the job evaluation questionnaire to job holders to complete.
- (f) Access to the job evaluation questionnaire and software should be restricted to personnel requiring access to it as part of their duties. This is extremely important to ensure the integrity of the system.
- (g) Analysts should ensure that all relevant information is obtained and that the information is as accurate and reliable as possible.
- (h) All job holders should be treated in exactly the same way - there should be no short cuts simply because a job is at a low level and analysts assume that they already know all the answers.
- (i) Where appropriate and where resources allow it, two analysts should conduct interviews to ensure consistency and the accurate recording of information. This is especially important where analysts are inexperienced. New analysts

should always, where at all possible, be accompanied by experienced analysts during job analysis interviews.

- (j) Where two analysts are not available, a second analyst may check the questionnaire and the first analyst's notes after the interview.
- (k) Analysts should be careful of the so-called "halo" effect, where a limited number of highly important elements of a job overshadow all its other elements. For example, if a job scores high on one or two questions, there is a tendency for analysts to award higher scores for other questions as well, without the necessary evidence to support this. On the other hand, there is a tendency amongst analysts to select average options, even where evidence exists to support significant deviations from the average or norm.
- (l) The questionnaire should be completed directly after the job analysis interview. If additional information is required, it should be obtained while the analysts are still at the venue of the interview.
- (m) The analyst's notes, together with the pre-interview questionnaire and the completed questionnaire, should be filed for future reference.
- (n) Job evaluation units in various departments should liaise with each other and the DPSA regarding best practices, problem solving, etc.

3. THE EQUATE SYSTEM AND JOB EVALUATION DATA

- (a) Only members of the job evaluation unit and other personnel whose jobs require it, should have access to job evaluation data. Security of the system and restricted access are of the utmost importance. Unauthorised access could lead to the manipulation of the system. Passwords should be utilised to prevent unauthorised access.
- (b) Only trained and competent users should use the software.
- (c) A full record should be kept of all personal computers (PC) in a department on which the EQUATE software has been installed. Record should also be kept of the version of the EQUATE software installed on each PC. This is necessary to ensure that future updates of the software are installed on all relevant PC's. Only the most recent version of the software should be utilized.
- (d) Regular checks of inputs into the software, cross-checked with the questionnaire, should be carried out to eliminate errors which often occur during the transfer of data from the questionnaire to the software.
- (e) Offices where the system is installed should be locked when an authorised user is not present and the security device (dongle) should be removed from the computer when the system is not in use. Specific individuals should be made responsible for the dongles and a register of such persons should be kept.

- (f) The rank order of jobs should be monitored by the job evaluation unit to ensure that there are no obvious discrepancies in the job order, i.e. that similar jobs are not ranked significantly different.
- (g) Data should be sent to the DPSSA/Public Service Commission on request to enable monitoring and evaluation of the system across the Public Service.

4. JOB EVALUATION PANEL - PRACTICE AND PROCEDURES

- (a) The appointment of a job evaluation panel is probably the most important quality assurance mechanism that a department could utilise.
- (b) It is preferable that a single panel per department be established.
- (c) All panel members must be committed to the job evaluation process. It is also important that there is continuity of membership to ensure consistent recommendations.
- (d) The recommendations of the panel must be supported by objective facts only, not individual preferences.
- (e) Documentation of all decisions and recommendations should be maintained and properly filed.
- (f) The job evaluation panel should work strictly in accordance with its terms of reference. These terms of reference should address, amongst others, the following matters:
 - (i) Membership of the panel and the number of members required for a quorum.
 - (ii) The exact role and functions of the panel.
 - (iii) Attendance of observers or ad hoc members at panel meetings.
 - (iv) The information which may be considered by the panel. As a general principle, the information considered should relate only to job content, organisational context and job analysis/evaluation procedure. However, the terms of reference may also permit consideration of data relating to recruitment, retention and scarcity issues.

5. REQUESTS FOR REVIEWS/GRIEVANCES

- (a) The number of requests for reviews/grievances emanating from job evaluation could be important indicators of the quality of the job evaluation process. It is therefore important that trends in this regard i.e. the number of reviews/grievances, the outcomes, etc. should be carefully analysed by each job evaluation unit.

- (b) Proper records of requests for reviews/grievances relating to job evaluation as well as the outcomes of the reviews/grievance procedures should be kept.

S. ROLE OF THE DEPARTMENT OF PUBLIC SERVICE AND ADMINISTRATION (DPSA)

The MPSA will execute his/her powers and responsibilities with regard to job evaluation, as prescribed in the Public Service Regulations (see paragraph B(e) and (f) of the Guide in this regard), through the DPSA. Taking this into consideration, the main responsibilities of the DPSA with regard to job evaluation can be summarised as follows:

- (a) Maintenance of the job evaluation system(s).
- (b) Adapting the system(s) where required to deal with possible short-comings and/or new developments.
- (c) Advise the MPSA on policy and directives to be issued with regard to job evaluation in the Public Service.
- (d) Advice and support to other departments.
- (e) Training and capacity building in job evaluation.
- (f) Monitoring and evaluation, in close co-operation with the Public Service Commission, of the application of the system(s) by departments and the results of job evaluations carried out by departments.
- (g) The actual performance of job evaluation (in special cases) across the Public Service in terms of the powers assigned to the MPSA by the Regulations in this regard.

T. THE ROLE OF EMPLOYEE ORGANISATIONS IN THE JOB EVALUATION PROCESS

- (a) Each department should consult with the employee organisations admitted to its departmental bargaining chamber on the most appropriate form of employee organisation involvement in the job evaluation process.
- (b) Some of the areas where employee organisation involvement might be appropriate, include the following:
 - (i) Consultation/negotiation on the departmental policy on, and approach to, job evaluation.
 - (ii) Consultation/negotiation on specific jobs or categories of jobs to be evaluated.

- (iii) Consultation/negotiation on the implementation of job evaluation results.
- (iv) Representation on the job evaluation panel.
- (v) Assisting their members to have their jobs evaluated and with grievances/requests for reviews emanating from the job evaluation process.

U. EXAMPLES OF BEST PRACTICES

An internal policy document on the implementation of job evaluation in DPSA has previously been made available to departments to assist them in drafting their own policies in this regard. Further copies could be obtained from the DPSA. Other examples of best practices would be made available to departments as they become available.

V. CONCLUSION

Job evaluation is one of the most important new processes that emanate from the implementation of the new Public Service Regulations. The new approach to the remuneration of public servants, where there is a move away from the highly prescriptive and centralised system that applied up to now, to a large extent hinges on the successful application of job evaluation. The implementation of job evaluation places significant new responsibilities on departments and especially on those members of staff to whom the management of the system have been assigned.

As most people in the Public Service are not yet familiar with the concept of job evaluation and its implications, the DPSA realises that this may create tension and uncertainty. DPSA will provide departments with as much support with regard to the implementation and performance of job evaluation as the limited capacity of the DPSA allows. Any department who experiences any problem relating to job evaluation, is welcome to approach the Directorate Job Evaluation of the DPSA for assistance or advice.

This Guide should be as useful, relevant and user-friendly as possible. Any inputs, including examples of best practice, would be appreciated in order to update and improve the Guide periodically. Such inputs should be directed to the Directorate Job Evaluation of the DPSA.