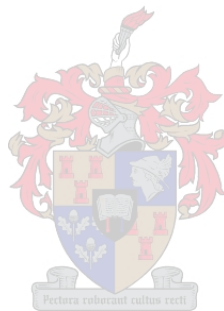# JOB EVALUATION IN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

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A mini-thesis presented to the Graduate School of Public Management and

Planning of the University of Stellenbosch in partial fulfillment of the requirements of

the Degree of Master in Public Administration

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DECLARATION

I, the undersigned, hereby declare that this work contained in this thesis is my own original work and that I have not previously in its entirety or part submitted it at any university for a degree.

Signature: .... Date: ....

ACKNOWLEDGEMENTS

I would like to express my sincere gratitude to the following people:

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- My parents, father, Joseph and late mother, Anna who always had faith in my abilities.

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I dedicate this study project to my late mother, Anna M. Johnson (1939 – 1997).

Proverbs 3: 6 – In all thy ways acknowledge Him and He shall direct thy paths

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ABSTRACT

The democratisation of South Africa on 27 April 1994 marked the beginning of a new era for South Africans in all spheres of society. The new democratic Government of the Republic of South Africa faced numerous challenges, including the transformation of the South African Public Service into a non-discriminatory organisation for both citizens and employees. The pre-1994 South African Public Service functioned as a centralised driven system that negatively discriminated against non-white employees in terms of financial rewards resulting in salary differences between white and non-white employees. The promulgation of the new legislative framework of deconcentration had resulted in the centralised driven South African Public Service system becoming obsolete as it was incompatible with the democratic Government's vision. The transformation of the South African Public Service was supported through legislation and various directives simultaneously focusing on service delivery improvement as well as implementing new internal systems to address discriminatory practices. The implementation of the EQUATE job evaluation programme within the new legislative framework of deconcentration marked the beginning of a new era of grading post in the Public Service. It had brought an end to the unfair salary differentiation in the Public Service.

To render public services effectively and efficiently is a legislative requirement. Political and administrative leaders are responsible for ensuring that both external and internal services are rendered optimally through improvement interventions. In the Provincial Government of the Western Cape (PGWC), the Department of the Premier renders a job evaluation service to all provincial departments to ensure internal consistency in terms of grading of posts. The purpose of this study is to evaluate the current process of evaluating posts in the PGWC and subsequently to formulate recommendations to improve the process. The study concludes with a set of recommendations which include amongst others the following:

- The devolvement of the job evaluation function to the provincial departments enabling them to conduct their own departmental job evaluations.

- The creation of a Job Evaluation Unit in every provincial department.

- That the proposed Process Model of evaluating posts in the provincial departments be considered.

- It is the responsibility of the Directorate Organisation Development Interventions in the Department of the Premier to co-ordinate the job evaluation process in the Provincial Government of the Western Cape.

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OPSOMMING

Die demokratisering van Suid-Afrika op 27 April 1994 was die begin van 'n nuwe era vir Suid-Afrikaners op alle vlakke van die samelewing. Die demokratiese Regering van die Republiek van Suid-Afrika het verskeie probleme in die gesig gestaar wat onder andere die transformasie van die Suid-Afrikaanse Staatsdiens ingesluit het. Die Staatsdiens moes verander word na 'n diens wat nie diskrimineer teen nie-blanke burgers of werknemers nie. Die Suid-Afrikaanse Staatsdiens voor 1994 het gefunksioneer as 'n gesentraliseerde sisteem en het negatief gediskrimineer teen nie-blanke werknemers in terme van besoldigingspakkette wat aanleiding gegee het tot verskille in besoldigingsvlakke. Die promulgering van die nuwe regulatoriese raamwerk van dekonsentrasie het meegebring dat die gesentraliseerde benadering in onbruik verval het, omdat dit teenstrydig was met die visie van 'n demokratiese Regering. Die transformasie van die Suid-Afrikaanse Staatsdiens is ondersteun deur verskeie wetgewing en mandate wat gefokus het op sowel die verbetering van dienslewering aan burgers as die implementering van nuwe interne sisteme om diskriminerende praktyke aan te spreek. Die implementering van die EQUATE posevalueringsprogram binne die nuwe regulatoriese raamwerk van dekonsentrasie was die begin van 'n nuwe era van posgradering in die Staatsdiens. Dit het 'n einde gebring aan die onregverdige besoldigingsvlakke in die Staatsdiens.

Die lewering van doelmatige en doeltreffende openbare dienste is 'n wetlike vereiste. Politieke en administratiewe hoofde is daarvoor verantwoordelik om toe te sien dat alle dienste, intern en ekstern, optimaal gelewer word deur gebruik te maak van verskeie verbeteringsintervensies. Die Departement van die Premier in die Provinsiale Regering van die Wes-Kaap (PRWK) is verantwoordelik vir die lewering van die posevalueringsdiens aan alle provinsiale departemente ten einde konsekwentheid in terme van posgradering te verseker. Die oogmerk van die studie is om die huidige posevalueringsproses in die PRWK te evalueer om sodoende aanbevelings te doen om die proses te verbeter. Die studie is saamgevat met aanbevelings wat onder andere die volgende insluit:

- Die afwenteling van die posevalueringsfunksie na elke provinsiale departement; sodat elke departement self verantwoordelik is vir departementele posevaluering.

- Die skepping van 'n Posevaluering Eenheid binne elke provinsiale departement.

- Die voorgestelde Proses Model vir die evaluering van poste binne provinsiale departemente oorweeg word.

- Die verantwoordelikheid van die Direktoraat Organisasie Ontwikkeling Intervensies in die Departement van die Premier vir die koördinering van die posevalueringsproses binne die Provinsiale Regering van die Wes-Kaap.

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CHAPTER ONE

INTRODUCTION TO THE EVALUATION OF THE PROCESS OF EVALUATING POSTS IN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

1.1   Introduction

The 27th of April 1994 marks the beginning of the democratic era in South African history, and a new era in all spheres of life in South Africa, especially in the Public Sector. The Government faced numerous challenges to bring about a change to sustain a democracy in its infancy. One of these challenges was the transformation of service delivery to citizens by public institutions.

As part of the global village the South African Public Service (hereafter Public Service) had to be re-organised to function effectively and efficiently - a Public Service that is able to meet the challenge of improving the delivery of public service to all citizens of South Africa. The White Paper on Transformation of Public Service Delivery and the White Paper on Human Resource Management in the Public Service was published during November and December 1997, respectively, to assist Public Service managers with the implementation of new policies and mechanisms aimed at transforming the public service delivery.

Bringing about service delivery change to South African citizens required that multiple areas in the Public Service have to be addressed. These areas range from governance structures, adoption of policies, changes to organisational processes and especially human resource management. Human resource is considered to be the most valuable asset of any organisation and is therefore fundamental in the South African Government's plan to improve service delivery. Without human resources no strategy, plan or intervention can be implemented successfully. Hence this critical factor, the development and implementation of the Human Resource Development Strategy (2002) was paramount to assist Public Service managers to train employees to attain service delivery improvement. The former President of South Africa, Mr.

Thabo Mbeki reiterated this matter in his address at the 90th Anniversary of the African National Congress in January 2002 and said that:

"… We will have to attend to the improvement of the state machinery on a sustained basis so that it is both responsive to the needs of the people and accessible to the masses. Among other things, this requires that those who serve within the Public Service should have the necessary skills to provide the required goods and services as well as commitment to serve the people."

The above-mentioned statement place the emphasis on service delivery to citizens as well as public servants who must be adequately skilled to respond to the needs of the citizens. The Public Service as the largest employer in South Africa with more than one million employees therefore has a challenging task to accomplish better service delivery as suggested by former President, Mr. Mbeki. With such a large staff establishment human resource aspects such as equality in terms of financial reward are constantly scrutinised. Prior to the implementation of the Public Service Regulations, 2001, salaries of public servants were determined by the Central Government within strict parameters. The Directors-General and heads of departments could not amend any salary levels of employees and were therefore compelled to compensate employees within prescribed parameters.

1.2   Job Evaluation in the Provincial Government of the Western Cape

On 27 July 1999 the Minister for Public Service and Administration (MPSA), Geraldine Fraser-Moleketi, determined in terms of circular minute E1/5/P of the Department of Public Service and Administration (DPSA) that a customised version of the EQUATE Job Evaluation Programme be implemented in the Public Service. On 1 August 2001, the EQUATE Job Evaluation Programme was implemented by the Provincial Government of the Western Cape (PGWC). The aim of the EQUATE Job Evaluation Programme is to provide for a defensible and equitable basis for determining and managing internal pay relativities between jobs in the Public Service. The PGWC adopted a holistic approach to the management of the job evaluation process in the Province placing it organisationally within the Directorate Organisation Development Interventions (hereafter Directorate: ODI), which is organisationally part

of the Department of the Premier from where it renders a service to all the provincial departments.

Part III A of the Public Service Regulations, 2001 (as amended) assign certain responsibilities to the executive authorities of departments in terms of planning, work organisation and reporting. In terms of the former, the Premier, who is the executive authority of the Department of the Premier must plan to execute departmental functions through effective and efficient internal organisation. This implies that the executive authority must, among others, continuously attempt to improve and optimise the existing organisational system, with specific reference to the organisational process of job evaluation to increase its effectiveness and efficiency to the customer departments.

1.3   Organisational Process Improvement

It has been said that change is the only constant. The dynamic nature of the contemporary public sector enshrines this principle and engulfs it in a mentality of "breakdown" and "reconstruct" (Grover and Kettinger, 2000: i). According to them nothing can be held sacred in the quest towards organisational process efficiencies and performance pay-offs.

Organisational process improvement is by no means a new phenomenon. Adam Smith was one of the first people to describe organisational processes in his famous example of an English pin factory. His experiment brought to light that an adjustment to an existing organisational process could increase the output thereof. Today, according to Smith and Fingar (2003: 74), the processes are the business. Davenport (as cited in Forster, 2002: 129) defines organisational process as a specific ordering of work activities across time and place, with a beginning, and an end, and with clearly identified inputs and outputs – a structure for action. The definition places the emphasis on "how" work is done or sequenced within the parameters of the organisation.

Providing government services with an ever-decreasing budget, public managers are required to be innovative and deliver effective and efficient services. Improving the

organisational process is just one type of intervention that can be used to address the need for service delivery improvement. Wikipedia (2007) defines process improvement as *a series of actions taken to identify, analyse and improve existing processes within an organisation to meet new goals and objectives.* The intent of organisational process improvement is to identify areas in the process that can be improved to bring about significant change. One of the most important steps in organisational process improvement is to identify inefficiencies and taking action to eliminate or mitigate the impact of these inefficiencies. These inefficiencies might be hidden in any factor that contributes to the organisational process. These may be people, equipment, external resources, information systems and procedures to name a few. According to Goetsch and Davis (2002: 36) whenever improvements are made, even small incremental improvements, the processes become better, waste decrease, the organisation improves and customers benefit.

Bicheno and Catherwood (2005: 97) identified seven different types of service related wastes. According to them reducing or eliminating the waste will improve the process and subsequently the services rendered to the customers. These service wastes include the following:

- The waste due to delays.
- The waste due to duplication.
- The waste due to unclear communication.
- The waste due to wrong inventory.
- The waste due to lost customer opportunities.
- The waste due to movement.
- The waste due to errors.

When embarking on a course of improving organisational processes it is important to use these "wastes" as a foundation to identify possible areas for improvement in the process to bring about increased productivity and/or quality.

Organisational processes are divided into three main categories, namely management process, operational process and a supportive process. The management and operational processes are the primary organisational processes as

it is directly involved in the creation of customer value, while a supportive process is secondary organisational processes. It provides the necessary support to the primary process. The supportive organisational processes include amongst others the following: Accounting, Human Resource Management and Information Technology.

The value of a primary and secondary organisational process contribution on the other hand is different. The value of the collective - primary and secondary organisational process - is greater than the sum of the individual parts. It is therefore also important to constantly review and improve secondary organisational process to ultimately increase the value of its contribution towards effective and efficient service delivery.

1.4   Research Question

In view of the above-mentioned, as well as to lead executive authorities to adhere to Part III A of the Public Service Regulations, 2001 (as amended) it is required of executive authorities to execute functions through effective and efficient internal organisation which includes organisational process improvement as an intervention to bring about efficacy. The job evaluation function is one of the functions for which the Directorate Organisation Development Interventions is responsible and which it renders from a central point to the twelve provincial departments. Job evaluation is generally criticised for being a time consuming process (see Chapter 2). Bearing in mind the criticism as well as the legislative responsibility of the executive authorities the research question that arises from the afore-mentioned and for which the study sought to provide an answer, is:

Are there any possible action steps in the current organisational process of evaluating posts in the PGWC that could be improved to ensure an effective and efficient service to the Provincial Departments?

1.5   Objectives of the Study

The main objectives of this study are to:-

- Investigate and analyse the theory of job evaluation.
- Describe and understand the specific context of job evaluation in the Provincial Government of the Western Cape.
- Compare views and critically analyse the current process of evaluating posts within the PGWC against the theoretical and legislative framework for job evaluation.
- Make practical recommendations for the improvement of the process of evaluating posts in the PGWC.

1.6   Rationale

The researcher is an organisation development practitioner and a trained job analyst within the PGWC. The researcher deals with job evaluation and related matters on a daily basis. As a trained job analyst, the researcher is at the core of the administration and execution of job evaluation.

The Directorate: ODI oversees the job evaluation process from the start until the executive authority approves or rejects the recommendation(s) of the Job Evaluation Panel. Since the official implementation of the job evaluation programme during 2001 no study has been conducted to analyse the process of evaluating posts in the PGWC to determine whether improvements could be made.

1.7   Research Design and Methodology

The study is carried out broadly in the following manner:

Research was done by means of a literature study that focused on the contemporary literature of job evaluation as the primary focus area of this study as well as other relevant aspects within the human resource management discipline. The purpose of the latter is to establish an extensive understanding of the human resource

6

management discipline, how job evaluation fits into the discipline as well as to identify and highlight possible terms that could lead to misinterpretation and misunderstanding. Relevant legislation and other documentation were studied to come to a proper understanding of job evaluation theory and the application thereof within the PGWC. The research method of the study consisted of personal interviews, the study of relevant literature and documentation and the analysis of the content of primary documentation.

The methodology to report on the research findings will be done as follows:

In Chapter 2 an understanding of the nature of job evaluation and why it emerged is established. In addition, conservative and contemporary job evaluation programmes will be identified and discussed. By explaining the former and the latter, the researcher seeks to establish a mutual understanding on which the rest of the study can focus.

In Chapter 3 the relevant legislation, regulations and the new public management framework, which directly impacts on the organisation and execution of the job evaluation function, is explored and explained. A brief historical overview of compensation management in the Public Service prior to 1994 will be explained to give more insight into the matter. This will be followed by an explanation of the current organisational placement, organisation and work arrangements in respect of the job evaluation function within the PGWC.

In Chapter 4 an evaluation of the theoretical grounding as well as the legislative framework that governs job evaluation in the Public Service will be made in relation to the current process of evaluating jobs in the PGWC, to ascertain and identify steps where improvements could be made in the process of evaluating jobs.

In Chapter 5 a normative approach is proposed in terms of the process of evaluating posts in the PGWC to identify possible improvements in the process of evaluating posts.

In Chapter 6 the findings of the research study is summarised and recommendations made regarding the process of evaluating posts in the PGWC.

CHAPTER TWO

A LITERARY APPROACH TO THE NATURE AND SCOPE OF JOB EVALUATION

2.1   Introduction

The purpose of this chapter is to develop a sense of understanding of the concept of job evaluation and why it has emerged. The researcher will commence with a brief overview of human resource management and a compensation management model and its relation to the concept of job evaluation, the evolution of job evaluation, contemporary definitions and a clarification of the terminology that might cause confusion. This will be followed by a description of the two major methods within the job evaluation milieu supported by the various job evaluation programmes within each of these methods. Finally the researcher will provide and explain Milkovich and Newman's Model of the job evaluation process, furnished with appropriate examples of job evaluation processes globally. The conceptualisation of these concepts will provide a mutual understanding that will act as the basis for the study.

2.2   Human Resource Management

Human resource functions within each organisation are unique to every organisation (Grobler, et al, 2002: 1). This means that human resource departments' activities may vary from one organisation to the next. According to Byars and Rue (1997: 3) the Society for Human Resource Management identified six major functions that are generally performed by a human resource management department, namely;

- Human resource planning, recruitment and selection;
- Human resource development;
- Compensation and benefits;
- Safety and health;
- Employee and labour relations; and
- Human resource research.

Compensation management forms part of the human resource management functions that provide for and co-ordinate the human resources of an organisation. It is this function that deals, among others, with financial rewards and their related aspects. This includes wages and salaries of employees for services rendered. Job evaluation is the technique that employers and human resource managers use to assist them with financial reward aspects that form part of a compensation management system. It is clear that job evaluation is one of the major functions of a human resource department.

2.3   Compensation Management and Job Evaluation

Compensation has always been at the core of the employer-employee relationship. Monumental changes in social, political and economic systems throughout the world during the last decade of the twentieth century has made compensation management one of the most critical issues facing all organisations (Henderson, 2000: xi). According to him one of the issues that contribute to this critical state is the question of how much to compensate employees for services rendered. In South Africa organised labour actions with regard to wage and salary increases is evidence of this critical state.

One of the techniques employers use to assist them in addressing this dilemma, is job evaluation. Job evaluation assists the employer to administer the organisation's compensation management system. It is not within the scope of this study to discuss the anatomy of a compensation management system, but the researcher believes that a short overview of compensation management and how job evaluation fits into the discipline and subsequently the broader human resource milieu is appropriate.

Compensation management plays an important role in an organisation. It has a critical impact on the organisation's ability to achieve its strategic objectives (Anthony, et al, 2002: 392). It is therefore important that managers need to be familiar with compensation management - its role, value and consequences. The term *compensation* is often interchangeably used with *wage and salary administration.* Grobler, et al, (2002: 382*)* draws a distinction between these interchangeable terms. According to them c*ompensation* refers not only to the *extrinsic rewards* such as

salary and benefits but also the *intrinsic rewards* such as achieving personal goals, autonomy and more challenging job opportunities. *Wage and salary administration* on the other hand refers strictly to the monetary rewards (extrinsic rewards) given to employees. Compensation management is therefore the umbrella phrase which includes all types of rewards to employees.

Armstrong and Murlis (1994: 24) take a holistic view of a compensation management system as part of the integrated process within the human resource management discipline. They identified four main areas which conceptualise a compensation management system, namely, (i) non-financial rewards, (ii) employee benefits, (iii) pay structures and measurement and (iv) management of performance output and inputs. These areas and its relationship within the compensation management system model and towards each other are illustrated in Figure 2.1:

Figure 2.1: Armstrong and Murlis Compensation Management Model
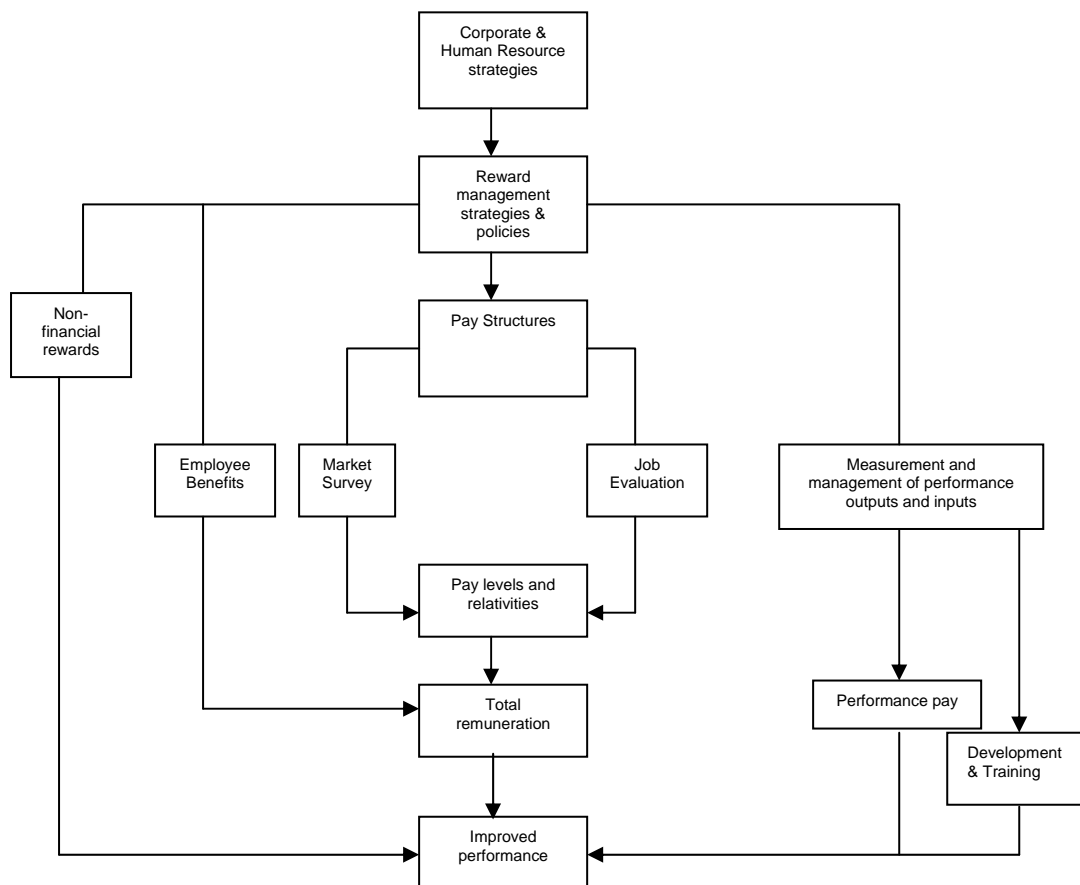
Sourced from Armstrong and Murlis, 1994: 25

The Model highlights pay structures as one of the four main areas within a compensation management system. Pay structures are important, because of the diverse human resource compilation of an organisation. Human resources at a hospital for example, can range from general cleaners to highly skilled medical specialists. Milkovich and Newman (1996: 45) define pay structures as the array of pay rates for different work or skills within a single organisation. The definition therefore implies that different pay rates will be applied to different occupational groups within an organisation. Armstrong and Murlis (1994: 24) support this view and state that pay structures provide a systemic framework through which organisations can manage the pay differences. Pay structures therefore provides the boundaries within which an organisation can manage pay rates of employees.

Armstrong and Baron (1995: 24) highlight that pay structures provide the basis for internal equity by establishing fair and competitive levels of pay, pay relativities and pay progression limits. Internal equity is an important factor within a compensation management system. Employees want to be treated equally and fairly. If unfairness or inequity is perceived it may cause tension. According to Milkovich and Newman (1996: 45) internal equity establishes equal pay for work of equal value and pay differentials for work of unequal value. Grobler, et al, (2002: 384) define *internal equity* as the relationship between the pay structure, the design of the organisation and the work. Internal equity therefore contributes to the credibility of a compensation management system.

The Model identifies job evaluation and market survey as the two main building blocks of a pay structure. These two building blocks assist human resource managers to maintain a state of equilibrium in terms of internal equity and being competitive. Plachy and Plachy (1998: 125) warn that the pay structure eventually determines the pay rate and not job evaluation and the same argument could be used to state that market surveys do not determine the pay rate but the pay structure. The latter is due to the fact that job evaluation and market surveys assist human resource managers in making decisions on the grading of posts and slotting it in at the appropriate level within the predetermined pay structure.

From the afore-mentioned statement it is clear that job evaluation forms an integral part of a compensation management system and is a vital technique that enhances internal equity within an organisation. Pritchard and Murlis (1992: 1) state that job evaluation continues to provide one of the foundations of pay management in most organisations.

2.4   Evolution of Job Evaluation

Job evaluation is over one hundred years old. The origin of the analytical study of labour goes back to Babbage in the early nineteenth century and to the work of later pioneers such as Taylor, the Gilbreths, and Bedaux in the early part of the twentieth century (Livy, 1975: 41). According to him, emerging from the studies of these pioneers the three management techniques of method study (motion study), work measurement and job evaluation evolved. Job evaluation is the youngest of the trilogy and in many ways quite distinct and separate, although it stems from a common root.

According to Patton, Littleton and Self, (as cited in Livy, 1975: 13) the first attempts at job evaluation were made by the United States Civil Service Commission during 1871. This was however an isolated incident. It was not until after the 19th century that the real exploration into job evaluation began. According to Henderson (2000: 230) the City of Chicago implemented the classification plan by 1901 as developed by E.O. Griffenhagen. In 1909 the Commonwealth Edison Company and the Civil Service Commission of Chicago had job evaluation systems in place.

The advent of scientific management and work study sensitised industrialists to consider wider aspects of productivity and related problems of remuneration particularly for manual workers (Livy, 1975: 13). According to him the Americans, Merril Lott and Eugene Benge devised schemes for job evaluation during the 1920s. However, the rise of the American industrial unions of the 1930s as well as the US National War Labour Board gave impetus to the launching of job evaluation as a major management technique. During 1938 Edward Hay used the factor comparison approach to determine the worth of managerial and professional jobs (Henderson, 2000: 232). Many job evaluation systems have been developed since then. During

the mid 1980s computer assisted job evaluation programmes were introduced which Pritchard and Murlis (1992: 125) regard as the most significant development in job evaluation practice. According to them this development enhanced the efficiency of job evaluation as it reduced the paperwork and cut through the bureaucracy associated with job evaluation.

Job evaluation has been widely criticised. It is especially the traditional approaches that has been criticised for being inherently rigid, mechanical and bureaucratic (Armstrong and Baron, 1995: 5). They stated that job evaluation in itself does not impose inflexibility – although it can reinforce it, if allowed to. This means that the drivers of the job evaluation process in an organisation are also contributing to the inflexible and rigid application of a job evaluation programme. Armstrong and Baron (1995: 306) come to the aid of contemporary job evaluation programmes and give credit that it is more flexible. The introduction of computer assisted job evaluation programmes may have contributed to this flexibility. Armstrong and Baron (1995: 307) concluded that job evaluation is not dead, not even dying and that it flourishes, because organisations dislike chaos and that job evaluation at least brings some semblance of order and equity to the process of pay determination. The reality is that organisations must make decisions on rates of pay, whatever the approach. Job evaluation seems to provide a defendable foundation on which to base these decisions.

2.5 Defining Job Evaluation

Charles Lytle stated (as cited in Figart, 2000: 1) that job evaluation deals with jobs objectively and is not concerned with race, creed, color, age, or gender of the employee. According to Figart (2000: 2), job evaluation was designed to eliminate paternalistic management practices that evaluated a worker's family circumstances, work history, and other personal considerations in determining wages. The intent is to shift the focus from the employee and his/her circumstances and rather focus on the job content and therefore eliminate or reduce the subjective determination of wages of employees.

Employers still make decisions on how much employees should be paid for work done. This may vary from determining a pay rate of a gardener to that of a chief executive officer of an organisation. The manner in which the pay rates of these jobs are determined may differ from organisation to organisation. It may be fairly easy to determine pay rates within a relative small organisation with a few employees. On the other hand however, in a large organisation like a government department that differentiates between employees, with a huge bureaucratic structure and employs highly skilled professionals, it is more complex. Whatever the circumstances a decision should still be made on how much employees should be compensated for services rendered. One of the methods used to assist managers to make that decision is called job evaluation.

Many scholars and professionals have defined the concept of job evaluation. Some of these definitions include the following:

Job evaluation is the process of assessing the relative size or importance of jobs within an organisation (Pritchard and Murlis, 1992:1).

Formal job evaluation is a systematic process for defining the relative worth of jobs within an organisation (Armstrong and Baron, 1995: 13).

A method which helps to establish a justified rank order for jobs (Benge as cited in Henderson, 2000:20).

Job evaluation is the term which describes a systematic process used to assess the relative size of jobs within and sometimes between organisations (Thorpe and Homan, 2000: 217).

From these definitions it becomes clear that job evaluation has certain methodologies from which it operates. Firstly, according to Armstrong and Baron (1995: 13) it is a systemic "*process*". The Oxford Advanced Learner's Dictionary (2005) defines *process* as a series of things that are done in order to achieve a particular result. Following predetermined steps will guide job analysts through the process to enhance consistency which is important to employees. Secondly, the Oxford Advanced

Learner's Dictionary (2005) defines *relative* as "some is true to a certain degree or extent, especially when compared with other things of the same kind". Job evaluation essentially provides a means of comparing jobs with one another or with some sort of scale that is defined in job-related terms. It allows the job analyst to compare jobs against the same criteria. Thirdly, is the word "*worth".* Some scholars may prefer to use the word "*size"* but is mainly used when referring to programmes that score jobs on a numerical scale. The Oxford Advanced Learner's Dictionary (2005) defines "*worth"* as "of value equivalent to, deserving, bringing compensation for". Although every job in the organisation is important it should be remembered that every job's "value contribution" is not the same. The contribution of the driver is not the same as the financial advisor of an organisation. The difference in "value contribution" may be found in the inherent requirements of a job which include skills, responsibilities, experience and qualifications. Job evaluation takes into account these requirements to determine the "worth" of a job.

Armstrong and Baron (1995: 17) state that job evaluation is not a scientific system, but a process. The reason for the former is due to the fact that the job evaluation process relies on human judgement which makes it subjective. However, job evaluation provides a defensible foundation for measuring the "worth" of a job, because of the systemic process approach. Fowler (as cited in Armstrong and Baron, 1995: 15) states that job evaluation in itself does not determine the "right" pay level for a job. It is more a means of assessing the "worth" of a job enabling human resource practitioners to determine the pay rates or levels of jobs in the organisation.

2.6   Job Evaluation, Job Analysis and Performance Appraisal

Job evaluation, job analysis and performance appraisal are common words in the human resource milieu and are sometimes used interchangeably by human resource practitioners. However, they are three different terms with different definitions, but can be used in relation to each other. This study focuses on job evaluation, but due to the common interchangeable use of the terms is it important that the distinctions between the three terms be highlighted through definitions as well as to ascertain the relationship of the three terms towards each other to prevent confusion (definitions of job evaluation are discussed in paragraph 2.5).

2.6.1 Job Analysis and Job Evaluation

"Job Analysis is the process by which management systemically investigates the tasks, duties and responsibilities of jobs within an organisation" (Grobler, et al, 2002: 78). According to them the systemic process seeks to find, among others, the following information of a job:

➢ The duties of a specific job.
➢ The decision-making capabilities of the job.
➢ The skills needed to do the job adequately.
➢ The level of autonomy of a specific job.
➢ The mental effort required in performing a specific job.
➢ The working conditions under which the specific job must be performed.

To obtain the above-mentioned information, job analysts use various techniques. These may include interviews, observation, group discussions, questionnaires and/or the examination of existing records. Analysis of the information allows job analysts to compile a comprehensive job description of what the job consists of. According to Brannic and Levine (2002: 4) the results of such an analysis have numerous uses which include the following:

➢ Job descriptions;
➢ Job design and redesign;
➢ Job evaluation;
➢ Training; and
➢ Workforce planning.

The process that job analysis use allows employers to obtain an in-depth view of a job. In itself job analysis is nothing, but the results of the process can be used to the benefit of the organisation. As indicated, job analysts can use this comprehensive package of information to conduct job evaluations. From the afore-mentioned it is clear that a distinction could be drawn between job analysis and job evaluation and that a relationship exist between the two terms. The next section will explore the performance appraisal and its relationship to job evaluation.

2.6.2 Performance Appraisal and Job Evaluation

"*Performance appraisal is defined as the ongoing process of evaluating and managing the behaviour of and outcomes in the workplace*" (Grobler, et al, 2002: 260).

Grobler, et al, (2002: 263) state that performance appraisal is an important aspect in the betterment and development of an organisation's employees and is used for a wide range of administrative purposes. According to them, the objectives of performance appraisal fall into two categories namely, evaluative and developmental categories. Evaluative performance appraisal enables managers to make decisions concerning merit increases, employee bonuses and other increases. Evaluative performance appraisal generally evaluates the employee's past performance against set objectives. The evaluation allows managers to determine whether an employee has met the predetermined objectives.

Developmental performance appraisal according to Grobler, et al, (2002: 266) has the objective of developing skills and to motivate the employee for future performance. Employees require feedback from supervisors, because almost every employee wants to know their supervisor's judgement of their performance. The feedback highlights the employee's strengths and weaknesses for further development.

Performance appraisal is about evaluating an employee's performance over a preset time period. It measures the employee's contribution to attain organisational goals. The focus of performance appraisal is the employee and how he/she performs against set objectives. From the afore-mentioned it is clear that performance appraisal is about "how well" an employee performs his/her duties, while job evaluation ascertains the "worth" of a job and not the person within the organisation.

The above-mentioned discussion has brought to the surface that distinctions could be made between job analysis and job evaluation as well as performance appraisal and job evaluation. Grobler, et al, (2002: 260) highlight the differences and relationship of the three terms - job analysis, job evaluation and performance appraisal in the following example. At the XYZ Company, the job of labour relations manager would

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first be subjected to job analysis in which the responsibilities, competencies, skills and knowledge of the job will be identified and analysed. Following the job analysis step is the process of job evaluation. Job evaluation will assist to ascertain the relative worth of the job based on the findings of the job analysis. This job evaluation process will be explained in Chapters 2 and 3. Lastly, after a preset time period, the performance appraisal of the labour relations manager will be conducted. The labour relations manager would be assessed based on how he/she has performed the duties and responsibilities of that job which must be aligned to the organisational goals.

The above-mentioned example shows that job analysis, job evaluation and performance appraisal are indeed different and that the results of the three activities contribute to achieving organisational goals.

2.7   Reasons for a Job Evaluation Programme

Job analysis is important in the organisation. However, the value that job evaluation adds in terms of fair labour practices is invaluable to all organisations. It allows the organisation to create stability in terms of the financial rewards system. Some organisations employ large numbers of people that range from unskilled, skilled manual workers, technical, professional, clerical, supervisory and managerial staff. In each of these functional areas there may be dozens or even hundreds of different jobs (Elizur, 1980: 6). Some large organisations may have started as a small organisation with a relatively small staff compliment. According to Elizur (1980: 6) at the small organisation it was the typical master and apprentice arrangement and the establishment of a rank order of the jobs was apparent. As the organisation grew over time it became more complex to maintain such a rank order. An intervention was eminent to manage the complexity of the rank order.

To enable organisations to manage the dynamics of the complex administration in terms of reward matters they implement compensation management systems. In the absence of a compensation management system the organisation will be in a state of anarchy. Job evaluation is a decision support technique within a compensation management system to assist managers to make decisions on the grading of posts.

Henderson (2000:206) identified the following seven reasons why any organisation must have a job evaluation programme in place:

➢ To establish an orderly, rational, systematic structure of jobs based on their worth to the organisation.

➢ To justify an existing pay rate structure or to develop one that provides for internal equity (consistent and ethical treatment).

➢ To assist in setting pay rates comparable with similar jobs in other organisations. This enables the organisation to compete in the marketplace for the best available talent and also allows employees to compare the pay they receive with that received by employees doing similar work in other organisations (external competitiveness).

➢ To provide a rational basis for negotiating pay rates when bargaining collectively with a recognised labour union.

➢ To identify a ladder of progression or direction for future movement to all employees interested in improving their compensation opportunities.

➢ To comply with equal pay legislation and regulations determining pay differences according to job content.

➢ To develop a foundation for a merit or pay-for-performance program.

Derived from the said reasons it is evident that job evaluation assists organisations to overcome difficulties in managing internal relativities and maintaining an equitable and competitive pay structure within a compensation management system. It can reduce the subjectivity of value judgements during the process that managers make about the "worth" of a job. One should however remember that a job evaluation programme is not a magic potion that will take away pay rate problems. It helps to create order in times of chaos that exists in organisations where pay rate decisions are made on an entirely *ad hoc* basis and/or a total subjective manner.

The market is flooded with job evaluation programmes. Organisations that consider selecting and implementing a job evaluation programme should conduct thorough research into the different job evaluation programmes and how it will accommodate the organisation's needs. The next section explains the different job evaluation methods that organisations could consider in terms of a job evaluation programme.

2.8   Job Evaluation Methods

Armstrong and Baron (1995: 30) consider the selection a job evaluation programme as an important step when an organisation envisages implementing such a programme. According to them, the enormity of implementing a job evaluation programme is not an overnight decision. They advise managers to ascertain the organisation's needs that will inform them of what type job evaluation programme to select. The type of job evaluation programme will be determined by the job evaluation method the organisation selects. The job evaluation method amongst others will impact on the process of evaluating jobs, the complexity of the evaluation process and time spend on conducting job evaluations.

Scholars of job evaluation divide job evaluation programmes into two categories namely, ***non-analytical methods*** and ***analytical methods***. Pritchard and Murlis (1992: 49) define these methods as follows:

- ***Non-analytical methods:*** Whole jobs are examined without breaking it down into constituent parts or aspects.

- ***Analytical methods:*** Jobs are considered using a number of criteria, factors or elements, with overall job size being an accumulation of these separate judgements.

Armstrong and Baron (1995: 33) have a broader categorisation which includes the following, but adds additional categories, namely, single factor, skill or competency based systems, market pricing, management consultants' systems. Bussin (2002: 15) supports Pritchard and Murlis' narrow categorisation. He incorporates Armstrong and Baron's additional categories into the two narrow categories. He sub-categorises

according to the means or method of analysis and the basis or method of comparison. The following matrix summarises these categories:

Figure 2.2: Categories of Job Evaluation Methods

		Means or method of analysis	
		Non-Analytical (Consider entire job)	**Analytical** (Consider elements/ factors of job)
Basis or method of comparison	Comparing job against job	Simple job ranking, internal benchmarking, paired comparisons, market pricing.	Factor comparison, e.g. Hay.
	Comparing job against same scale	Classification methods, e.g. Stratified Systems Theory, Paterson, JE Manager.	Point factor rating, e.g. Peromnes, TASK, EQUATE.

Sourced from Bussin, 2002: 19

Across the top of the matrix a distinction between non-analytical and analytical methods are made as the means of comparison. Jobs are either compared in terms of elements or factors (analytical) of a job or the entire job (non-analytical). Down the side of the matrix a distinction between comparing job against job and comparing job against the same scale is made as the basis or method of comparison. Within the matrix the different types of job evaluation programmes are plotted. To provide a deeper understanding of the two methods of analysis the major programmes within each are subsequently explained and discussed.

2.8.1 Non-analytical

The main programmes within the non-analytical method of analysis include the following:

- **Simple Job Ranking**

Simple job ranking is generally considered the simplest method of job evaluation. The method does not require in-depth detail of a job and can be executed relatively quickly with minimum expenditure of time, energy and resources (Livy, 1975: 53). Simple job ranking simply involves comparing jobs with one another and arranging them in order of perceived size or importance, difficulty or their value to the organisation (Pritchard and Murlis, 1992: 51). The method is based on perception of importance or difficulty, as it does not break down a job into its various component elements and requirements, but compared as "wholes". The latter makes this method non-analytical as jobs are not carefully appraised and/ or compared jobs in terms of elements. Armstrong and Baron (1995: 51) however state that occasions do occur where ranking are carried out more analytically by considering a number of aspects of each job when comparing it with others. In a small and uncomplicated organisation where the importance of jobs is easily discernable simple job ranking seems to be most appropriate and valid.

According to Armstrong and Baron (1995: 52) simple job ranking is carried out by identifying and placing jobs in terms of a number of clearly differentiated and well-defined benchmark jobs at various levels. A benchmark job is that job which will be used as a standard against which other jobs will be compared (Livy, 1975: 54). The benchmark jobs are important. A prerequisite of benchmarked jobs is that there should be no disagreement about their content, demands (skills and thinking demands) or their perceived importance. The other jobs are then ranked by comparing them against benchmarked jobs by asking the question: "Is this job relatively more or less important than the benchmark job?" The job in question is then slotted in at an appropriate place, above or below the benchmark job.

The final phase of the simple job ranking method is to divide the ranked jobs into grades (Armstrong and Baron, 1995: 53). According to Armstrong and Baron, an initial estimate should be made of the number of grades that are likely to be required. This is based on an assessment of the range of jobs to be covered and any natural boundaries in that range. Grade boundaries may be drawn between groups of jobs with common features. This must be done to achieve a real distinction between the

content and levels of jobs in adjacent grades. Pay ranges are allocated to the grades by reference to existing scales and market rate information.

- **Paired Comparison Ranking**

Armstrong and Baron (1995: 55) state that the paired comparison ranking method is a statistical technique and is considered to be a more sophisticated method of simple job ranking. In contrast to simple job ranking, paired comparison ranking compares one job with another at a time to build up a rank order by multiple comparisons. This method is based on the assumption that it is easier to compare one job with another than to consider a number of jobs as being done with the simple job ranking method (Armstrong and Baron, 1995: 56).

With paired comparison ranking the job analyst is provided with a list of paired jobs and is requested to indicate which of the two posts he/she ranks higher. If the job analyst considers *post x* to be higher than *post y,* then generally two (2) points will be allocated. If the post is considered to be lower, no points will be allocated. However, if the posts are considered equally important; one (1) point is allocated. This process is followed until all the identified posts are compared. The overall score for each of the evaluated posts are then calculated (Armstrong and Baron, 1995: 56). The last step in the process is to rank the jobs in terms of points scored. The job with the highest score is ranked at the top of the hierarchy (most important) and the post with the least points at the bottom.

- **Job Classification**

Armstrong and Baron (1995: 59) states that job classification or job grading slots jobs into grades by comparing the whole job with a scale in the form of a hierarchy of grade definitions. According to Pritchard and Murlis (1992: 53) an important characteristic of the job classification method is that the structure of grades or job levels is set at the beginning, after which individual jobs are slotted into the framework. This is in contrast to other methods according to them, as other methods examine individual jobs first, assign a score or rank to it and then design the grade structure to accommodate the results in the most appropriate way.

Pritchard and Murlis (1992: 53) identified the classification method's speed and simplicity as one of its main characteristics. According to them slotting jobs at the appropriate job levels is fairly easy and can be done quickly. This is due to the pre-established framework. This method was commonly used by the public sectors of the United Kingdom and United States of America (Pritchard and Murlis (1992: 53).

2.8.2 Analytical

The main programmes within the analytical method of analysis are divided into two categories namely; factor comparison and point-factor rating. The two categories are briefly explained with appropriate examples of each (see Annexure A for a summary of factor or element based job evaluation programmes).

- **Factor Comparison**

The factor comparison method was designed by Eugene Benge and further developed by Benge, Burk and Hay (Armstrong and Baron, 1995:64). This method requires jobs to be broken down into its components or factors. To prevent the method from becoming too unwieldy, Benge recommended it be limited to the following five factors:

➢ Mental requirements;
➢ Skills requirements;
➢ Physical requirements;
➢ Responsibilities; and
➢ Working conditions.

The methodology used with factor comparison is a seven-step process which is the following:

➢ Select benchmark jobs;
➢ Agree on the factors;
➢ Analyse the benchmarked jobs;
➢ Rank benchmark jobs by factors;

> ➢ Determine the relative importance of factors in each job;
> ➢ Allocate money values to factors; and
> ➢ Evaluate other jobs.

The Hay Guide Chart-Profile Method is an example of the factor comparison method. The Hay Chart method according to Armstrong and Baron (1995: 316) is claimed to be the most widely used single job evaluation programme in the world. This is despite its complexity and difficulty to understand as well as a considerable amount of subjective judgement on where jobs are to be slotted in (Armstrong and Baron, 1995: 68). This method considers every factor in terms of **know-how** *(knowledge, skill and experience)*, **accountability** *(any job provides some contribution or output to the organisation)* and **problem-solving** *(solve the problems that arise in the job).* Each of these three factors contains descriptive scales for each element and a numbering pattern based on a predetermined percentage step difference. The results of these elements will determine the "job size" of every job within the organisation.

- **Point-Factor Rating**

The point-factor rating method is considered to be a straightforward method, although it has multiple factors (Armstrong and Baron, 1995: 70). These factors according to Pritchard and Murlis (1992: 55) contribute to the job size, allocating points to a job under each factor heading using numerical scales and accumulating the separate factor score to give a total job size.

According to Armstrong and Baron (1995: 71) the first step in this method is to select and define job factors considered being common to all jobs in the organisation. The degrees at which each of these factors can be present in the organisation's jobs are also defined. According to them the second step includes assigning a percentage weight to each factor to indicate its relative significance in the job. This allows for the conversion of weights to the maximum points scored that can be given to any factor as well as the sum of the scores for each factor. This gives an indication of the maximum score that can be allotted to any job within the organisation. The maximum points for each factor are divided between the degrees for that factor creating a situation where each degree has a point score or range of points assigned to it.

The last step in the process is to select and analyse the benchmark jobs in terms of these factors. Armstrong and Baron (1995: 71) state that scores are allocated for each of these factors and added together to produce a total score for the benchmark jobs as well as the ranking of these jobs with those values. A grading structure is subsequently designed which divides the rank order into a number of grades that are defined in terms of points brackets.

As reflected in the Figure 2.2 well-known job evaluation programmes that falls within this category include Peromnes and EQUATE. The Peromnes job evaluation programme is based on the evaluation of eight factors, namely problem solving, consequences of error, work pressure, knowledge, job tendency, understanding, educational qualification and training and experience (Pritchard and Murlis, 1992: 57). Each of these factors is divided into nine definitions that describe complex levels of job content. Based upon the definitions a "point" value is ascribed to each factor. The "points" are plotted and then converted to grades.

The KPMG EQUATE programme is a computerised point factor rating job evaluation programme. It is used in both the public and private sectors globally. The methodology of the programme was designed with the requirements of equal-value legislation in mind and specifically to reflect the diverse needs of the organisation with a number of different job families (Armstrong and Baron, 1995: 332). The EQUATE programme can be customised to reflect the unique culture and values of the organisation. Each organisation can decide on their own factors based on the range of jobs within the organisation. According to Armstrong and Baron (1995: 331), KPMG do advise their client organisations that the following job demands are captured by the factors used:

o   Accountability;
o   Job impact;
o   Thinking demands;
o   Communication demands;
o   Knowledge, skills and experience; and
o   Environmental demands.

Armstrong and Baron (1995: 307) state that no one job evaluation programme works well in all organisations. According to them organisations must develop their own processes that are in line with their culture, values, organisation, technology, administrative systems and management style. Pritchard and Murlis (1992: 33) support this notion and stressed that careful selection and design are important to get the right balance to meet the needs of the organisation. Whether it is Hay Charts, Paterson or EQUATE - that is not what is important, but how comfortable management and employees are with the job evaluation programme which they intend to implement and whether it will meet the needs of the organisation.

Organisations are also not obligated to have only one job evaluation programme but may have two or three programmes depending on their needs. They may have job evaluation programmes in place for the managerial group, technical group, manufacturing group and administrative group. Hastings (as cited in Armstrong and Baron, 1995: 215) suggested that organisations should attempt to use one job evaluation programme if possible. But Armstrong and Baron (1995: 215) acknowledge that the circumstances of some organisations may compel them to have more than one job evaluation programme. Milkovich and Newman (1996: 183) warn however that in such a case managers should ensure that the results are consistent with the policy of internal consistency of the organisation.

Conclusively, job evaluation is just a technique to assist managers to make a decision on the "worth" of a job within the larger organisation and should therefore be viewed in terms of a decision support technique. The job evaluation programme selected may impact on the entire process of evaluating jobs in terms of process, complexity and time. The process of job evaluation is subsequently explained.

2.9   Job Evaluation Process

Organisations that have job evaluation programmes in place went through a process of development and implementation. Armstrong and Baron (1995: 236), states that an organisation who implemented a job evaluation programme had to decide on the need for such a programme, as well as the appropriate programme, and whether

external assistance is required, the extent thereof and lastly, the job evaluation panel and its role.

Once the job evaluation programme is selected, the actual process of evaluating the job takes place. It is not the purpose of this study to explore the mechanics of how jobs are rated, or the discussions of the job evaluation panel on how to rate the job, but to obtain an overall view of the various steps within the process of evaluating posts and its problems when the need for the evaluation of jobs arise until finally approved.

Organisations are unique and the job evaluation process should be aligned with the organisation's culture and internal processes. Milkovich and Newman (1996: 181) provide a model for a job evaluation process which is illustrated in Figure 2.3.

Figure 2.3: Overview of the Job Evaluation Process
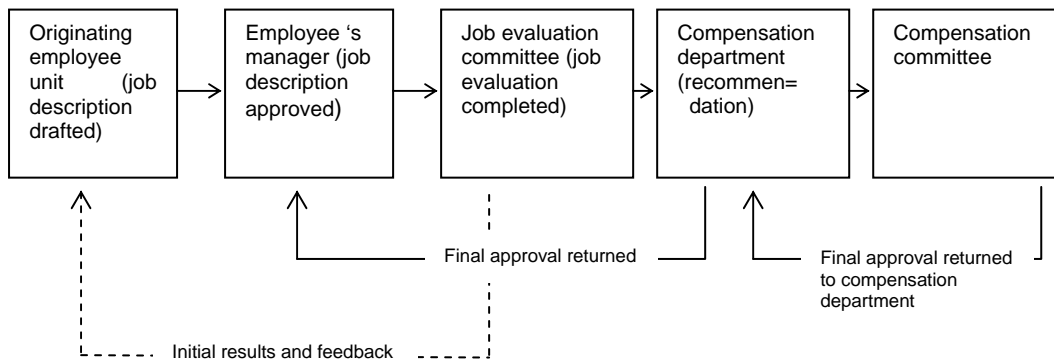
Sourced from Milkovich and Newman, 1996: 181

Engaging in evaluating posts in an organisation is a needs-driven process. Dalhousie University (Dalhousie University, 2000: 1) in Canada has specific criteria to justify the request for evaluation of posts namely:

- A new position has been created.
- Significant changes to the job content of an established position.
- A group of positions are re-organised or the impact of possible re-organisation on jobs and incumbents is being explored.

The Dalhousie University's approach provides a foundation to manage requests for job evaluation. In the absence of a clear guideline to how to manage requests for a job evaluation the result could be chaotic, as all employees may request their posts be evaluated. The evaluation of posts has costs implications, which could dramatically increase if all the employees demand that their posts be evaluated.

The Milkovich and Newman Model (1996: 181) illustrates that the evaluation process commence with the employee or supervisor compiling a job description assuming that the request is justifiable. The City of Johannesburg (City of Johannesburg, 2006: 1) in South Africa states that the job evaluation process is triggered by either major restructuring, job content increases/decrease or a newly created post. This means that a job description has to be compiled due to one or more of the above-mentioned reasons. The job evaluation request at the City of Johannesburg (City of Johannesburg, 2006: 1) may be initiated by either the employee, line manager/supervisor or an employee representative or the management in the event of major restructuring. At the Lincolnshire Hospitals (Lincolnshire Hospitals, 2006: 1) in the United Kingdom it is the responsibility of the line manager to draft the job description. The initiation of the process of job evaluation is based on changing circumstances which subsequently give rise to the request for a post to be job evaluated.

Pritchard and Murlis (1992: 31) points out that one of the criticisms of the traditional job evaluation programmes is the lengthy and repetitious job description. However, they do point out that justice must be done to the post since omitted information could affect the final rating of the job. The focus of job evaluation is to determine the "worth" of the post. Complete and detailed information about the content of a post is therefore imperative. The problem with this approach is to determine how much is enough information, which can be time consuming. At Houston Community College in the United States of America (USA) job descriptions are one of the primary documents used when evaluating posts (Houston Community College, 2007: 1). They consider job descriptions as a valuable source of information that reflects the nature and level of work being performed.

The second step in Milkovich and Newman's Model (1996: 181) is that the employee submits the job description to the supervisor/line manager for approval. The purpose of this step is to verify the information in the job description. The supervisor/manager approves the job description after deliberations with the employee and if necessary, amendments thereof. The Alberta Government Service in Canada implemented the Management Job Evaluation Plan (MJEP) during 1995 (Government of Alberta, 2006: 1). The employee or the supervisor may initiate the process for the evaluation of a post. The employee and supervisor are required to complete a standard questionnaire to obtain information about the job, which must be signed by both the employee and supervisor. At Dallas County Community College in the USA (Dallas County Community College, 2004: 2) it is also required to complete a questionnaire as well as the signature of employee and supervisor/line manager. The purpose of this is to ensure that the content of the job description and questionnaire is truthful as well as to prevent change to the content during the process.

At Houston Community College in the USA approval to conduct a job evaluation must be granted by the appropriate authority before the process could commence (Houston Community College, 2007: 1). Once the approval is granted a "Hiring Manager" prepares the necessary documentation and forwards it to the human resource department. The human resource department examines the documentation to ensure that sufficient information is provided to conduct the job evaluation. The City of Johannesburg in South Africa (City of Johannesburg, 2006: 3) also subjects requests for job evaluation to approval by the Human Resource Manager and second line managers. The Human Resource Manager and second line managers determine the merit of the request to decide on the matter. If approval is granted the case is presented to the grading committee.

The third step of the Model is the actual evaluation of the job. The internal procedure of every organisation will determine exactly how this step will be managed. Some organisations rate a job after receiving a job description without any further interviews with post holders or supervisors as in the case of the City of Johannesburg (City of Johannesburg, 2006: 3) and at the Alberta Government Service (Government of Alberta, 2006: 2). This approach requires detailed job descriptions reflecting every aspect of the job. On the other hand, organisations like the University of Otago in

New Zealand request interviews with the post holder and/or the supervisor to obtain additional information (University of Otago, 2004: 2). The human resources department does a preliminary job evaluation and the results are forwarded to job evaluation committee members. At Houston Community College in the USA the information gathering process is not limited to interviews, but may also include observation of the incumbent of the post as well as market pricing survey data (Houston Community College, 2007: 2). Observation of the incumbent may bring to the surface aspects that were not mentioned during the interview. Market pricing survey data provide insight into the "worth" of the same or similar posts in other organisations.

The fourth step in the Model involves the compensation department. This is commonly known as the job evaluation committee/panel. Much has been said about the Job Evaluation Panel on its composition in terms of who should be members, its role and objectives. In some organisations the Job Evaluation Panel is the body that makes the final decision on the grading of the job, while at other organisations as proposed in the Model the Job Evaluation Panel makes recommendations to a higher authority that makes the final decision. According to Milkovich and Newman (1996: 185) the decision to have a higher authority to make the final decision is unique to every organisation and that it is most present in the public sector.

At York University in Canada panel members are provided with the preliminary job evaluation results in advance to allow preparation before the panel meeting (York University, 2005: 2). According to Armstrong and Murlis (2004: 143) the documentation should be sent to the Job Evaluation Panel members at least one week prior to the scheduled job evaluation meeting. During Job Evaluation Panel meetings, debate takes place as in the case of the University of Otago in Canada which could change the initial ratings by the human resource department (University of Otago, 2004: 1). The Job Evaluation Panel allows for in-depth analysis by the group to ensure consistency in the grading of posts.

The human resource department plays a vital role at panel meetings. It is responsible for recording discussions and the recommendations of the Job Evaluation Panel. Employees or supervisors/managers or employee organisations may appeal the

decision of the job evaluation. The proceedings and recommendations of the Job Evaluation Panel therefore become vital when questioned.

Some organisations' Job Evaluation Panel has the authority to make a final decision on the grading of a post. At the City of Johannesburg (City of Johannesburg, 2006: 2) the Job Evaluation Panel has the authority to make the final decision. Once consensus is reached amongst panel members, the results are confirmed and communicated to the human resource department to finalise the matter (City of Johannesburg, 2006: 2). In the event of the Job Evaluation Panel being in an advisory capacity the documentation will be sent to the compensation committee, as reflected in the Model that will make the final decision. At Houston Community College in the USA the human resource department after completion of the job evaluation process forwards the findings to the "Hiring Manager" to make the final decision (Houston Community College, 2007: 2). If a dialogue between the human resource department and the "Hiring Manager" is required, a meeting is scheduled to confirm the results. In the event of some unresolved issues the matter is reverted back for further analysis. Once the unresolved issue has been addressed the "Hiring Manager" makes a final decision.

The human resource department has the administrative responsibility in the job evaluation function. At the City of Johannesburg the human resource department is responsible for notifying the employee or supervisor/manager or employee organisation of the final decision and maintain/update the job evaluation register (City of Johannesburg, 2006: 2). The notification also includes the appeals procedures in the event of a disagreement on the results.

2.10   Summary

This chapter explained and enlightened the understanding of the concept of job evaluation. It commenced with a brief overview of the origin of job evaluation as well as its role within the human resource milieu and compensation management system and, the main job evaluation methods used, as well as contemporary job evaluation programmes and lastly examples on the process of evaluating jobs globally.

Job evaluation is a management tool. The application of job evaluation methodology provides a defensible foundation within which organisations may develop pay structures to enhance and ensure internal equity. Scholars of job evaluation agree that there is no such thing as a scientific job evaluation programme, because decisions at the end of the process are based on human subjectivity. What they do agree upon is that job evaluation uses scientific principles and processes to provide the consistent application.

There is no one job evaluation programme that meets the requirements of all organisations. Organisations must ascertain their needs before selecting and implementing a job evaluation programme. Job evaluation programmes range from fairly easy programmes – simple ranking – to complex ones like the factor comparison and point-factor rating. Management and employees should feel comfortable with a particular job evaluation programme when selecting and implementing it.

Milkovich and Newman provide a general job evaluation process Model identifying the main phases of the job evaluation process. Their five phase Model commences with the initiation and preparation phases followed by the job evaluation committee meeting doing the analysis and comparisons of the post(s) in question. The next phase is the recommendation by the compensation department to the compensation committee who makes a final decision on the grading of the post and ends the process.

CHAPTER THREE

LEGISLATIVE FRAMEWORK AND THE CURRENT ORGANISATIONAL ARRANGEMENTS IN RESPECT TO JOB EVALUATION IN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

3.1   Introduction

The previous chapter provided the theoretical framework in respect of the nature, evolution and underlying concepts of job evaluation. It further described the main programmes and methods of job evaluation and explored the general process of evaluating jobs within organisations globally. This chapter will commence with a historic overview of the compensation management system within the Public Service of the Republic of South Africa since the early 1980s. This will be followed by an explanation of the relevant legislation, regulations, White Papers and the new public management framework that governs the post 1994 compensation management approach and subsequently the direct impact on the job evaluation function. The roles and responsibilities of key role players in terms of the job evaluation function are highlighted.

3.2   Historic Overview

Before exploring the current legislation applicable to job evaluation, the researcher regards a historic overview of the pre-1994 compensation management approach of the Public Service of the Republic of South Africa as appropriate for purposes of understanding. The South African Government structure before 1994 consisted of central, provincial and local governments, the six self-governing territories as well as the TBVC states (Transkei, Bophuthatswana, Venda and Ciskei) (Du Toit and Van der Waldt, 1999: 196). According to them the six self-governing territories and the TBVC states obtained independence in terms of the National States Constitution Act, (Act No. 21 of 1971). The independent states had their own government structures, but could not obtain international independent status. For the purpose of this historic

overview "Public Service" will refer to the Public Service of the Republic of South Africa, excluding the self-governing territories and TBVC states.

The apartheid Government created a South African Public Service (hereafter Public Service), which discriminated against non-white South African citizens socially and economically, to name only two (White Paper on the Transformation of the Public Service, 1995). The said White Paper stated that economical discrimination in the Public Service was characterised by unusual high pay differences between the highest and lowest ranks and similarly in terms of benefits. Predominantly the higher paid ranks were reserved for and occupied by white males, and the lower ranks occupied by non-whites (Africans, Coloureds and Indians), especially black and coloured women. The White Paper on Transformation of the Public Service, 1995 marked the beginning of the envisaged on-going process of transformation and reform of issues like human resource development, training, employment conditions and labour relations in the Public Service.

During the early 1980s an approach to determine remuneration policy was implemented in the Public Service. The former Office of the Commission for Administration was mandated to develop; implement and co-ordinate this new approach (Kastner, 1985: 25). The approach was based on occupational differentiation. Occupational differentiation is defined by Kastner (1985: 25) as the differentiation between occupational groups in terms of aspects which included organisational structure, establishment structure, race, gender, employment conditions and job content based on the characteristics and demands of each occupational group. According to him the intention of the approach was to give recognition to the characteristics and demands of each occupational group to determine a market related and competitive salary package to ensure adequate and competent personnel for the Public Service.

The approach required that the different occupational classes in the Public Service be determined. Van der Merwe (1985: 30) stated that the Office of the Commission for Administration determined that the Public Service required approximately 500 occupational groups to fulfill its mandate. It ranged from unskilled labour to highly qualified and scarce skilled personnel. Based on these 500 occupational classes the

Office of the Commission for Administration conducted research and compiled manuals for these different occupational classes. These manuals according to Van der Merwe (1985: 31) could be used for career paths of individuals within the different occupational classes. They contained information which included job specifications, worker specifications and employment elements. These manuals became know as the Personnel Administration Standards (PAS).

The Public Service used 322 PAS and it attempted to ensure equal pay for equal work by imposing uniform job descriptions by occupation across the Public Service (Department of Public Service and Administration (DPSA), 1999a: 15)). National and provincial departments had to slot every post according to occupational class, into the appropriate PAS. An amendment to any PAS by a department had to be negotiated centrally (DPSA, 1999a: 3). This caused delays in re-organising work.

The PAS over-emphasised specific formal qualifications and neglected other factors of competency, such as experience outside the public sector, alternative qualifications, or informal training (DPSA, 1999a: 3). The afore-mentioned resulted in the exclusion of competent people from Public Service employment, limited career paths for lower level employees and promotional opportunities for most of these lower salary level employees were almost non-existent.

To overcome the hurdle of over centralisation in terms of remuneration in the Public Service, amendments to the Public Service Regulations were promulgated during 1997 and 1998 (DPSA, 1999a: 3). One of the amendments to the Public Service Regulations was the control of work organisation that was shifted from the Public Service Commission, who was the guardian of the PAS system, to executive authorities. This shift had left the PAS as a centralised driven system totally incompatible with the new legislative framework of deconcentration. Sayer (as cited in Yuliani, 2004: 3) defines deconcentration as the process by which the agents of central government control are relocated and geographically dispersed. It therefore means that in the case of the Public Service, executive authorities have decision-making powers on certain matters which were previously taken by the National Government.

3.3 The broad mandate that underpins the Human Resource Management (includes job evaluation function)

The previous Chapter has shown that job evaluation is part of the human resource management discipline. In the Public Service, human resource management is executed within a legislative framework and certain directives. The legislative framework and directives in the Republic of South Africa that impact on human resource management in the Public Service is reflected in Table 3.1 below:

Table 3.1 The Legislative Framework that Impacts on the Human Resource Management Function

Legislation and Directive	Reference
1. The Constitution of the Republic of South Africa, 1996	No. 108 of 1996
2. The Public Service Act, 1994 (as amended)	No. 103 of 1994
3. The Public Service Regulations, 2001 (as amended)	

The legislation and regulations that impact human resource management and therefore by implication the job evaluation function, are subsequently explained.

3.3.1 The Constitution of the Republic of South Africa, 1996 (No. 108 of 1996)

The Constitution of the Republic of South Africa, 1996 (No. 108 of 1996), (hereafter referred to as the "Constitution") is the sovereign law of the Republic of South Africa and is above any other South African law. The Constitution contains broad guidelines that direct and govern the South African Public Administration. Chapter 10, Section 195 (1) of the Constitution outlines the basic values and principles that governs South African Public Administration. The values and principles that the South African Public Administration should adhere to are reflected in Table 3.2.

Table 3.2: Values and Principles the South African Public Administration Must Adhere to

Constitution	Values and Principles
Section 195 (1)	(a) Democratic values and principles should govern the South African Public Administration. (b) High standard of professional ethics should be promoted and maintained. (c) Efficient, economic and effective use of resources should be promoted. (d) The South African Public Administration should be developmental – oriented. (e) Services should be provided impartially, fairly, equitably and without bias. (f) The South African Public Administration should respond to the needs of the people. (g) The public should be encouraged to participate in the policy-making process of the South African Public Administration. (h) Public administration should be accountable. (i) Good human resource management and career – development practices, to maximize human potential, should be cultivated.

Sourced: Constitution of the Republic of South Africa, 1996

For the purpose of this study, Section 195(1)(i) is important. This Section requires that good human resource management and career-development practices be applied within the South African Public Administration. The Constitution requires that within the legislative framework of deconcentration human resource matters be dealt with within the prescribed values and principles. Derived from this, the Constitution mandates that the Public Service must ensure a "good" job evaluation programme that is implemented and maintained to grade posts impartially, fairly, equitably and without bias.

3.3.2 Public Service Act, 1994 as amended (No. 103 of 1994)

The Public Service Act, 1994 as amended (No 103 of 1994), gives impetus to the values and principles outlined in the Constitution to ensure the execution of policies of the government. The purpose of this Legislation is to provide, among others, for

the organisation and administration of the Public Service and the regulation of the conditions of employment.

In terms of human resource management and by implication the job evaluation function, the Public Service Act, 1994 (as amended) assigns certain responsibilities to three relevant role players namely, the Minister for Public Service and Administration, executive authorities and the Director-General (in context of the Administrative Head of a Provincial Administration). The responsibilities of the identified role players include the following:

3.3.2.1 The responsibilities of the Minister for Public Service and Administration (in terms of the Public Service Act, 1994, (as amended))

In terms of Section 3(2)(a) of the Act, the Minister is responsible for:

- The functions of, and organisational arrangements in, the South African Public Service.

- Employment and other personnel practices, including the promotion of broad representation as well as human resource management.

- The salaries and other conditions of service of employees.

3.3.2.2 The responsibilities of the Executive Authority (in terms of the Public Service Act, 1994, (as amended))

Section 3(5)(b) assigns powers and duties to an executive authority with regard to human resource management regarding:

- The post establishment of that office or department, including the creation, grading and abolition of posts and the provisioning for the employment of persons additional to the fixed establishment where the class of work is of temporary nature.

- The recruitment, performance management, promotion, transfer, discharge and other career incidents of officers and employees of that office or department, including any other matters which relate to such officers and employees in their individual capacities.

3.3.2.3 The responsibilities of the Director-General (in context of a Provincial Administration)

According to Section 7 (3) (c) (iii), Chapter III of the Public Service Act, 1994 (as amended) the Director-General, as administrative head of a Provincial Administration, is entrusted or assigned with specific responsibilities and duties. The Director–General is responsible for giving strategic direction in terms of the following human resource management aspects:

- The functions of, and organisational arrangements in, a Provincial Administration.

- Employment and other personnel practices, including the promotion of broad representation as well as human resource management.

- The salaries and other conditions of service of officers and employees.

- Labour relations in his/her Public Administration.

However, in terms of Section 7 (3) (d) of the Public Service Act, 1994 (as amended), the Director-General, as the administrative head of a Provincial Administration, shall in respect of a provincial department exercise no power or perform no duty which is entrusted or assigned by or under the Public Service Act, 1994, (as amended) or any other law to the head of a provincial department. The Director-General's role in this regard is co-ordination to ensure internal consistency in the Provincial Administration in terms of the job evaluation function.

3.3.3   The Public Service Regulations, 2001 (as amended)

The Public Service Regulations (PSR), 2001, (as amended) give effect to the Public Service Act, 1994 (as amended), by allocating specific responsibilities to the Minister for Public Service and Administration and executive authorities. The Public Service Regulations, 2001, (as amended) provide more detailed information of the human resource management function with specific reference to job evaluation. Parts III and IV of the Public Service Regulations, 2001, (as amended) address the latter and state that to ensure that work of equal value is remunerated equally the Public Service shall increasingly use job evaluation. The purpose of job evaluation in terms of Part IV (A) is (a) to assist in achieving cost-effective work organisation and (b) to determine appropriate remuneration. The responsibilities of the said role players are subsequently explained.

3.3.3.1   The responsibilities of the Minister for Public Service and Administration (in terms of the Public Service Regulations, 2001, (as amended))

The responsibilities of the Minister for Public Service and Administration are obligatory and discretionary in nature in terms of Part IV B.1 and B.2 of the Public Service Regulations, 2001, (as amended) respectively.

Part IV B.1 states that the Minister shall determine:

- A job evaluation programme or programmes that will be utilised in the Public Service.

- A range of job weights derived from the job evaluation programme or programmes for each salary range in a salary scale.

- A job category that an executive authority must evaluate.

- Part IV B.2 states that the Minister may:

- Review the application of job evaluation in the Public Service.

- Issue directives on the application of the job evaluation programme or programmes.

- Evaluate any job.

- Direct a department to take measures to enhance the quality of the programme, including the re-evaluation of jobs, the restructuring of the component responsible for job evaluation and/or further training of employees responsible for job evaluation in the department.

The Department of Public Service and Administration (DPSA), of which the Minister for Public Service and Administration is the executive authority, is responsible for the transformation of the Public Service with the intent of increasing effectiveness and improve governance. It acts as the custodian of public management frameworks, performance management, knowledge management and service delivery improvement. The co-ordination of all aspects relating to job evaluation in the Public Service falls within the ambit of the public management frameworks and is therefore of paramount importance. DPSA advises the Minister for the Public Service and Administration on all job evaluation matters, which include the general process of evaluating jobs within the Public Service. Should any problematic areas be identified in the process the Minister may make changes to address such problematic areas through appropriate interventions.

3.3.3.2   The responsibilities of the Executive Authority (in terms of the Public Service Regulations, 2001, (as amended))

The responsibilities assigned to the executive authority are also obligatory and discretionary in nature on how he/she may deal with matters on job evaluation. Executive authorities are-

Obligated to:

- Evaluate –

> ➢ Newly defined jobs (PSR III B.2(b) and III F.1 (b)); and

> ➢ Vacant posts on grade 9 or higher (PSR III F.1(c)).

> ➢ Take the results of job evaluation, where available, into account in determining an employee's salary (PSR I A.2(d)).

Allowed to:

- Evaluate or re-evaluate any existing job in his/her department (PSR IV B.3).

- Upgrade an existing post provided that the job evaluation programme indicates that the post is under graded (PSR V C.5(a)) or that the job weight applies to more than one salary range (PSR V C.2) and that the department's current budget and medium-term expenditure framework provide sufficient funds (PSR V C.5(b)).

- Downgrade an existing post after it has been evaluated, provided that he or she has 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.(a)(ii)).

The legislative framework and directives provide for a solid foundation for the governance of the job evaluation function by assigning responsibilities to political and administrative heads at the national and provincial spheres of government. It creates a state of equilibrium between the various role-players and enables the Minister for Public Service and Administration to intervene in the event of inconsistent application of the job evaluation programme as well as inconsistent post grading levels. The Department of Public Service and Administration's role as the national co-ordinator of the job evaluation process as well as the guardian of the job evaluation programme is paramount to protect the integrity of both the process and programme (DPSA, 1999b: 43).

3.4 **Implementation of the EQUATE Job Evaluation Programme to grade posts in the South African Public Service**

Derived from the legislative responsibility the Minister for Public Service and Administration determined in terms of Part IV B. of the Public Service Regulations, 2001 (as amended) that a customised version of the EQUATE job evaluation programme be used in the Public Service (DPSA, 1999b: 9). It further states that the EQUATE job evaluation programme was customised by KPMG, an international firm of management consultants, to cater for the needs and circumstances of the entire Public Service (national and provincial spheres). During 1996/97 DPSA and KPMG embarked on an exercise to evaluate most of the posts in terms of an occupational class and all the different grade levels. This process was used to test and ascertain the validity of the customised EQUATE job evaluation programme.

The EQUATE job evaluation programme is an analytical job evaluation method. It compares different posts against the same scale and considers job elements or factors. The EQUATE job evaluation programme consists of two parts, namely, the job analysis questionnaire and the EQUATE computer software. As an analytical method it requires detail about a job. The job analysis questionnaire is therefore important as it provides detail about the tasks, duties and responsibilities of a job.

The EQUATE job evaluation programme considers five factors to evaluate all posts (DPSA, 1999b: 9) which are:

- **Responsibility**

  This factor considers the resources (human, finance and equipment) for which the post holder is responsible. It takes into account the (direct and indirect) personnel for which a post holder is responsible as well as the financial delegations (budget holder, programme manager or responsibility manager). It further considers the scale and nature of the resources as well as the degree of autonomy and authority the post holder has to manage and

the impact of the post. The impact of a post holder's responsibility may, to a certain degree, be on the operations of other components within the department or other provincial/national departments, local government departments or non-governmental institutions.

- **Thinking Demands**

  This factor assesses the complexity of the work and measure the requirement to analyse and evaluate information in order to formulate decisions, ideas and judgements. This factor, for example, takes into account that the cognitive demand of a registry clerk is not the same compared to a medical practitioner in terms of decisions that have to be made or judgement calls.

- **Communication and Contacts**

  The element of communication and contacts looks at the post holder's level of contact with people inside and outside the Public Service. It further takes into account the purpose and frequency of the contacts as well as the type and complexity of the information.

- **Knowledge**

  This factor considers the knowledge required to fulfill the post's responsibilities. This includes aspects like the range of knowledge, formal qualifications (if applicable), skills and experience.

- **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.

The EQUATE job evaluation factors were designed to enable provincial and national departments to evaluate all the different occupational classes in the Public Service consistently and fairly. The DPSA has the responsibility to co-ordinate the job evaluation programme and process it nationally to ensure the required consistency and fairness. South Africa has national departments as well as nine Provincial Administrations consisting of various provincial departments. Some occupational classes are present in more than one provincial and/or national department. Although executive authorities have the mandate to determine salary grading it should also be in line with the broader Public Service.

DPSA has the responsibility to facilitate and co-ordinate this process to ensure at broad internal consistency, with specific reference to transversal occupational categories. DPSA in collaboration with the relevant national and provincial departments embark on a process to determine the salary grading of such posts. An example of such an occupational group is social workers. Social workers are on the establishments of the Departments of Health, Social Development and Education. These departments, in collaboration with DPSA, are responsible for compiling what is referred to as a baseline job description for the different levels of social workers, i.e. junior, senior and chief social workers. A baseline job description is the job which is used as a standard against which other similar post will be compared (Livy, 1975: 54). In the case of the social workers baseline, job descriptions will be compiled for junior, senior and chief social workers. Once the departments are in agreement about the baseline job description all representatives will sign it and the job evaluation process can commence under the auspice of DPSA. Once the interviews have been conducted and the data captured, it is presented to a Job Evaluation Panel that will make a final recommendation to the Minister for Public Service and Administration. The compilation of a Job Evaluation Panel will be explained in paragraph 3.7 – step 4. The Minister for Public Service and Administration approves or rejects the recommendation.

The above-mentioned process does not deprive an executive authority from his/her responsibilities in terms of the grading of posts. It is merely one of the mechanisms that are used in the Public Service to enhance internal consistency and to provide guidance to departments when posts in a similar occupational class are evaluated.

The afore-mentioned process provides a baseline or generic job description for social workers at different levels. However, the value of the job evaluation programme comes to the fore when unique situations within the occupational class arise. The following example will illustrate the value contribution of the job evaluation programme. Social worker X's workplace is in an urban area while social worker Y's workplace is in a rural area. Social worker X is performing the tasks as per the baseline job description. Social worker Y performs the tasks as per the baseline job description as well as additional tasks which might be performed by managers due to personnel shortage. A comparative analysis will highlight that social worker Y has more responsibilities then social worker X. The EQUATE job evaluation programme takes into account the additional responsibilities to ascertain the relative "worth" of the post. However, in the event where both social workers are performing the same tasks whether they are stationed in urban and rural areas respectively the relative "worth" of the posts will be the same.

3.5 Implementation of the EQUATE Job Evaluation Programme by the Provincial Government of the Western Cape

On 1 August 2001 the EQUATE job evaluation programme was officially implemented by the PGWC. At the time a central job evaluation unit was created within the Directorate Organisation Development Interventions (hereafter Directorate: ODI) within the Department of the Premier. As a new function in the Public Service at the time the emphasis was on standardising the job evaluation practice. Smith and Cronje (2002: 195) state that the purpose of standardising is to develop a certain level of conformity. The Directorate's responsibility in terms of job evaluation includes policy development, co-ordination of the job evaluation process and training, conducting of job evaluations and presentation of results to Job Evaluation Panels. Organisation development practitioners of the Directorate: ODI and two human resource practitioners per provincial department were initially trained by DPSA as job analysts in the EQUATE job evaluation programme. The purpose of the human resource practitioners was primarily to execute administrative tasks relating to job evaluation in their respective departments. Although the job evaluation function was placed in the Directorate: ODI provincial departments established their own Job Evaluation Panels. The Directorate: ODI facilitated the training of Job Evaluation

Panel members by DPSA. To enlighten the understanding of the organisational placement of the job evaluation function within the macro structure of the PGWC and subsequently the Department of the Premier the following organisational structure is provided.

Figure 3.1: Organisational Placement of the Job Evaluation Function within the Provincial Government of the Western Cape
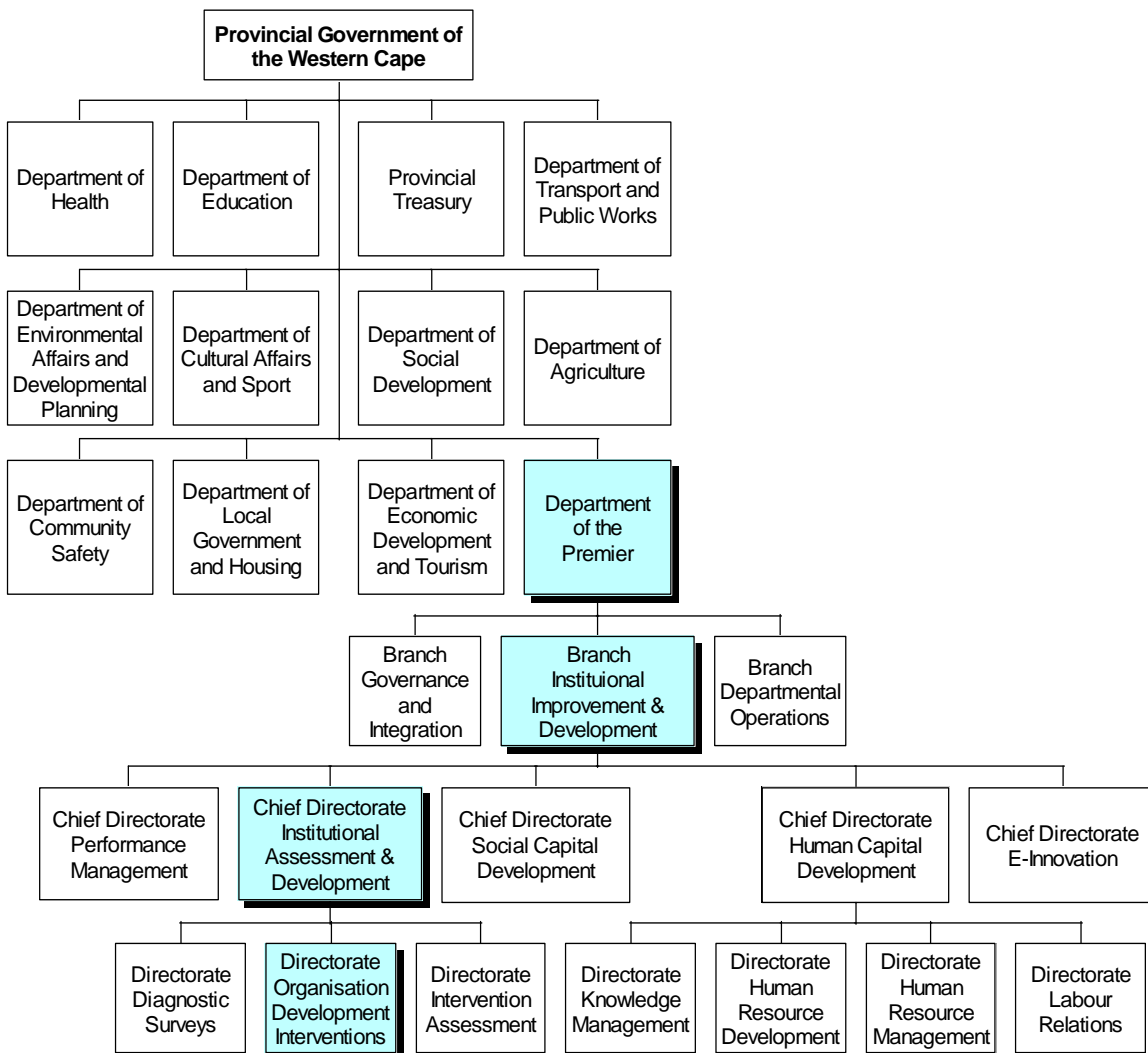
Sourced: Adapted from Provincial Government of the Western Cape, 2005: 32

During 2005/06 the Department of the Premier was restructured, which impacted on the management of the job evaluation function. The restructuring process separated the policy development responsibility of job evaluation and placed it within the Directorate Human Resource Management (HRM) in the Department of the Premier. The Directorate HRM develops the provincial job evaluation policy in line with national

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policy. The Directorate: ODI remains responsible for all other aspects relating to job evaluation with the exclusion of policy development.

3.6   Organisational arrangements of the Job Evaluation function within Directorate: ODI

The Directorate: ODI renders a comprehensive organisation development service to the twelve (12) provincial departments of the Provincial Government of the Western Cape (PGWC) which includes the Department of the Premier (Provincial Government of the Western Cape, 2005: 40). The job evaluation function forms part of this comprehensive service. In order to render the job evaluation service, organisation development practitioners, who are also trained job analysts, are allocated to specific provincial departments. The allocation is reflected in the Table 3.3:

Table 3.3: Current Human Resource Allocation per Organisation Development Intervention Team per Provincial Department

Department	ODI Team Arrangements			Total
	Deputy Director	Chief Organisation Development Practitioner	Organisation Development Practitioner	
Health	1	2	4	7
Social Development				
Cultural Affairs and Sport	1	1	1	3
Economic Development and Tourism				
Transport and Public Works			1	
Agriculture	1	1	1	5
Community Safety			1	
Local Government and Housing			1	
Environmental Affairs and Developmental Planning	1		1	3
Education	1	2	3	6
Premier	1 (Transversal)	1	1	3
Provincial Treasury				
TOTAL				**27**

A Deputy Director is assigned to one or more provincial departments. The above Table reflects the Deputy Director allocation per provincial department clustering. The Deputy Director is the point of entry between the Directorate: ODI and the specific provincial department. Chief organisation development practitioners and organisation development practitioners assist the Deputy Director in rendering a comprehensive organisation development service, which includes job evaluation.

The Directorate: ODI has certain responsibilities in terms of the job evaluation function. These responsibilities are the following:

- Safekeeping of the EQUATE software.
- Registration of all job evaluation requests and cases.
- Quality assurance of job evaluation case prior to presentation to job evaluation panels.
- Development and maintenance of a database on job evaluation cases and results.
- Guardian of the job evaluation process in the Province.
- Conducting of job evaluations.

As stated above, Directorate: ODI acts as the guardian as well as executor of the job evaluation process in the PGWC. The Directorate's responsibility is to co-ordinate all job evaluation related aspects in the PGWC to ensure internal consistency. The consistent application of the process is therefore of the utmost importance. The next paragraph will explain the process of evaluating a post in the PGWC to obtain a more in-depth understanding.

3.7   The Process of Evaluating Posts in the PGWC

As stated previously the EQUATE job evaluation programme is a national system which is applicable to all national and provincial government departments. To enhance consistency in terms of the application of job evaluation the Department of Public Service and Administration developed a general guideline for the process of evaluating jobs. An overview of the general job evaluation process is reflected in Figure 3.2:

[Type text]

Figure 3.2: General Job Evaluation Process presented by DPSA
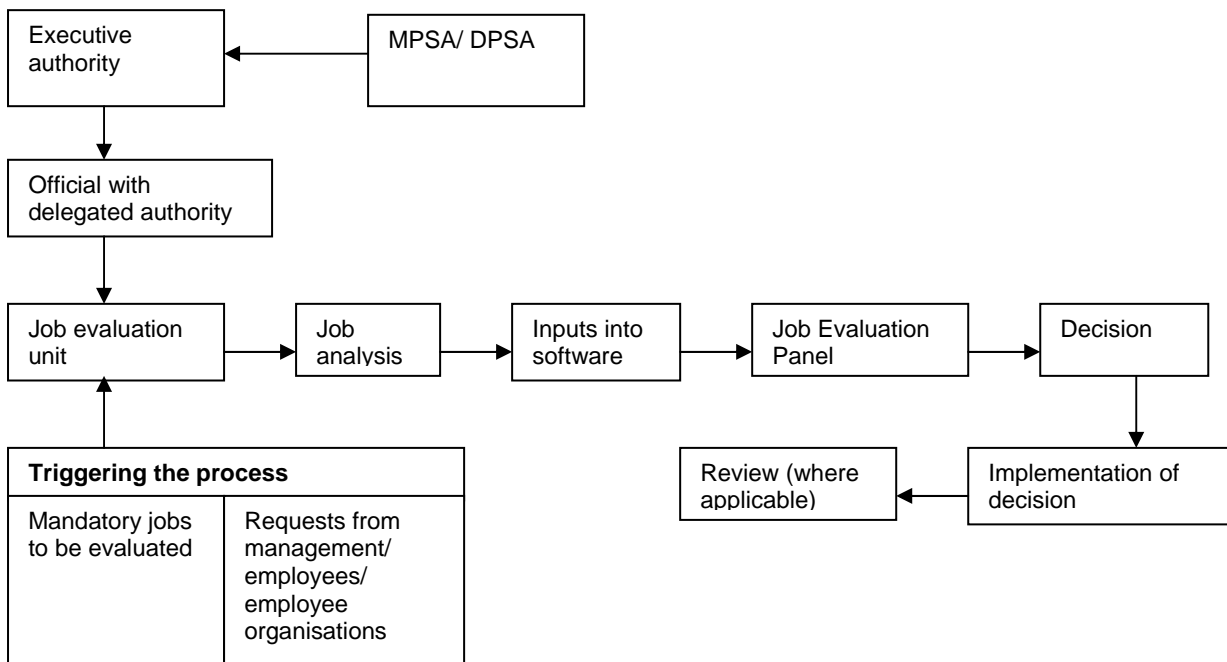
Sourced: DPSA,1999b: 12

Figure 3.2 reflects an overview of the general job evaluation process. From Figure 3.2
it is evident that the need for job evaluation is triggered by one of two sources. Firstly,
mandatory jobs and secondly requests from management or employees or employee
organisations. Mandatory jobs are all newly created and vacant posts from salary
levels 9 – 16. Requests for job evaluation by management, employees or employee
organisations are generally for filled posts ranging from salary levels 1 – 16, but could
also be vacant posts. The requests for job evaluation due to the former could be due
to significant changes (more than 30%) of the key responsibility areas of a post.

Every provincial government has the prerogative of customising the job evaluation
process to meet their specific needs. The detailed job evaluation process as
implemented by the PGWC is subsequently described (A schematic diagram of the
current process is attached as Annexure B). To simplify the explanation of the
process the Provincial Department of Health will be used as the example for easier
explanation and understanding.

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Step 1: Request for job evaluation of a post

Requests for job evaluation can originate from two sources. Firstly, a request can be initiated by a provincial department for the above-mentioned reasons (see Figure 3.2: triggering the process) and secondly, by an organisation development practitioner who created the new posts as a result of an organisation development intervention. In the case of the former the provincial department completes the prescribed questionnaire, attaches the supporting documents (job descriptions, motivation by supervisor/manager) and obtains approval from the executive or delegated authority for the post to be job evaluated. This administrative process has a dual purpose: firstly, to ensure that authorisation is granted by the executive or delegated authority and secondly to ensure that all relevant documentation accompanies the request. The duration of time for obtaining approval to conduct a job evaluation differs from department to department. It ranges from 5 working days to 15 working days depending, among others on the availability of executive or delegated authorities as well as other signatories. After approval is obtained the human resource manager sends the request to the Directorate: ODI. The human resource managers of the provincial departments must keep record of all requests for job evaluation forwarded to the Directorate: ODI.

Step 2: Registration and Job Evaluation Interview

At receipt of the request for job evaluation from the Department of Health, the Director: ODI sends the request to the Deputy Director responsible for the Department of Health. He/she forwards the documentation to the Deputy Director: Transversal for registration. The case is registered on the EQUATE job evaluation programme which automatically awards a unique identity number. The Deputy Director: Transversal is the only person who is authorised to register cases on the EQUATE job evaluation programme in the Directorate: ODI. The documentation is sent back to the Deputy Director: Health who assigns the case to an organisation development practitioner within the health team. No letter of acknowledgement of the receipt of the request is sent to the client department or when the case will be presented at the departmental Job Evaluation Panel. As stated in Step 1, organisation development practitioners can also initiate requests for job evaluation.

The internal requests as a result of an organisation development intervention are also forwarded to the Deputy Director: Transversal for registration. In such cases the specific organisation development practitioner is responsible for conducting the job evaluation.

The organisation development practitioner assigned for the job evaluation is responsible for administrative arrangements which include the interview. Currently, no service level agreement exists between Directorate: ODI and client departments in terms of availing officials for job evaluation interviews. Organisation development practitioners have to wait until the person with whom the interview has to be conducted is available. The organisation development practitioner conducts the interview with the incumbent of the post and the supervisor/manager in the case of a filled post within the provincial department. In the event of a vacant post the interview is conducted with the supervisor/manager or any designated person.

Conducting a job evaluation requires that all information with specific reference to the job description is accurate and that it reflect the correct key responsibility areas of the post. A common problem that occurs is that in some cases the job description does not contain all the key responsibilities of the post. The organisation development practitioner has to withdraw from the interview to discuss the matter with the relevant supervisor/manager of the post to bring about the necessary changes before continuing with the interview. A prescribed job analysis questionnaire of 32 pages is completed during the interview, which is kept for record purposes in the event of enquiries. This questionnaire is completed for every post whether it is a post of a cleaner or a director-general. The duration of the interview is approximately two to three hours per job evaluation case.

The Directorate: ODI adopted the "cluster principle" for conducting job evaluation. This principle requires that the organisation development practitioner also take into consideration the job description of the immediate supervisor to the post as well as all other posts on the same level within the cluster. Figure 3.3 explains the application of the principle:

[Type text]

Figure 3.3: "Cluster Principle" in terms of Job Evaluation
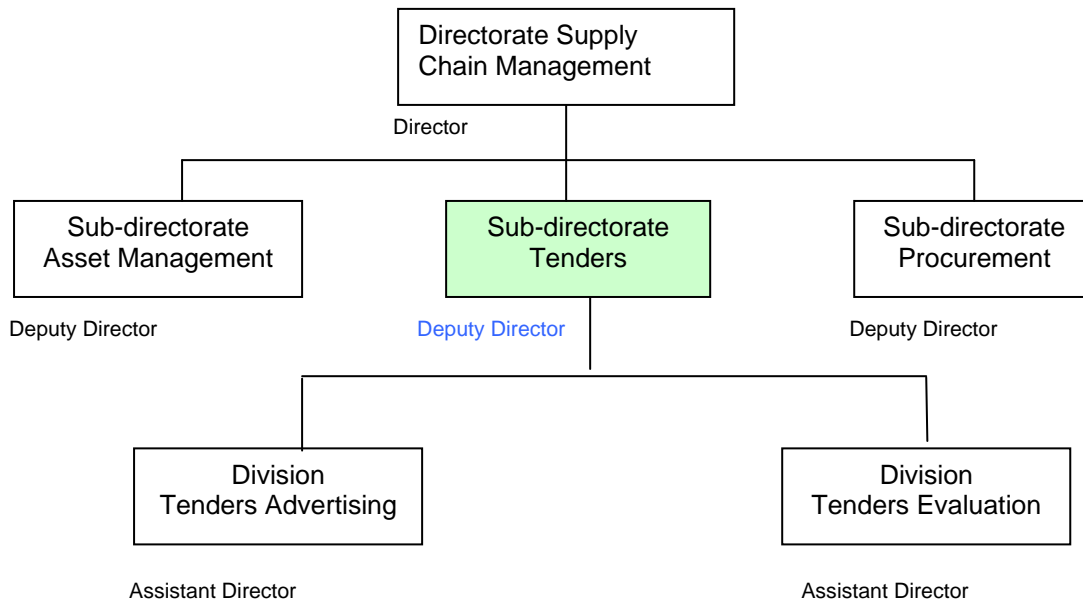
In the example the post of Deputy Director: Tenders is subjected to job evaluation. In terms of the "cluster principle" interviews should also be conducted with the Director: Supply Chain Management and the Deputy Directors: Asset Management and Procurement respectively. The interviews with the Deputy Directors are for comparative purposes; while the interview with the Director is for confirmation of information obtained during the interview with the Deputy Director: Tenders. Despite the fact that the Directorate: ODI has adopted the "cluster principle" approach, this application is inconsistent due to the availability of officials which could cause further delays in finalising the job evaluation request.

Step 3: Data Capturing and Quality Assurance

Once the interview has been conducted and the information verified the organisation development practitioner captures the information onto the EQUATE software. The data-capturing phase takes approximately an hour to an hour and a half depending on the type of post being evaluated. The organisation development practitioner prepares the relevant reports for the Deputy Director: Health. The organisation development practitioner presents the preliminary results to the Deputy Director: Health who conducts the first quality assurance check. A second quality assurance check is done by an internal screening committee within the Directorate: ODI which is

scheduled once a week. The screening committee has an advisory function but no enforcement authority. The screening committee consists of the six Deputy Directors within the Directorate: ODI. Once the screening panel is satisfied with the preliminary grading results the organisation development practitioner prepares the reports necessary for presentation to the departmental Job Evaluation Panel. The Deputy Director: Transversal signs the relevant documentation and sends the documentation to every departmental panel member for preparation.

Step 4: Presentation to Job Evaluation Panel

The Department of Public Service and Administration (DPSA) regards the Job Evaluation Panel as the most important quality assurance mechanism in a job evaluation process and urges every department (national and provincial departments) to establish such a panel. Each department (national and provincial) may determine the composition of the departmental Job Evaluation Panel. DPSA provides a guideline for the composition of such a panel and includes the following (DPSA, 1999b: 30):

- Chairperson (must at least be one rank higher then the post being job evaluated).
- Representative(s) from the relevant staff functions components (human resources, finance or labour relations).
- Representative(s) from senior management (Director level and higher).
- Representative(s) from employee organisations admitted to the relevant bargaining chamber.

In the PGWC every provincial department established its own departmental Job Evaluation Panel. All panel members had to undergo Job Evaluation Panel member training, provided by DPSA. At the Job Evaluation Panel the chairperson and panel members systemically ask questions based on the job evaluation report. The organisation development practitioner furnishes reasons why he/she marked specific areas should questions arise. This may lead to discussion and changes to the area in question. The organisation development practitioner makes the changes agreed upon. If the panel members are in agreement about the job evaluation results a

recommendation is made about the salary level and sent to the executive or delegated authority for consideration. If the panel members and the organisation development practitioner are in disagreement about certain marked areas both the organisation development practitioner and the chairperson of the panel must submit a report with their viewpoints and forward it to the executive or delegated authority for a final decision.

An assigned representative from the human resource component of the Department of Health provides a secretariat service at the Job Evaluation Panel meetings. All changes made during the meeting are noted. The chairperson then signs the minutes after the appropriate changes have been made. The amended job evaluation report and minutes are sent to the executive or delegated authority for consideration.

The executive or delegated authority considers the recommendation of the Job Evaluation Panel of all the cases ranging from the lowest to the highest ranked posts in the department. The availability of an executive or delegated authority poses certain challenges in the finalisation of the job evaluation request. A decision is only made once the executive or delegated authority has the time to attend to the matter. No service standard in terms of turnover time for Job Evaluation Panel recommendations in the offices of the executive or delegated authority exists. Once the executive or delegated authority has made a decision on the matter the documentation is sent to the human resource component. In the event that the executive or delegated authority rejects the recommendation of the Job Evaluation Panel, the reasons must be provided. The human resource component informs the employee/supervisor/employee organisations on the final decision of the request. The Director: ODI is also informed in writing of the final decision of the executive or delegated authority.

The job evaluation process makes provision for appeals in cases where employees/ supervisor/employee organisations are in disagreement with the results of the job evaluation. For the purpose of this study the appeal process will not be included or discussed.

Step 5: Job Evaluation Administration

At receipt of the minutes of the Job Evaluation Panel the Director: Organisation Development Interventions forwards the final approved results to the Deputy Director: Health. The Deputy Director: Health submits a signed copy of the minutes to the Deputy Director: Transversal to update the database and another copy to the Administrative Support Component of the Directorate: ODI for record keeping.

The process of evaluating a job is lengthy and time-consuming. It proceeds through different phases and role players before a final decision is made and the administrative tasks finalised.

3.8   Summary

The implementation of the new regulatory framework of deconcentration has paved the way for a new compensation management system in the Public Service. This approach was totally incompatible with the pre-1994 centralised driven remuneration policy of the Public Service. The implementation of a new job evaluation programme to assist with the grading of posts in the Public Service namely, the EQUATE job evaluation programme, was one of the new initiatives implemented in the Public Service. The importance of a job evaluation programme which falls within the human resource management discipline is actualised in various legislative frameworks and directives which include the Constitution, 1996, Public Service Act, 1994 (as amended) and the Public Service Regulations, 2001 (as amended).

The new legislative framework assigns various responsibilities to political and administrative heads of departments as well as administrative heads of provincial governments to ensure consistent application of the job evaluation programme in the broader Public Service. The main role players in this regard is the Minister for Public Service and Administration, executive authorities, heads of departments (national and provincial departments) and directors-general as administrative heads of provincial administrations.

The EQUATE job evaluation programme was implemented by the PGWC on 1 August 2001. This function was placed within the Directorate: ODI, within the Department of the Premier. In collaboration with the 12 provincial departments (including the Department of the Premier) the Directorate: ODI acts as the guardian of the job evaluation function and process to ensure correct execution of the process and its consistent application within the PGWC.

The evaluation of posts in the PGWC has different phases before the matter is considered as finalised. These main phases are:

o   Request for job evaluation of a post.
o   Registration and job evaluation interview.
o   Data capturing and quality assurance.
o   Presentation to Job Evaluation Panel (including decision by executive or delegated authority).
o   Job evaluation administration.

In the next chapter an evaluation of the theoretical framework, legislative framework and the current job evaluation process as implemented by the PGWC, will be made.

CHAPTER FOUR

EVALUATION OF THE PROCESS OF EVALUATING POSTS AS APPLIED IN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

4.1   Introduction

Change is everywhere and happens all the time. The dynamic nature of the working environment within which public services must be rendered requires the public sector to function in a state of perpetual change and adaptation. The challenge becomes even more exigent when legislation requires continuous improvement of services amidst the constant change. This study identified a specific service rendered by the Department of the Premier in the Provincial Government of the Western Cape (PGWC) with the intent in seeking possible areas of improvement in terms of the current organisational process. This chapter will evaluate the findings of the previous chapters and identify steps to improve the process of evaluating posts in the PGWC.

4.2   Evaluation Approach

Re-engineering, as a contemporary management theory, is fundamentally based on the continuous re-appraisal of the functioning of the organisation. According to Smit and Cronje (2002: 53) re-engineering considers the entire organisation, including its suppliers and customers when appraising the *status quo* of the organisation and relentlessly focuses on integrating three key drivers within the organisation namely people, processes and technology. According to them, integration of the three key drivers creates and sustains value for the customers, while managing costs. Sadler (2001: 153) concurs with Smit and Cronje when he identified processes, people and technology as three main characteristic features of organisations and its relationship with each other towards goal achievement. In conjunction with these key drivers is the control mechanism of the organisation that promotes and sustain optimal governance. The legislative framework within which the Public Service must function

is such a mechanism. Political and administrative heads of departments must execute functions within the parameters of this framework.

Creating and sustaining value for the customer requires that the key drivers must be continuously appraised to ascertain their individual effectiveness. The appraisal process may bring to the surface possible inefficiencies which must be eliminated or mitigated. The inefficiencies may impact on the optimal functioning of the key driver.

Stemming from this, the three key drivers namely people, processes and technology, as well as the legislative framework that governs the job evaluation function, will be used as the basis for the analysis of the process of evaluating posts in the PGWC and possible inefficiencies that may impact thereon.

4.3   Findings and Analysis

4.3.1 Legislative Framework

Amendments to the Public Service Act, 1994 (as amended) and the Public Service Regulations, 2001 (as amended) provided for the termination of economic and gender discriminating legislation in the Public Service. It provided according to Henderson (2000: 206) for the Public Service to comply with equal pay legislation. The introduction of the EQUATE job evaluation programme assisted in this regard. A job evaluation programme focuses on the job content to determine its "worth" and not on the person performing the tasks (Charles Lytle, as cited in Figart, 2000: 1).

The Public Service Act, 1994 (as amended) and the Public Service Regulations, 2001 (as amended) assign responsibilities to the Minister for Public Service and Administration (MPSA), executive authorities as well as directors-general as heads of provincial governments in terms of the job evaluation function. This approach of deconcentration allows executive authorities to make decisions at the operational level and eliminates the hierarchical red tape of the previous dispensation. It further supports the goals of *Batho Pele* White Paper of "people first" (White Paper on the Transformation of the Public Service, 1995).

Legislation, policies and procedures are an important means of control in the public sector. It directs and regulates the actions and decisions made by public officials. The effect and impact of the legislation may be affected by the implementation approach. The Provincial Government of the Western Cape (PGWC) decided on a holistic implementation approach regarding the job evaluation function, while the Public Service Regulations, 2001 (as amended) assigns the job evaluation function to the executive authority of every national and provincial department. The legislation does not prescribe a specific implementation approach for the job evaluation function, but allows Provincial Governments to make that decision based on their own circumstances and needs. The PGWC decided on the creation of a centralised job evaluation unit within the Department of the Premier (DotP). The DotP renders this service to all the provincial departments.

The centralised organisational placement at the time enabled the PGWC to provide a solid foundation for the interpretation of the policy as well as to enhance consistency (standardise) in terms of the grading of posts in the PGWC. It further cultivated a training environment for the human resource practitioners in the provincial departments.

However, since its implementation the approach has not been reviewed. Section 195 (1) (c) of the Constitution, 1996 (No. 108 of 1996) requires that the South African Public Administration adheres and promotes the principle of efficient, economic and effective use of resources. The current organisational arrangement does not promote efficient, economic and effective resource utilisation and numerous delays in the process of evaluating posts in the PGWC is experienced due to the organisational placement as well as the fact that the final decision in terms of the grading of a post is vested in the executive authority of a department and not the DotP. The intent of the approach of deconcentration is to enable decision-making at an operational level to enhance service delivery to clients. The centralised approach impacts negatively on the human resource components of the provincial departments to render the job evaluation services effectively and efficiently as they do not have control over the entire process.

The Public Service Regulations, 2001 (as amended) prescribes the use of the EQUATE job evaluation programme in the Public Service. However, Part IV B.1 makes provision for the use of more than one job evaluation programme in the Public Service. Armstrong and Baron (1995: 30) state that the selection of a job evaluation programme should meet the needs of the organisation. The Public Service functions in a dynamic environment and the needs may change in respect of the programme used for the grading of posts in the Public Service. The current legislation is making provision for such future changes in respect of either changing to a new job evaluation programme or to implement more than one programme.

4.3.2 Technology

The Public Service (national and provincial spheres) uses a customised version of the EQUATE job evaluation programme to determine the relative "worth" of posts in the different departments. Armstrong and Baron (1995: 30) highlight that when selecting a job evaluation programme it should satisfy the needs of the organisation. The EQUATE job evaluation programme enables the Public Service to be more flexible regarding the grading of posts compared to the PAS. The PAS was rigid and did not allow or accommodate the unique requirements of the various departments. The EQUATE job evaluation programme allows the departments to examine posts individually to ascertain their "worth". The EQUATE job evaluation programme does not take into account race or gender of the post holder, but focuses on the requirements of the post. The PAS intentionally discriminated against employees in terms of race and gender. The use of the EQUATE job evaluation programme is a legislative requirement in terms of the Public Service Regulations, 2001 (as amended) which is based on the principles and values to which the PGWC must adhere in terms of the Constitution. The Public Service Regulations, 2001 (as amended) authorises and guides executive authorities when making decisions on the grading of posts within their respective departments.

The EQUATE job evaluation programme is an analytical method that considers a number of factors to ascertain the relative size of a post. The EQUATE does not compare posts with each other, but rather compares posts with the same factors. The latter supports the approach of deconcentration as the factors provide the basis for

the evaluation of different posts. The fact that the EQUATE job evaluation programme basically "starts from scratch" every time when a post is evaluated makes it suitable for the Public Service. The size of the Public Service or the geographical location of government departments do not hamper the grading of posts with the EQUATE job evaluation programme. The Hay Chart which is also an analytical method that compares post against post may pose a challenge, as these comparisons would have to be done at a central location. The centralisation of the job evaluation function in terms of the Hay Chart requires that the job analysts must travel to the location where the post is to conduct interviews. The Hay Chart job evaluation programme reveals characteristics of the pre-1994 PAS which supported centralisation and is in conflict with the approach of deconcentration. The EQUATE job evaluation programmes enables the Public Service to function as decentralised within the legislative framework.

As stated above, the EQUATE job evaluation programme "starts from scratch" every time a post is evaluated and therefore it is time-consuming. The EQUATE job evaluation programme is time-consuming because it uses specific factors for evaluation, all the fields of the programme must be completed for every individual post and it does not distinguish between a production level post or a managerial post. The EQUATE job evaluation programme is time-consuming because it is not programmed to compare posts that are already on the database against a post that is being captured.

4.3.3 Job Evaluation Process

The PGWC's current organisational arrangement in terms of the job evaluation function places it in the DotP to support the notion of holistic governance. The intent of the approach is to enhance co-ordination and control of the job evaluation process within the PGWC and to bring about internal consistency. The Directorate: ODI has been assigned the responsibility of executing and co-ordinating the job evaluation process of transversal and unique posts in the PGWC.

The centralisation of the job evaluation function in the DotP extents the process of evaluating posts. It is commonly argued that the central placement will enhance

objectivity. The placement is however problematic as it is a time-consuming diversion in the process and hampers the timeous finalisation of the job evaluation request and does not necessarily guarantee objectivity as highlighted by Armstrong and Baron (1995: 17). Despite the notion of holistic governance it should be borne in mind that the final decision of the grading of the posts is vested in the executive authority of a department.

The EQUATE job evaluation programme supports decision making and it therefore assists executive authorities to make informed decisions regarding the grading of posts. This enables the executive authorities to establish orderly and rational structures for jobs based on its "worth" in their departments, as highlighted by Henderson (2000: 206). However, the executive authority is not compelled to agree with the recommendation of the Job Evaluation Panel and may use his/her discretion to downgrade or upgrade a post, furnished with justifiable reasons. This discretionary power is beneficial in circumstances where departments are struggling with recruitment and retaining employees. The executive authority may decide to upgrade a post to attract prospective employees due to a lack of interest to apply for advertised posts. The latter is especially common with posts that are located at government institutions in rural areas. The MPSA, through DPSA, co-ordinates the grading of posts by departments, to ensure that the grading is within the scope of the pay structure, especially the transversal occupational categories. In the case where an executive authority decide to upgrade a post to a grading outside the scope of the pay structure the department must inform the DPSA and support legitimate reasons. This arrangement enhances transparency in the broader Public Service as well as control over the pay structures in the Public Service.

A comparative analysis of the research material in terms of the process of evaluating posts has highlighted that it can be divided into four main phases which are reflected in Figure 4.1. An analysis of the various activities performed within each of the phases will be discussed simultaneously.

Figure 4.1: Main Phases in the Process of Job Evaluation

Initiation of job evaluation process	Information gathering (Interviews, observations, job analysis results) and processing	Job Evaluation Panel (Recommendation on salary level)	Final decision
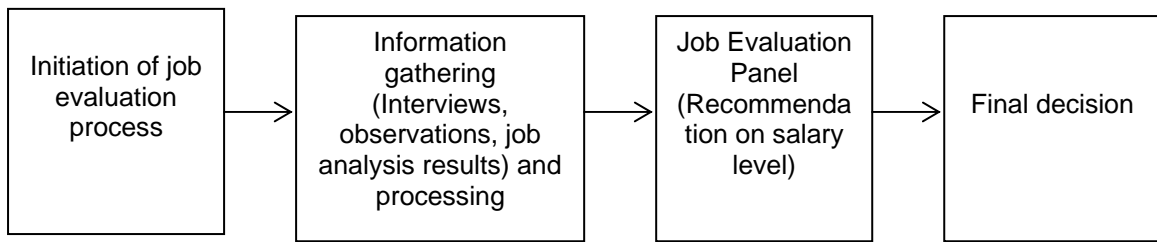
4.3.3.1 Initiation of the Job Evaluation Process

The process of evaluating posts in most organisations can be initiated from a number of sources namely; an employee, a supervisor/manager, legislation or employee organisation. The initiation phase is needs-driven by either one or more of these sources. The initiation phase is an administrative process requiring the compilation of the job description, signing thereof by employee and/or the supervisor. In the PGWC additional documentation has to be completed which includes a questionnaire reflecting the organisational placement of the post, possible cost implications and reasons for requesting the post to be job evaluated. This was confirmed by J. Botha during an interview on 19 March 2007. In some organisations such as the PGWC and Alberta Government Service in Canada (Government of Alberta, 2006: 1) approval for conducting job evaluation is vested in the appropriate authority/ies. Obtaining approval for job evaluations is a means of control to prevent and/or reduce unfounded requests from employees, supervisors or employee organisations. Requests for evaluation of posts should be based on considerable changes in the key responsibilities of a post and/or when it is newly created posts. At Alberta Government Service (Government of Alberta, 2006: 2) if 75% of the key responsibilities are unchanged the request for job evaluation is rejected.

Human resource managers are responsible for ensuring that managers in their departments are trained in terms of job description compilation as well as the completion of the relevant documentation for job evaluation. When interviewed on 13 March 2007, J. Olivier explained that human resource managers of provincial departments are responsible for ensuring that all documents are completed correctly before sending it to Directorate: ODI. However, it does happen that

incomplete documentation is sent to the Directorate: ODI, which delays the finalisation and processing of the request for evaluation of posts.

In terms of the Public Service Regulations, 2001 (as amended) the approval to conduct a job evaluation is vested in the executive authority. The executive authority may delegate this authority to any senior manager within the Department. The executive or delegated authority considers whether the job in question may have a transversal impact in terms of other provincial departments and/or the broader Public Service, especially in terms of transversal occupational categories. Internal consistency in the broader Public Service should always be pursued. In the event of transversal occupational categories the Minister for Public Service and Administration, through the Department of Public Service and Administration (DPSA), facilitates and co-ordinates the process of evaluating these occupational categories through national co-ordinating structures to ensure internal equity within the broader Public Service (J. Olivier, 2007, interview on 13 March 2007). These co-ordinating structures provide a sound medium to discuss the transversal occupational categories. However, due to the magnitude of these structures it delays the finalisation of the grading of the occupational category which at times takes more than one year. This impact negatively on service delivery especially when vacant posts exist which are dependent on the results of the co-ordinating structures.

When the need for job evaluation arises; those who initiated the process consider it as a matter of urgency. Unnecessary delays like non-availability of the executive or delegated authorities and/or other signatories is a common problem and impacts on service delivery. The bureaucratic hierarchy of the public sector is one of the reasons for this delay, as the delegated authority may be a high ranking official. The White Paper on Transformation of Service Delivery requires that every service performed in the Public Service has to have a service standard. This enables the recipient of the service to know exactly what he/she can expect and query the service if it is not rendered at the desired level. There should therefore be an accepted standard in terms of turnover times for the job evaluation documentation sent to the executive or delegated authority for his/her approval or rejection. However, in most departments these accepted standards do not exist. In

the Public Service this is unacceptable as the *Batho Pele* White Paper requires that service standards be developed and implemented for every service.

This situation could be addressed through the delegation of the authority to a senior manager close to the operational level of the department. It is clear that time is wasted when documents cannot be signed due to the non-availability of the executive or delegated authority. The delegated authority should therefore be at a hierarchical level close to the operational level as well as to be easily available.

The human resource manager is the nodal point regarding human resource related matters. He/she is responsible for keeping a database of all job evaluation requests and results and acting as the interface between the department and Directorate: ODI regarding job evaluation matters. The human resource manager has an overall view of all job evaluation results in the department as well as relevant results in the broader Public Service through DPSAs co-ordinating structures. The executive authority may in terms of Section 32 of the Public Service Act, 1994 (as amended) delegate this authority to consider requests for job evaluation as well as the decision on the final grading thereof.

4.3.3.2 Information Gathering

Obtaining approval from the executive or delegated authority initiates phase two of the process. The second phase is a critical phase in the process, because the quality of the information may impact on the final grading of the post. The Directorate: ODI is primarily responsible for this phase. Accurate and in-depth information of every post is required. The organisation development practitioners use the job description and the information obtained through the interview(s) as the primary sources of information.

The primary objective of the Directorate: ODI is to attend and finalise the request as quickly as possible as well as providing a product of high quality. However, the internal administrative arrangements in Directorate: ODI are time-consuming because numerous officials handle the documentation for registration purposes.

Currently, at least two deputy directors and the Director: ODI handle the documentation prior to assigning it to an organisation development practitioner. The value of adding one of the deputy director posts as well as the Director is questionable because the documentation is sent to them for notification only. This represents a form of waste due to unnecessary actions. The aim should always be to eliminate or reduce waste. The documentation should be sent directly to the Deputy Director: Transversal to register the job evaluation request.

Part of the purpose of the registration process is to ascertain whether the post had not been evaluated in the past. Should it had been evaluated previously a comparison is done between the key responsibilities of the two job descriptions to determined whether the differences justifies the re-evaluation of the post. Comparison is important to prevent unfounded requests from being evaluated which have financial implications. If the changes to the key responsibility areas are less than 30%, the Director: ODI informs the human resource manager of the client department in writing about the findings and recommends that the request be rejected.

Should the changes to the key responsibilities be more than 30% the case is registered by the Deputy Director: Transversal who should send a letter to the client department acknowledging receipt of the request as well as the envisaged date that the case will be presented to the departmental Job Evaluation Panel. However, the latter does not happen, as no formal service standard exists and due to a lack of human resource capacity in the ODI team responsible for transversal matters. Table 3.3 (pg 50) reflects that the ODI team responsible for transversal matters consists of only two officials. In the absence of any of the two officials the registration process comes to a complete halt. The human resource allocation of the transversal team therefore poses a challenge which could impact on the process. This cause delays which Bicheno and Catherwood (2005: 99) identify as a waste. They consider time an important element of competitiveness and quality especially when the delay impacts on a value adding activity. The registration of job evaluation cases is a value adding activity, as it is a prerequisite for continuation of the process.

Once the case is registered the organisation development practitioner assigned to the case may continue. Currently no service level agreement exists between Directorate: ODI and the different provincial departments with regard to officials of the departments making themselves available for the job evaluation interviews. This was confirmed verbally (D. Marco. 2007, interview on 12 March 2007). The service level agreement should stipulate the maximum period within which officials must avail themselves for job evaluation interviews. In view of the White Paper on Transforming of Public Service Delivery (1995) the Directorate: ODI should have service standards in place for all services rendered and should consult with their customers on ways of improving such services. Currently no service standard in this regard exists.

The absence of a service level agreement may also cause delays in terms of finalising requests for job evaluation as organisation development practitioners are at the "mercy" of officials to determine the date of the interview. This problem is especially prevalent when senior officials have to be interviewed. Waiting for meetings with these senior officials cause delays and impacts on the timeframe of the entire process.

The information-gathering phase requires that all the relevant information pertaining to the post in question must be obtained. The information may be obtained through studying the job description and other relevant documentation, observation or interview with the jobholder or supervisor/manager. The essence of this phase is to enable the organisation development practitioner to acquire a thorough knowledge and understanding of the job content to enable him/her to present the findings to a Job Evaluation Panel. The organisation development practitioner must have an understanding of the job in question in terms of its responsibilities, environment, mental or thinking demands and nature of communication.

During the interview a prescribed job analysis questionnaire is completed which is time-consuming for both the interviewer and interviewee. However, the job analysis questionnaire is important. At Dallas County Community College in the United States of America the district human resource manager is also required to

complete a questionnaire, on-site or telephonically (Dallas County Community College, 2004: 2). The questionnaire enables the organisation development practitioner and the district human resource manager to systemically, through the interview identify the tasks, duties and responsibilities of the post. It further identifies the skills and competencies required of the post which is critical information in terms of the EQUATE job evaluation programme. The analysis of the information allows the organisation development practitioner to get a clear understanding of the post and what it entails.

To broaden the understanding of the post being subjected to job evaluation the application of the "cluster principle" is beneficial to the organisation as it may not only identify duplications in terms of tasks, duties and responsibilities among posts, but also allows comparison. It allows the organisation development practitioner to verify information from the interview. The district human resource manager at Dallas County Community College in the United States of America may request additional interviews with first - and second-level supervisors to verify information (Dallas County Community College, 2004: 2). The duration of the interviews with supervisors/managers and peers are not as detailed in comparison to the post subjected to job evaluation and is therefore not that time-consuming. However, the availability of some of the supervisors/managers and employees of the PGWC is problematic according to J. Olivier, 2007 (interview on 13 March 2007). This at times results in a situation where the "cluster principle" is not applied due to time constraints which lead to information not being verified and subsequently compromising the quality of the information. Clear and adequate information is a critical aspect when conducting job evaluation.

4.3.3.3   Data Capturing

Following the information-gathering phase, is the data capturing phase. This phase requires that the collected information be captured onto the EQUATE job evaluation software. Computer-based job evaluation programmes have become a popular option in terms of the job evaluation programme. Their introduction was one of the most important contributions in terms of job evaluation according to Armstrong and Baron (1995: 307). It provides for greater levels of consistency as

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well as speeding up the job evaluation process in determining the relative "worth" of the jobs in the organisation.

Managers are expected to make decisions much faster than two or three decades ago. They are expected to make decisions while continuously being provided with information and alternatives to solve a problem; bearing in mind the dynamic working environment within which the decision will be executed. It is for this reason that computerised aid has become invaluable to managers. Computer-based job evaluation programmes are decision support systems that assist managers to make decisions faster. The utilisation of computer-based job evaluation programmes allows organisation development practitioners to produce job evaluation results faster and to make amendments when presenting at the departmental Job Evaluation Panel as well as the immediate impact thereof on the preliminary findings in terms of the weight of a post. To an extent computer-based job evaluation programmes has countered its greatest criticism, namely being time consuming.

After the organisation development practitioner conducted all the interviews and gathered all relevant information regarding the post the information is captured onto the EQUATE job evaluation software. Once the information is captured the EQUATE system generates a report that is referred to a "cross check". The purposes of the "cross check" is to highlight inconsistent option selection and to guide organisation development practitioners regarding option selection. These inconsistencies may be due to human error or the unique characteristics of a post. Should the inconsistency be due to human error, the organisation development practitioner rectifies the mistake on the programme. In the event of the inconsistencies be due to the unique characteristics of the post it may not necessarily be wrong as the intent of the job evaluation programme is to ascertain the relative "worth" of a post with its unique characteristics for which the job evaluation programme produces a weight. In the PGWC and broader Public Service the weight is coupled to the Public Service's predetermined salary structure, which is determined and maintained by the Minister for Public Service and Administration.

4.3.3.4   Screening Committee

The PGWC has 12 provincial departments within which internal equity has to be maintained. As a first level of quality assurance an internal screening is conducted by the screening committee within Directorate: ODI after the organisation development practitioner has completed the data capturing. This committee consists of the six deputy directors of the Directorate: ODI who quality checks all cases. The cases range from the post of a cleaner on salary levels one or two to the post of director-general on salary level sixteen. This approach poses the question of value for money when six highly paid officials spend time quality checking a post of a cleaner when the preliminary findings of the job evaluation for example are within the parameters of similar posts. One of the principles of *Batho Pele* as described in the White Paper on Transforming Public Service Delivery (1995) is "value for money". This principle requires that public services be provided economically and efficiently in order to give citizens (in this case the client department) the best possible value for money.

The Directorate: ODI is responsible for internal consistency within the PGWC. Internal quality assurance at Directorate: ODI is therefore important. However, it should be done in the most economical and efficient manner bearing in mind the cost of the screening committee in terms of salaries as well as the time spent on every case that is presented. Currently, the screening committee consisting of the six deputy directors who screen all cases presented. The quality assurance committee compares similar posts to ensure consistent interpretation of the job evaluation guideline by the organisation development practitioner as well as to ensure internal consistency. Once the internal screening committee is satisfied with the preliminary results of the post the documentation is sent to the relevant departmental panel members for preparation.

4.3.3.5   Job Evaluation Panel

The fifth step in the process of evaluating posts is the Job Evaluation Panel. The Job Evaluation Panel is probably the most important quality assurance mechanism in the job evaluation process. In some organisations the Job

Evaluation Panel is the final step in the process; while in others it is second to last. This is determined by the delegated powers assigned to the Job Evaluation Panel. In the former the Job Evaluation Panel makes the final decision on the grading of the job while in the latter scenario the Job Evaluation Panel makes recommendations to a higher authority about the grading of jobs. In the PGWC the Job Evaluation Panel is the second last step in the process as the executive or delegated authority makes a final decision. According to Milkovich and Newman (1996: 181) the referral to a higher authority is a means of control. According to them it helps to ensure that any changes that result from job evaluation are consistent with the organisation's operations and directions.

As in the case of the internal screening committee of the Directorate: ODI the Job Evaluation Panel consider all the job evaluation cases, whether it is a post of a cleaner or as a director-general. This again raises the question of value for money and whether it is economically feasible to present all cases at the Job Evaluation Panel. In the event that the preliminary findings of the organisation development practitioner of the post(s) in question are the same as similar other post(s) in the PGWC and/or the broader Public Service alternatives should be explored to finalise the request. One such alternative is that the Director: OD Interventions directly makes recommendations to the executive or delegated authority regarding the grading of the post(s). The latter can only be applicable to similar posts and not unique posts. If no similar post exists the post should be subjected to the Job Evaluation Panel. In the case of similar posts the Job Evaluation Panel duplicates what the Directorate: ODI screen committee has done. In the event where the Job Evaluation Panel comes to the same conclusion as the screening committee time and money has been wasted on a case that could have been finalised.

At the Job Evaluation Panel meetings, the organisation development practitioner is allowed to present his/her case allowing the members of the panel to scrutinise his/her findings in terms of the interpretation of the job evaluation guidelines. The aim of job evaluation is to achieve consensus on the findings of the organisation development practitioner's preliminary findings and subsequently the results. A complete record of the panel's meeting is kept by the human resource components on the changes and decisions made by and during the panel's

meeting. In organisations where the Job Evaluation Panel has the authority to make the final decision the chairperson will sign and approve the grading of the job. However, in organisations where the decision-maker is at a higher level, the Job Evaluation Panel makes a recommendation on the grading of the post.

4.3.3.6 Final Decision

Milkovich and Newman's model (1996: 181) supports the notion of a higher authority to make a final decision on the grading of posts. This notion may enhance objectivity regarding the final decision as changes may have been made during the panel's meeting, but it could cause further delays in finalising the request. Their Model includes the compensation committee that makes a final decision on the grading of the posts. In terms of the Public Service Regulations, 2001 (as amended) the executive authority of a department by default is the person that makes that final decision. The decision-maker is led by the Job Evaluation Panel's recommendation as well as supporting documents to make the final decision. In numerous provincial departments obtaining the final decision causes delays in the process. This is primarily due to the fact that no service standards in this regard exist as well as the availability of the executive or delegated authority. Once the final decision has been made the human resource component informs the person who requested the job evaluation about the decision and the results and subsequently the implementation thereof as well as the appeals procedures.

4.4 Summary

This Chapter concentrated on a comparative analysis of the process of evaluating posts in terms of a theoretical framework and compared international practices against the process of evaluating posts within the PGWC. The key drivers of an organisation namely, people, process and technology as well as the legislative framework were used as the basis for identifying inefficiencies that exist within the key drivers. The inefficiencies of the current process and organisational arrangements were identified and highlighted and includes the following:

- Time delays.
- Duplication of tasks.
- Unnecessary transfer of case folders.
- Inappropriate organisational placement.
- Uneconomical utilisation of human resources.
- Absence of service standards and service level agreements.

Some of the inefficiencies identified impact on the following value adding activities:

- The availability of the executive or delegated authority to approve or reject a request for job evaluation.

- The lack of human resource capacity in terms of the Transversal Team in the Directorate: ODI to register cases on the EQUATE job evaluation programme.

- The availability of the executive or delegated authority to make the final decision on the grading of posts.

In the next chapter a normative approach is proposed on a possible process of evaluating posts in the PGWC to address the inefficiencies of the current process.

CHAPTER FIVE

NORMATIVE APPROACH TO JOB EVALUATION IN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

5.1 Introduction

The EQUATE job evaluation programme was adopted and implemented by the Provincial Government of the Western Cape (PGWC) as the new post grading system during 2001. The job evaluation function was organisationally placed within the Department of the Premier rendering a centralised service to all twelve provincial departments, which supports the notion of holistic governance. Since its inception the process of evaluating posts within the PGWC has remained unchanged. Part III A of the Public Service Regulations, 2001 (as amended) requires from executive authorities to execute functions through effective and efficient internal organisation. Executive authorities must therefore continuously seek opportunities to improve the services rendered to its customers to ensure services are rendered effectively and efficiently. This has led to an examination of the current processes of evaluating posts to ascertain whether any improvements could be proposed to optimise the process.

5.2 Legislative Framework

The current legislative framework that governs the job evaluation function provides adequate checks and balances to bring about internal consistency in terms of the grading of posts in the Public Service, which includes the PGWC. The oversight function of the Director-General through the Directorate Organisation Development Interventions (Directorate: ODI) in the Department of the Premier allows for problems to be resolved at provincial level and to refer only those that cannot be resolved to the Department of Public Service and Administration (DPSA). It further provides executive authorities with the authority to make decisions on the grading of posts based on their own departmental needs within parameters.

5.3   Technology

The EQUATE job evaluation programme is prescribed as the post grading instrument in the Public Service. It is an analytical method which uses the same factors (see par. 3.4) to measure the relative "worth" of posts in the Public Service and it supports the approach of deconcentration. It allows executive authorities to make decisions on the grading of posts without submitting it to the National sphere of Government for a decision.

Capturing the data on the EQUATE software is a time-consuming process, as every post is captured individually from scratch. The DPSA should review the EQUATE job evaluation programme to enable the EQUATE to distinguish between production, middle management and senior management levels posts to save time.

5.4   Proposed Organisational Arrangements regarding the Job Evaluation Function

The placement of functions in a Provincial Government is the responsibility of the Premier in terms of Section 7(b) of the Public Service Act, 1994 (as amended). The circumstances and needs at a given time may impact on such a decision. In view of the findings of the study the following organisational placement of the job evaluation function is proposed.

5.4.1 Organisational Placement of the Job Evaluation Function in the PGWC

Part VI, B3 of the Public Service Regulations, 2001 (as amended) assigns the responsibility of the grading of posts in departments to the executive authorities which is in line with the Government's regulatory framework of deconcentration. The aim of the approach is to bring decision-making as close as possible to the operational level with the aim of improving service delivery to customers. Without impacting the responsibilities and powers of the executive authorities, the Minister for Public Service and Administration, co-ordinates the grading of posts within the broader Public Service.

This study has found that the current centralised organisational placement of the job evaluation function is problematic. The centralised approach has provided a solid foundation within the PGWC for the grading of posts during the implementation phase. However, internal arrangements of the Directorate: ODI who is responsible for conducting job evaluations has led to delays in the finalisation of requests for job evaluation which impacts negatively on service delivery. The centralised approach should be abolished and the job evaluation function should be transferred to the executive authority of every provincial department. Every provincial department should be responsible for conducting their own job evaluation.

Job evaluation is a function of human resource management. Every provincial department has a human resource component responsible for human resource related functions and the Director-general of the Department of the Premier as the administrative head of the PGWC has a co-ordination responsibility in this regard. Job evaluation is a human resource function and should therefore organisationally be placed in the human resource components of every department. A job evaluation unit should be created in every provincial department of the PGWC to administer the department's job evaluation matters (Figure 3.1 reflects the names of all provincial departments of the PGWC). Figure 5.1 reflects the proposed organisational placement of the job evaluation function in every provincial department:

Figure 5.1: Proposed Organisational Placement of the Job Evaluation Function In Provincial Departments

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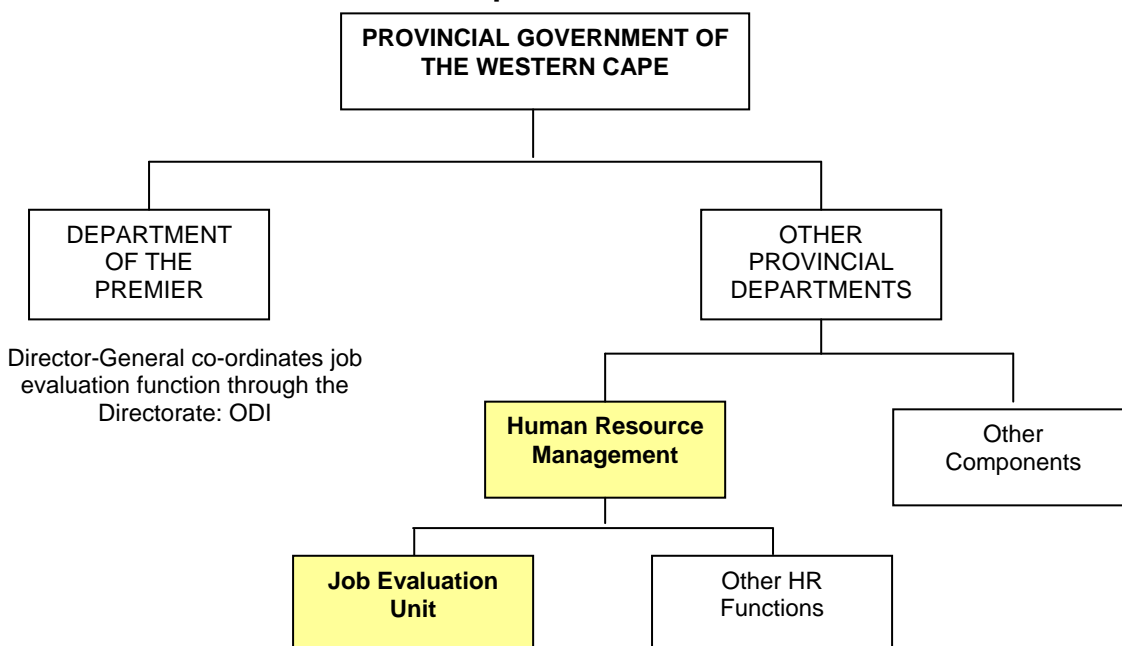
The proposed Model places job evaluation in every provincial department (see Fig. 3.1 for the Departments of the PGWC) which is in line with the approach of deconcentration. A dedicated Job Evaluation Unit is proposed for every provincial department to enable them to finalise requests for job evaluation internally, which should eliminate the current administrative tasks of sending requests to the Directorate: ODI. The proposal will have a recurring financial expenditure as each provincial department will require dedicated employees to perform the job evaluation function. By doing this service delivery will be enhanced as envisaged in the White Paper on Transforming Service Delivery as non-value adding activities will be eliminated. The Directorate: ODI should conduct a needs analysis in terms of the job evaluation function in every provincial department to ascertain the number of posts required per department to execute the job evaluation function.

5.4.2 Role of the Directorate: ODI in the Department of the Premier

The Director-General of the Department of the Premier as the administrative head of the PGWC has an oversight responsibility in terms of the job evaluation function. The Directorate: ODI in the Department of the Premier should co-ordinate the job evaluation matters within the PGWC and advise the Director-General on developments in this regard. This will ensure that the Director-General executes his/her co-ordination function in terms of job evaluation to bring about the internal consistency in the PGWC. The Directorate: ODI's responsibilities should be to:

- Co-ordinate the grading of transversal posts in the various provincial departments;
- Liaise with the Department of Public Service and Administration regarding the grading of transversal posts and problematic cases;
- Conduct job evaluations when requested by provincial departments; and
- Keep record of all provincial job evaluation results.

5.4.3 Delegation of Authority for the Approval of Requests and Results of Job Evaluation

The proposed Model places the job evaluation function within every provincial department. The study has highlighted that the availability of the executive and/or delegated authority to attend to job evaluation matters is problematic. The involvement of the executive and/or delegated authority in the job evaluation process is at two distinctive occasions. Firstly, to consider the request for job evaluation and secondly, to consider the recommendation of the Job Evaluation Panel. It delays the finalisation of requests, which impacts on service delivery. All requests for job evaluation are sent to the Director: Human Resource Management (Director: HRM) in the various provincial departments. The executive authority of every provincial department should therefore delegate their authority to approve or reject requests for job evaluation to the Director: HRM of their respective departments. Every Director: HRM has the database of all the departmental job descriptions and job evaluation results and could therefore ascertain whether the request is warranted and the possible transversal impact thereof.

Bicheno and Catherwood (2005: 97) stated that waste due to delays should be eliminated or reduced to improve services. The availability of the executive and/or delegated authority in the approval or rejection of job evaluation results was highlighted as such delay. In terms of section 42A of the Public Service Act, 1994 (as amended) the executive authority can delegate some of his/her responsibilities to employees of his/her department. The executive authority should therefore delegate authority to approve or reject job evaluation results to the chairperson of the departmental Job Evaluation Panel for certain salary levels (to be discussed in paragraphs 5.5.4 and 5.5.5). This will enable the department to finalise requests faster because the decision will be made by the Job Evaluation Panel. In the event where consensus between the Job Evaluation Panel members cannot be reached the case should be referred to the executive or delegated authority for a final decision.

5.5   Job Evaluation Process

The proposed organisational placement and arrangements in terms of job evaluation impacts on the current process of evaluating posts in the PGWC. Figure 5.2 reflects an overview of the proposed process of evaluating posts in the various provincial departments of the PGWC (see Annexure C for detailed process):

Figure 5.2: Overview of Proposed Process of Evaluating Posts in all Provincial Departments
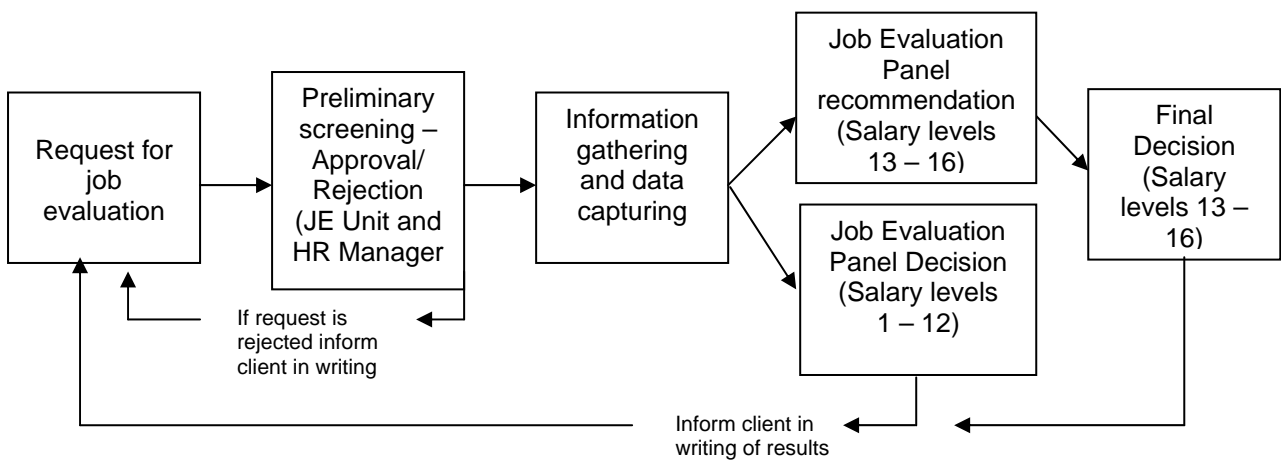
5.5.1   Request for Job Evaluation

Requests for job evaluation are initiated by employees or supervisors/managers or employee organisation. Organisation development practitioners from Directorate: ODI can also request job evaluation due to the impact that an organisation development intervention had on existing posts or due to new posts that had been created. The employee and supervisor/manager should complete and sign the job description as well as the prescribed questionnaire and other supporting documentation. The human resource component should provide supervisors/managers with a checklist in terms of documents that should accompany requests for job evaluation. The latter should prevent delays and incomplete documentation when requests for job evaluation are received by the departmental Job Evaluation Unit. The supporting documents should include a declaration of availability of staff for interviews within five working days after receipt of the letter of acknowledgement from the Job Evaluation Unit. The request

with the supporting documentation should be sent to the Director: HRM of every department for consideration.

5.5.2 Preliminary Screening - Approval or Rejection

The Director: HRM of every department is the delegated authority in terms of requests for job evaluation and should consider all requests for job evaluation. When a request for job evaluation is approved by the Director: HRM the documentation should be sent to the head of the Job Evaluation Unit of the same department who should be responsible for registering the case on the EQUATE job evaluation programme and also verify that the post has not been job evaluated before. Should the post have been evaluated already the hardcopy folder should be retrieved from the Registry as well as the previous results from the EQUATE job evaluation programme. A comparison should be made to ascertain whether the key responsibility areas of the post had changed to such an extent that it justifies the re-evaluation of the post. Should the key responsibility areas of the job descriptions be the same the head of the Job Evaluation Unit should inform the employee/supervisor/employee organisation via the Office of the Director: HRM in writing that the request for job evaluation is rejected, stating the reasons for such a decision. If the post's key responsibility areas have changed significantly or when it is a new post it should be registered and assigned to a job analyst who is then responsible for conducting the job evaluation.

Provincial Departments could also request the Directorate: ODI to conduct the job evaluation for specific reasons. In such event the head of the Job Evaluation Unit of the specific department should send a written request through the Office of the Director: HRM to the Director: ODI requesting such service. The Job Evaluation Unit should register the case before sending the request to the Directorate: ODI. The Director: ODI should assign the case to an organisation development practitioner who should then be responsible for arranging the interviews.

5.5.3 Information Gathering and Data Capturing

The job analyst should acknowledge receipt of the request in writing and simultaneously request interviews with the relevant staff within five working days as well as providing the client with the date of the Job Evaluation Panel's meeting. The job analyst or organisation development practitioner should conduct the interview with the relevant staff on the agreed date and time. The job analyst or organisation development practitioner should verify the information with the supervisor/manager and peers to the post in question to apply the "cluster principle". Applying the principle will enable the job analyst or organisation development practitioner to have thorough knowledge of the post in relation to other posts in the same component.

After the interview(s) is conducted the job analyst or organisation development practitioner should capture the information on the EQUATE at least within one working day after the interview(s). The reason being that if additional information is required, the job analyst or organisation development practitioner has adequate time to obtain the information without it impacting on the finalisation date of the request. Once the information is captured on the EQUATE and the "cross check report" is produced the preliminary findings of the job analyst should be sent to the head of the Job Evaluation Unit of the department for quality assurance. In the event of an organisation development practitioner conducting the job evaluation the preliminary findings should be sent to the Director: ODI for quality assurance. The job analyst or organisation development practitioner should make changes, if necessary, and prepare the documentation for the Job Evaluation Panel.

In the event of the preliminary results indicating no change in the grading of the post the head of the Job Evaluation Unit should arrange a meeting with the relevant employee/manager/employee organisation to discuss the results and finalise the case. If no agreement was reached, the case should be referred to the departmental Job Evaluation Panel. The documentation should then be sent to the Job Evaluation Panel at least three working days to allow adequate preparation time for panel members.

5.5.4 Job Evaluation Panel Decision (Post levels 1 – 12)

The Job Evaluation Panel is the most important step in the process of evaluating posts. The Director: HRM should be the chairperson of the meeting with delegated authority to approve the results of the Job Evaluation Panel for posts ranging from salary level one to salary level twelve. The Job Evaluation Panel should make a final decision on the grading of posts for salary levels 1 – 12. The number of posts between salary levels 1 - 12 perform the operational activities of a department and therefore represent the bulk of personnel and most requests for job evaluation is received regarding this category. The delegation of authority to the chairperson of the Job Evaluation Panel should accelerate finalisation. In respect of senior manager post – salary levels 13 to 16 the Job Evaluation Panel should make a recommendation to the head of the department as the delegated authority to make a final decision. Milkovich and Newman (1996: 181) consider such a step as a means of control. Senior managers are responsible for the strategic activities of a department. A final decision by the head of the department enables him/her to ensure that the grading is in line with the strategic objectives of the department.

The Job Evaluation Unit of every department should record the proceedings and decisions at every Job Evaluation Panel meeting. Recording the proceedings is important for legal reasons should the employee/supervisor or employee organisation decides to appeal the results of the job evaluation. During the panel meeting members question and discuss the options selected by the job analyst or organisation development practitioner on the EQUATE job evaluation programme. The intent of the questioning is to clarify the purposes of the members with the aim of possibly suggesting changes and agreement by panel. Once the panel members have agreed on the changes made in the event of a post between salaries levels 1 - 12 the Director: HRM as the chairperson should approve the final grading of the post.

In the event of a senior manager post the Job Evaluation Panel should make a recommendation and send the documentation to the head of department.

5.5.5 Final Decision for Senior Management Posts (Post levels 13 - 16)

The proposed Model suggests that the head of department as the delegated authority make a final decision on the grading management posts, salary levels 13 to 16. Should the delegated authority reject the recommendation, the documentation should be send to the Job Evaluation Panel via the Office of the Director: HRM with the reasons for the rejection. The Job Evaluation Panel should review the case based on the reasons provided by the delegated authority and should it be justified make the necessary amendments. The Job Evaluation Unit should then send the documentation to the delegated authority with a recommendation. Should the delegated authority approve the recommendation of the Job Evaluation Panel the documentation should be sent to the Director: HRM who should inform the employee or supervisor/manager or employee organisation regarding the final decision. In the event that the salary grading remains unchanged, a written notice should also include the appeals procedures of job evaluation.

The head of the Job Evaluation Unit should file all documentation of job evaluation cases and send it to Registry for safekeeping. The EQUATE database should then be updated with the final grading of the post.

5.6 Summary

This chapter followed a normative approach based on the findings of the previous Chapter. Key organisational drivers namely, people, process and technology were identified and used to systemically guide the approach. The problematic organisational placement of the job evaluation function in the Department of the Premier was addressed by proposing the devolvement of the job evaluation function to the various provincial departments as well as clarifying the role of the Directorate: ODI in the proposed Model. The legislative responsibilities of executive authorities in terms of the grading of posts were also highlighted. The devolvement of the job evaluation function to provincial departments provided a basis to propose the creation of dedicated Job Evaluation Units in every department to address and eliminate some of the inefficiencies identified in the current process.

The chapter further embarked on a detailed breakdown of an improved process of evaluating posts in provincial departments highlighting the delegation of powers to the chairperson of the Job Evaluation Panel to streamline the process with the intent of improving service delivery. The role of the Directorate: ODI in the process of evaluating posts in the PGWC was also discussed and suggestions made.

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

6.1   Overview

In Chapter 1 it was brought forward that the EQUATE job evaluation programme was adopted and implemented by the Provincial Government of the Western Cape (PGWC) as the new post grading system during 2001. The job evaluation function was organisationally placed within the Department of the Premier rendering a centralised service to all twelve provincial departments. Since its inception the process of evaluating posts within the PGWC has remained unchanged. Part III A of the Public Service Regulations, 2001 requires executive authorities to execute functions through effective and efficient internal organisation. Executive authorities must therefore continuously seek opportunities to improve the services rendered to its clients to ensure services are rendered effectively and efficiently. The afore-mentioned has led to the inquest of evaluating the current processes of evaluating posts to ascertain whether any improvements could be proposed to optimise the process.

6.2   Research Process

In view of evaluating the current process of evaluating posts in the PGWC a literary study was conducted with the intent of conceptualising international trends in terms of the evaluation of posts in organisations. This was followed by an analysis of the regulatory framework that governs the job evaluation function within the South African Public Service. The process of evaluating posts in the PGWC was used as the case study commencing with a historic overview of grading posts and concluding with the current organisational arrangement scenario. Chapter 4 evaluated the findings of the study, followed by a proposed Model for evaluating posts in the PGWC. The study concludes with recommendations in terms of organisational placement and arrangements of the job evaluation function. Every Chapter concluded with a brief summary of the main aspects.

6.3   Summary of Chapters

In Chapter 2 the literature review contextualised the concept of job evaluation. It explained the origin and nature of job evaluation as well as historical and contemporary job evaluation programmes used globally and it highlighted some of the criticism against job evaluation and finally concluded with the generic job evaluation Model of Milkovich and Newman.

Chapter 3 provided a brief historical overview of the Republic of South Africa's compensation management system prior to implementing the new regulatory framework of deconcentration. This was followed by a detailed description of the responsibilities of the key role-players in terms of the job evaluation function at national and provincial spheres of government. The Chapter further explained the current organisational arrangements and process of evaluating posts in the PGWC as the case study for the inquest. It commenced with an overview of the organisational structure of the PGWC with specific reference to the job evaluation function's organisational placement followed by an account of the current work organisation in terms of evaluating posts in the PGWC.

In Chapter 4 the research findings were analysed, discussed, evaluated and problem areas identified in terms of the relevant theory and international practices to come to a conclusion. The Chapter highlighted numerous inefficiencies in the current process of evaluating posts in the PGWC.

In Chapter 5 a normative approach to the process of evaluating posts in the PGWC were discussed. The approach proposed a new organisational placement of the job evaluation function in the broader PGWC as well as a proposed Model for evaluating posts in the PGWC.

This chapter will summaries the research findings and will make recommendations regarding the organisational placement of the job evaluation function in the PGWC and the process of evaluating posts in the PGWC.

6.4   RECOMMENDATIONS

In view of the research findings set out in the study it is recommended that:

- The Department of Public Service and Administration (DPSA) review the EQUATE job evaluation programme to enable it to distinguish between production, middle management and senior management levels.

- The PGWC review its current approach of holistic government with reference to the job evaluation function. Although the aim of the approach is to enhance efficiency and effectiveness of the Department of the Premier it has a hampering impact on the job evaluation function.

- The centralised approach regarding the job evaluation function be abolished.

- The job evaluation function be devolved so that the various provincial departments conduct their own job evaluations.

- Every provincial department creates a Job Evaluation Unit with adequate personnel.

- The Directorate: ODI conducts a needs analysis to determine the number of posts per provincial department for job evaluation.

- The Directorate: ODI co-ordinate the job evaluation matters in the PGWC and advice the Director-general, as the administrative head of the PGWC, on developments in this regard.

- The executive authority of every provincial department delegates his/her authority to approve/reject requests for job evaluation to the Director: Human Resource Management.

- The executive authority of every provincial department delegate his/her authority to approve or reject job evaluation results to the chairperson of the

departmental Job Evaluation Panel for certain salary levels (salary levels 1 – 12).

- The executive authority of every provincial department delegate his/her authority to approve or reject the recommendations of the departmental Job Evaluation Panel for senior management posts (salary levels 13 – 16).

- The proposed Model for evaluating posts in provincial departments be considered.

- The Job Evaluation Unit of every provincial department must be responsible for keeping record of the department's Job Evaluation Panel's proceedings.

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Summary of Job Evaluation Programmes
Based on Factors or Elements

Job Evaluation Programme	Factors
Paterson	• Decision making/responsibility/judgement. • Supervision/co-ordination of people or spatial authority. • Complexity of tasks. • Variety of tasks. • Degree of precision required. • Work pressure/physical effort.
Peromnes	• Problem solving. • Consequences of judgements. • Pressure of work. • Knowledge. • Job impact. • Comprehension. • Educational qualifications. • Subsequent training/experience.

Hay Charts	• **Know-how**
	  ✓ Technical - specialised depth and breadth.
	  ✓ Managerial requirements.
	  ✓ Human relations skills.
	
	• **Problem solving**
	  ✓ Environment - context and focus of job.
	  ✓ Challenge - availability of guides and complexity of analysis required.
	
	• **Accountability**
	  ✓ Freedom to act.
	  ✓ Scope.
	  ✓ Impact focus has on relevant scope.

JE Manager	• Judgement. • Planning and leadership. • Communication. • Job impact. • Theoretical knowledge and

	application.
	• Skills acquisition and practice.
Tuned Assessment of Skills and Knowledge (TASK)	• Complexity of job content and relationships.
	• Knowledge.
	• Job influence.
	• Work pressure.
EQUATE (These are the generic factors of the programme, but can be customised according to customer's needs)	• Accountability.
	• Job impact.
	• Thinking demands.
	• Communication demands.
	• Knowledge, skills and experience.
	• Environmental demands

THE CURRENT PROCESS OF EVALUATING POSTS IN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

PROCESS	RESPONSIBLE PERSON(S)

PROCESS START

Job description (JD) is compiled by incumbent of post (if filled) or supervisor (if vacant) — Employee and/or Supervisor

JD signed by incumbent of post (if filled) and/or supervisor (if vacant) — Employee and/or Supervisor

Supervisor completes prescribed documentation and send to HR Manager — Supervisor

HR Manager checks documentation for completeness — HR Manager

If incomplete HR Manager send documentation back to supervisor

If complete HR Manager send documentation to the executive or delegated authority for consideration — HR Manager

After consideration executive or delegated authority send documentation to HR Manager — Executive or Delegated Authority

If request is rejected HR Manager notify supervisor in writing of the decision

If request is approved HR Manager sends documentation to Dir: ODI — HR Manager

Supervisor and employee notified in writing about the decision of executive or delegated authority and appeals procedures

PROCESS ENDS

Continues on Annexure B2

1

THE CURRENT PROCESS OF EVALUATING POSTS IN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

PROCESS	RESPONSIBLE PERSON(S)

Continues from Annexure B1

Director: ODI receives request and send documents to Deputy Director (DD) responsible for the specific department

Director: ODI

Relevant DD sends documents to DD: Transversal to register the case on EQUATE.
Relevant DD also sends job descriptions of new posts that were created by the Directorate ODI as a result of an OD intervention to DD: Transversal

Relevant Deputy Director and Deputy Director: Transversal

If case exists on EQUATE, DD: Transversal print EQUATE report and obtain hardcopy document

If case does not exist on EQUATE DD: Transversal registers it on EQUATE to obtain unique identity number

DD: Transversal

DD: Transversal compares key responsibility areas of the job descriptions

If no differences exists between the two job descriptions DD: Transversal responds to relevant DD on the findings in writing

If key responsibilities changed significantly (more than 30%) the DD: Transversal registers it on EQUATE to obtain unique identity number

The relevant DD through the office of the Director: ODI notifies HR manager of department on findings and that the request is rejected

DD: Transversal sends documents to relevant DD

Relevant DD and DD: Transversal

Relevant DD files hardcopy documents

Relevant DD assigns the case to a organisation development practitioner (ODP)

Continues on Annexure B3

1

THE CURRENT PROCESS OF EVALUATING POSTS IN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

PROCESS	RESPONSIBLE PERSON (S)

Continues from Annexure B2

Organisation development practitioner (ODP) arrange meeting(s) with relevant staff (subjected to their availability)

Organisation development practitioner (ODP)

ODP conducts the interview and completes the job analysis questionnaire

ODP conducts interview with supervisor/ manager and peers if and when they are available to verify and compare information

ODP captures data on QUATE software, prepare preliminary results documentation and submit to the relevant DD for first level quality assurance check

At receipt of documents from relevant DD, ODP makes changes and submit preliminary results to the screening committee for second level quality assurance check.

Relevant Deputy Director and ODP

ODP make final changes if necessary, the DD: Transversal signs documentation and sends it to the job evaluation panel members for preparation.

Screening Committee, DD: Transversal and ODP

Continues on Annexure B4

1

THE CURRENT PROCESS OF EVALUATING POSTS IN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

PROCESS	RESPONSIBLE PERSON (S)

Continues from Annexure B3

The Human Resource Component of the department organise the meetings of the job evaluation panel and recording of the proceedings

Human resource component of every department

ODP presents the preliminary results to panel members

Organisation development practitioner (ODP)

Panel members ask questions to obtain clarity on selection of options by ODP

Job valuation panel members and ODP

ODP provide reasons for option selection

If ODP disagrees on changes to be made the chairperson and ODP must submit a report on their viewpoints of the matter to the executive or delegated authority for a final decision

If panel members and ODP agree on changes to be made the ODP makes the changes on the EQUATE and present the new results if different from preliminary results

Job evaluation panel makes a recommendation to the executive or delegated authority for final decision

Human resource component prepare documents and submit to executive or delegated authority

Human resource component of department

Continues on Annexure B5

1

THE CURRENT PROCESS OF EVALUATING POSTS IN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

PROCESS	RESPONSIBLE PERSON (S)

Continues from Annexure B4

Executive or delegated authority considers recommendation of job evaluation panel

Executive or delegated authority

If the recommendation is rejected executive or delegated authority informs human resource component in writing about the decision furnished with reasons

If the recommendation is approved the executive or delegated informs the human resource component of department in writing about the decision

Human resource component informs employee/ manager/ employee organisation of final decision of executive or delegated authority and includes the appeals procedures.

Human Resource Component of every department

Human resource component provides the Directorate: ODI with a copy of the final decision and stored the documents for record purposes

The DD: Transversal updates the EQUATE database with the final weighting of the post, the document is placed on the hardcopy folder and stored for record purposes

DD: Transversal

PROCESS ENDS

1

A NORMATIVE APPROACH TO THE PROCESS OF EVALUATING POSTS IN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE:

The Request Phase

PROCESS	RESPONSIBLE PERSON(S)

PROCESS START →

Job description (JD) is compiled by incumbent of post (if filled) or supervisor (if vacant)

Employee and/or Supervisor

JD signed by incumbent of post (if filled) and/or supervisor (if vacant)

Employee and/or Supervisor

Supervisor completes prescribed documentation and send to HR Manager (List of documentation required when requesting job evaluation provided to every manager beforehand and on department's website)

Supervisor

HR Manager checks documentation for completeness

HR Manager

If incomplete HR Manager send documentation back to supervisor

HR Manager

If complete the HR Manager considers the request for job evaluation

HR Manager

IF request is rejected HR Manager notify supervisor in writing of the decision and appeals procedures

IF request is approved HR Manager sends documentation to Job Evaluation Unit

HR Manager

Supervisor and employee notified in writing about the decision and may consider to appeal to the decision

HR Manager

PROCESS ENDS

Continues on Annexure C2

1

A NORMATIVE APPROACH TO THE PROCESS OF EVALUATING POSTS IN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE:

Registration Phase

PROCESS

RESPONSIBLE PERSON(S)

Continues from Annexure C1

Job Evaluation (JE) Unit Manager receives request and assign case to a Job Analyst

JE Unit Manager

Job Analyst search EQUATE to ascertain whether the case exist on the EQUATE

Job Analyst

If case exist on EQUATE Job Analyst print EQUATE report and obtain hardcopy document

If case does not exist on EQUATE the Job Analyst registers it on EQUATE to obtain unique identity number

Job Analyst

Job Analyst compares key responsibility areas of the job descriptions

Job Analyst

If no differences exists between the two job descriptions the Job Analyst informs the JE Unit Manager on the findings in writing

If key responsibilities changed significantly (more than 30%), the Job Analyst registers it on EQUATE to obtain unique identity number

The JE Unit Manager through the office of the HR manager notifies the supervisor/ employee on findings and that the request is rejected

JE Unit Manager and Job Analyst

Job Analyst files hardcopy documents

Job Analyst

PROCESS ENDS

Continues on Annexure C3

1

A NORMATIVE APPROACH TO THE PROCESS OF EVALUATING POSTS IN THE
PROVINCIAL GOVERNMENT OF THE WESTERN CAPE:

Information Gathering Phase

PROCESS	RESPONSIBLE PERSON(S)

Continues from
Annexure C2

Job Analyst arrange meeting(s) with
relevant staff

Job Analyst

Job Analyst conducts the interview and
completes the job analysis questionnaire

Job Analyst conducts interview with
supervisor/manager and peers to verify
and compare information

Job Analyst captures data on QUATE
software, prepare preliminary results
documentation and submit to the JE Unit
Manager for internal quality assurance

Job Analyst and JE Unit Manager

At receipt of documents from JE Unit
Manager, Job Analyst makes changes if
needed and sends documentation to job
evaluation panel members for preparation

Job Analyst

Continues on Annexure C4 (salary levels 1-
12) and C5 (salary levels 13-16)

1

A NORMATIVE APPROACH TO THE PROCESS OF EVALUATING POSTS IN THE
PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

Job Evaluation Panel Phase: Post Levels 1 -12

PROCESS	RESPONSIBLE PERSON (S)

Continues from Annexure C3

The Job Analyst organise the meetings of the job evaluation panel and recording of the proceedings

Job Analyst

Job Analyst present the preliminary results to panel members

Job Analyst

Panel members ask questions to obtain clarity on selection of options by Job Analyst

Job valuation panel members and Job Analyst

Job Analyst provide reasons for option selection

If Job Analyst disagrees on changes to be made the Chairperson and Job Analyst must submit a report on their viewpoints of the matter to the executive or delegated authority for a final decision

If panel members and Job Analyst agree on changes to be made the Job Analyst makes the changes on the EQUATE and present the new results if different from preliminary results

Job Analyst submit both reports to the executive or delegated authority for consideration

Job evaluation panel makes the final decision on the grading of the post

Chairperson of Job Evaluation Panel and members

JE Unit informs employee/ manager/ employee organisation of final decision and also includes the appeals procedures as well as store the hardcopy file for record purposes

JE Unit Manager and Job Analyst

Continues on Annexure C6

PROCESS ENDS

A NORMATIVE APPROACH TO THE PROCESS OF EVALUATING POSTS IN THE
PROVINCIAL GOVERNMENT OF THE WESTERN CAPE
Job Evaluation Panel Phase: Post Levels 13 -16

PROCESS	RESPONSIBLE PERSON (S)

Continues from
Annexure C3

The Job Analyst organise the meetings of the job evaluation panel and recording of the proceedings

Job Analyst

Job Analyst present the preliminary results to panel members

Job Analyst

Panel members ask questions to obtain clarity on selection of options by Job Analyst

Job valuation panel members and Job Analyst

Job Analyst provide reasons for option selection

If Job Analyst disagrees on changes to be made the Chairperson and Job Analyst must submit a report on their viewpoints of the matter to the executive or delegated authority for a final decision

If panel members and Job Analyst agree on changes to be made the Job Analyst makes the changes on the EQUATE and present the new results if different from preliminary results

Job evaluation panel makes a recommendation to the executive or delegated authority for final decision

Job Evaluation Panel members

Job Analyst prepare documents and submit to executive or delegated authority for consideration
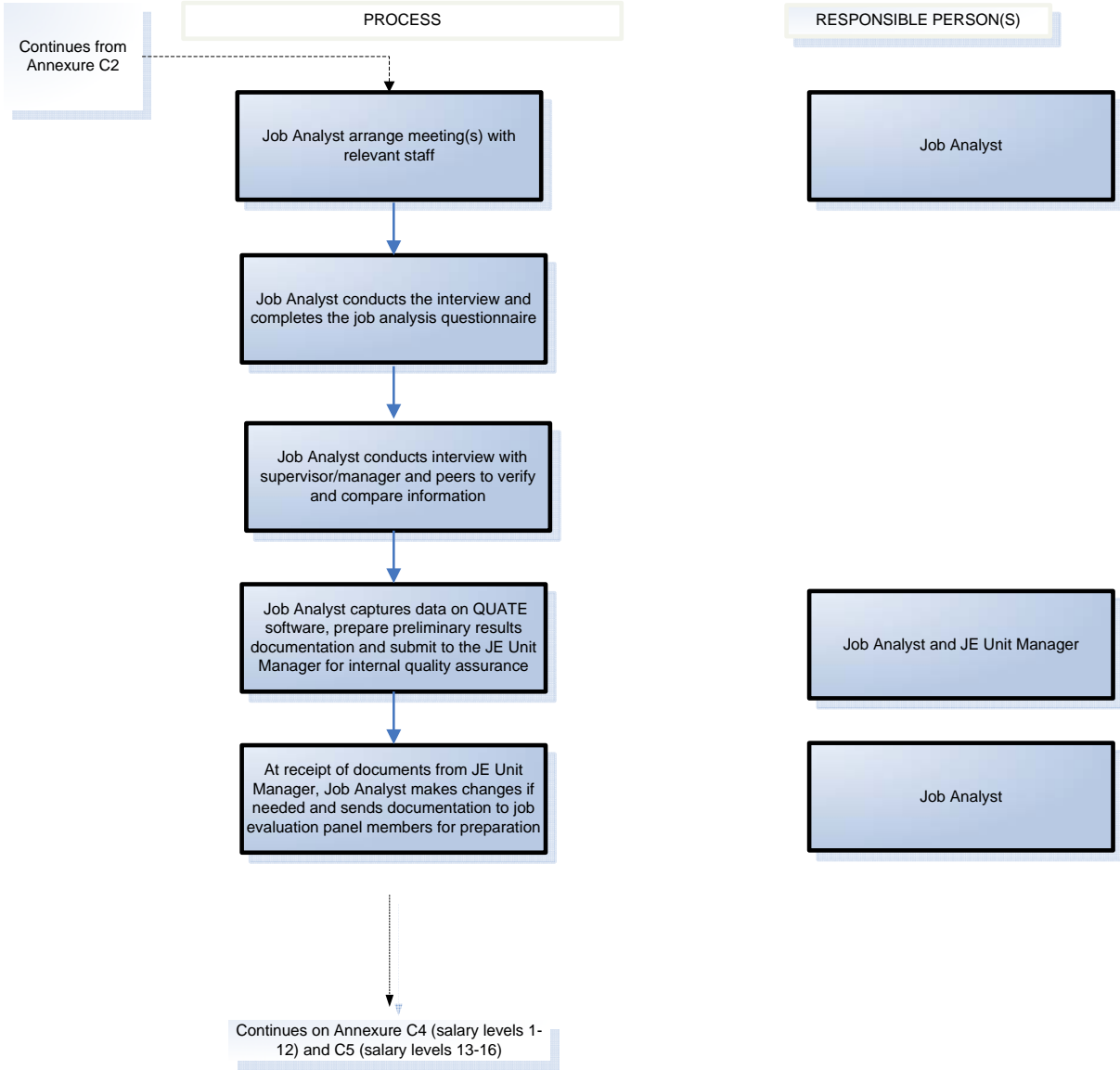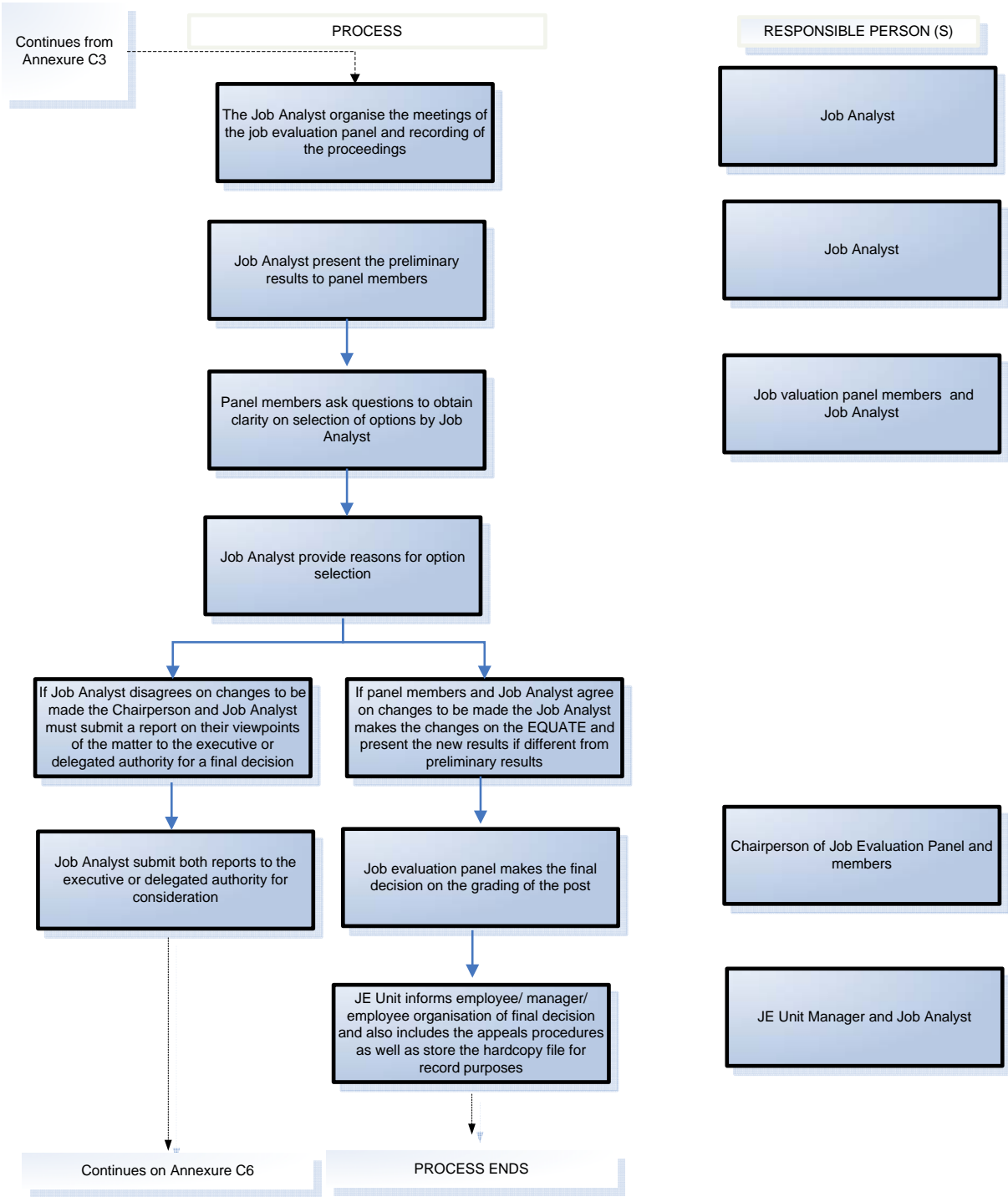
JE Unit Manager and Job Analyst

Continues on Annexure C6

A NORMATIVE APPROACH TO THE PROCESS OF EVALUATING POSTS IN THE PROVINCIAL GOVERNMENT OF THE WESTERN CAPE

Final Decision Phase

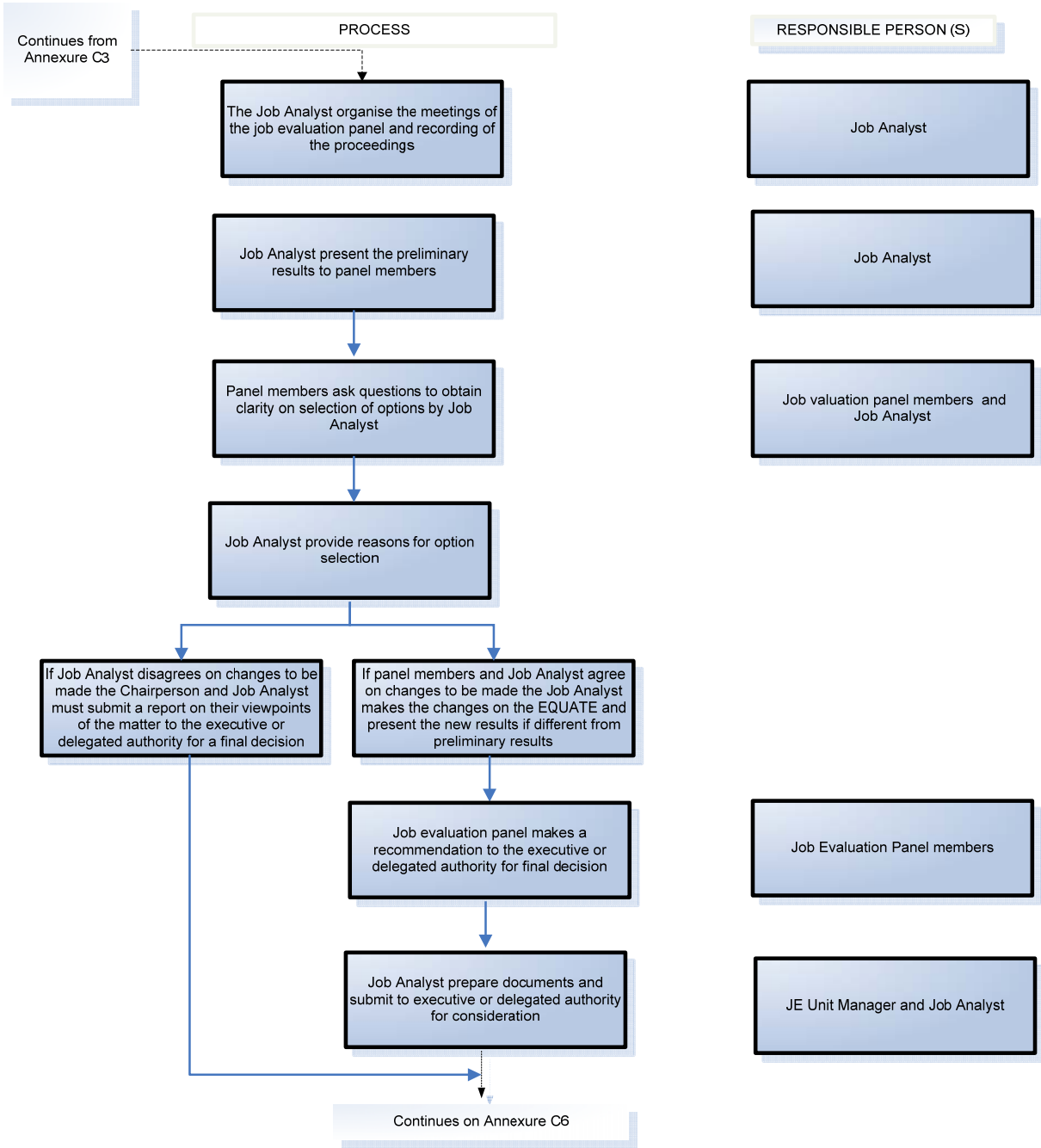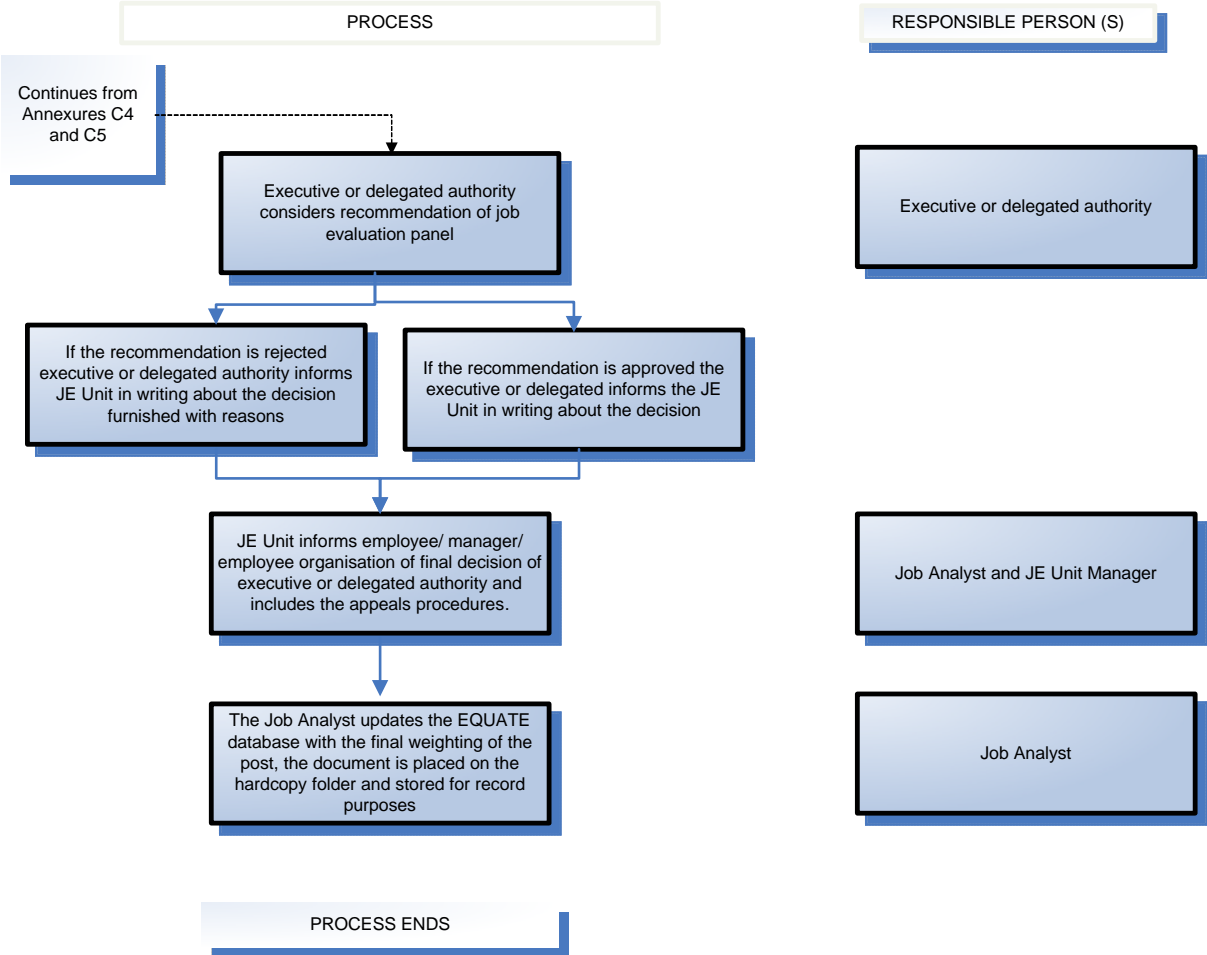| PROCESS	RESPONSIBLE PERSON (S)

Continues from Annexures C4 and C5

Executive or delegated authority considers recommendation of job evaluation panel

Executive or delegated authority

If the recommendation is rejected executive or delegated authority informs JE Unit in writing about the decision furnished with reasons

If the recommendation is approved the executive or delegated informs the JE Unit in writing about the decision

JE Unit informs employee/ manager/ employee organisation of final decision of executive or delegated authority and includes the appeals procedures.

Job Analyst and JE Unit Manager

The Job Analyst updates the EQUATE database with the final weighting of the post, the document is placed on the hardcopy folder and stored for record purposes

Job Analyst

PROCESS ENDS

JOB EVALUATION INTERVIEW QUESTIONS

1. Explain the job evaluation process as applied in the Provincial Government of the Western Cape.

2. What are the challenges/problems with the current way of administering the process?

3. What are possible solutions to address the current challenges/problems that you identified?

4. What suggestions do you have about the current organisational placement of the job evaluation function.