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Compensation Management Related to Non-Certificated Employees in Selected Illinois Public School Districts

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COMPENSATION MANAGEMENT RELATED TO NON-CERTIFICATED
EMPLOYEES IN SELECTED ILLINOIS PUBLIC
SCHOOL DISTRICTS

by

Susan L. S. Bisinger

A Dissertation Submitted to the Faculty of the
School of Education of Loyola University of
Chicago in Partial Fulfillment of the
Requirements for the Degree of
Doctor of Education

January

1983

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Susan L. S. Bisinger
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COMPENSATION MANAGEMENT RELATED TO
NON-CERTIFICATED EMPLOYEES IN SELECTED
ILLINOIS PUBLIC SCHOOL DISTRICTS

The purpose of this study was to examine the policies and practices of selected school districts in regard to compensation management as it related to non-certificated employees.

The objectives of compensation management are threefold: 1. to attract, retain and motivate employees, 2. to establish equitable pay rates and to gain employee acceptance of the fairness of pay and 3. to control compensation costs.

Henderson's Job Analysis Information Flow model includes the eight components of a systematic approach to compensation most frequently identified in the literature: Job Analysis, Job Description, Job Specification, Compensable Factors, Job Evaluation, Job Grading, Wage and Salary Survey and Assignment of Monetary Value. The model served as a basis for the study which was guided by five basic questions:

1. What written policies do Boards of Education have?
2. What administrative practices and procedures are followed?
3. How do the practices compare to the literature?
4. How do the practices compare among the districts?
5. What are the administrative implications?

The twelve largest Illinois school districts outside of Chicago were selected for study on the basis of employing 1000 individuals, the size at which organizations appear likely to approach compensation management in a systematic manner. Data were gathered by means of a questionnaire followed by a personal interview with the administrator responsible for non-certificated compensation. Both instruments were designed to elicit information regarding written compensation policies, the components of the Henderson model, and maintenance and communication of the program.

The study revealed the following:

1. Boards tend not to adopt official compensation policies, but instead imply policy by their acceptance of other compensation-related materials.
2. Compensation objectives are fiscal control and reward of membership in the organization, rather than human resource management or performance motivation.
3. External alignment appears more important than internal equity in establishing compensation levels.
4. Few districts take a systematic approach to compensation, with job evaluation being the component which distinguishes districts that do from those with a simple planned approach.
5. Communication of information relating to compensation is limited.
6. Districts differentiate between clerical and other non-certificated employees in terms of compensation practices.

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Finally, the author must express her gratitude to the two most important figures in helping her accomplish what at times seemed an insurmountable task: her husband John and her daughter Alexa.

VITA

Susan L. S. Bisinger, the daughter of Walter and Dorothea Stevens, was born in Chicago, Illinois on November 19, 1944. She attended St. Ethelreda Grade School and Mother McAuley High School, from which she graduated in 1962. Then following a year at the College of St. Teresa in Winona, Minnesota, she transferred to the Institute of Design of the Illinois Institute of Technology from which she received a Bachelor of Science degree in Visual Design in 1967, and a Master of Science degree in Art Education in 1970. Susan Bisinger also attended Chicago State University on a part-time basis to complete additional coursework in Special Education.

Susan Bisinger was a teacher of the trainable mentally handicapped for AERO Special Education Cooperative from 1967 until 1976. She also taught the Saturday Morning Workshop, an art and design program for visually gifted high school students at Illinois Institute of Technology. In 1976, Susan Bisinger accepted an assistantship in the Department of Administration and Supervision at Loyola University. She was awarded the degree of Master of Education in Administration and Supervision in 1978.

Following a full year administrative internship through Loyola University with Community Unit School District 303 in St. Charles,

Illinois, Susan Bisinger accepted the position of Director of Curriculum in that district and remained with the St. Charles schools for four additional years. In June of 1982 she became the Director of Curriculum and Instruction for the Marquardt schools, District # 15 in Du Page County, Illinois, the position she currently holds.

Susan Bisinger is married to John M. Bisinger and has one daughter, Alexa.

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CHAPTER I

INTRODUCTION

Historical Overview

Formal compensation management programs have been developed for the purpose of identifying job content and determining pay rates for employees. Wage differentials have existed since people have been employed and paid by others for performing a service or making a product. In early history, differing rates of pay were based on such factors as the status of a craft or class (e.g. blacksmith, cabinet maker, or laborer; master, journeyman, or apprentice), and the bargaining power of the individual. Worker status depended on the recognized function of the work and its value to the community, which was, in turn, arrived at by an understanding of the skill required, the risk involved or the difficulty inherent in doing the job. ("Everyone" knew the duties, skills and relative importance of harness making, gold smithing and ditch digging). The Industrial Revolution, however, had a great equalizing effect on the status system as jobs became more specialized and the content of jobs became less readily apparent. (Did a roll-turner, for example, work in a bakery or a steel mill?)¹

The increasingly complex division of labor in industry, and the increasing bureaucratization in government necessitated the development

¹John W. T. Elrod, "Origin, Structure, and Philosophy of Job Evaluation" (Ph. D. dissertation, The Ohio State University, 1954), passim.

of some method of comparing job content. In the public sector, the need was recognized by Congress as early as 1838, when, in response to a request by government employees that their pay be related to their duties, the U. S. Senate passed a resolution instructing department heads to prepare "a classification of the clerks...in reference to the character of the labor to be performed, the care and responsibility imposed, the qualifications required, and the relative value to the public of the service of each class as compared with the others."² Although an awareness of the need for internal comparison of jobs and wages was evidenced, no machinery was developed at the federal level to accomplish the task until much later.

The first steps toward relating wages to job responsibilities were taken in 1905, by the City of Chicago, when the Civil Service Commission of the city began work on the "establishment of a salary system which shall have a direct relation to the grade of work in which the employee is engaged."³ In 1911, the State of Illinois adapted the work begun in Chicago, and enacted laws applying salary standardization concepts to state employees. In the ensuing years, an ever increasing number of state and local jurisdictions followed suit.⁴

²Senate Resolution, 25th Congress, 2nd Session, 5 March 1838, cited in O. Glenn Stahl, Public Personnel Administration, 7th edn. (Boston: Allyn and Bacon, Inc., 1978), p. 148.

³Ismar Baruch, Position Classification in the Public Service (Chicago: Civil Service Assembly of the United States and Canada, 1941), p. 7.

⁴Esther C. Lawton and Harold Suskin, Elements of Position Classification in Local Government, 2nd edn. (Chicago: International Personnel Management Association, 1976), p. 2.

In the private sector, the Scientific Management Movement provided the background of job analysis concepts which was necessary for the development of later job evaluation plans. The work of Frederick Taylor, and Lillian and Frank Gilbreth on job standardization and efficiency of movement, implanted the idea that the job itself, together with its component activities was a proper subject of study and analysis.⁵ The notion of establishing a logical salary schedule, the levels of which were tied to standardized groups of positions began to take hold. In 1912 the Commonwealth Edison Company published a printed schedule of wages, and the following year the Ford Motor Company became the first major industrial concern to adopt a system of job evaluation.⁶ The Ford Plan established six classes of work on a fixed scale of wages so that each employee was paid fairly in terms of productive ability, period of service, and "in comparison with those about him."⁷

All the pay plans established to that time appear to have utilized position classification as a job evaluation technique. Shortly before World War I, the Westinghouse Electric and Manufacturing Company developed a point rating system to evaluate shop production jobs, and in the early twenties, industrial psychologist Forrest Kingsley developed a

⁵Allan N. Nash and Stephen J. Carroll, The Management of Compensation (Monterey, California: Brooks/Cole Publishing Company, 1975), p. 11.

⁶Leonard Cohen, "A Critical Study of Job Evaluation" (S.S.D. Dissertation, New School for Social Research, 1947), p. 26.

⁷O. J. Abell, "Labor Classified on a Skill Basis by Ford Motor Company," Iron Age 43 (February 17, 1914), pp. 86-88 cited in Cohen, "Critical Study," p. 26.

Factor Comparison System for grading office jobs.⁸ (A detailed explanation of the job evaluation techniques mentioned above may be found in Chapter II.) Techniques for evaluating jobs in order to bring about standardization and equalization of compensation rates continued to be refined through the nineteen twenties and thirties. The passage, in 1923, of the Classification Act, and the subsequent installation of position classification in the federal government resulted in the codification and refinement of concepts and procedures which have continued to be followed throughout the years when the classification method of job evaluation is used.⁹ Although the nineteen thirties saw some curtailment of emphasis on personnel issues, including compensation management, as a result of the mounting pressure of union conflict, a survey done in 1936 by the National Industrial Conference Board, an employer-financed research organization, indicated that forty three out of 2,452 companies surveyed were carrying on job analysis programs, and that 345 of the 2,452 administered salary classification plans.¹⁰ Large scale development and application of job evaluation and compensation management programs occurred during and immediately after World War II as a direct result of federal influence. Wages, which had been frozen by Executive Order 9250, could be increased for a limited number of reasons, one of which was proven inequities in compensation.

⁸Ibid., pp. 27-29.

⁹Merrill J. Collett, "The Position Classification Method of Job Evaluation," in Job Evaluation and Pay Administration in the Public Sector, ed. by Harold Suskin (Chicago: International Personnel Management Association, 1977), p. 8.

¹⁰Baruch, Position Classification, p. 29.

A ruling by the National Labor Board in 1945 indicated that such pay inequities could be proven only if the organization had a formal job evaluation program in effect.¹¹ Large numbers of industrial organizations implemented job evaluation programs in order to satisfy the ruling. A 1963 report by the Bureau of Labor Statistics (B.L.S.) shows that, of existing job evaluation plans, 12% were implemented from 1941-45, 33% from 1946-50, 26% from 1951-55, and 22% from 1956-60.¹² Another B.L.S. survey cited by Nash and Carroll shows that, by 1957, 85% of the firms employing 1,000 or more workers used job evaluation plans, and that 70% of small firms did so.¹³ In the public sector, a study of the compensation management practices of state and large county jurisdictions was undertaken on behalf of the International Personnel Management Association (I.P.M.A.) in the early seventies. Completed in 1976, the data indicated that 100% of the states and counties responding to the survey were then using one or several of the major types of job evaluation techniques as a part of their compensation programs.¹⁴ In the I.P.M.A. study cited above, municipalities and public

¹¹Edwin B. Flippo, Principles of Personnel Management, 2nd edn. (New York: McGraw-Hill Book Company, 1966), pp. 27-8, and Cohen, "Critical Study," pp. 77-78.

¹²Bureau of Labor Statistics, Salary Structure Characteristics in Large Firms, 1963. Bulletin 1417 (1964), cited in L. R. Burgess, Wage and Salary Administration, p. 30.

¹³Nash and Carroll, Management of Compensation, pp. 11-12.

¹⁴Gary Craver, "Job Evaluation Practices in State and County Governments," in Job Evaluation and Pay Administration in the Public Sector, ed. by Harold Suskin (Chicago: International Personnel Management Association, 1977), pp. 428-429.

school districts were not included. Municipal governments using job evaluation plans have been amply reported by Baruch and others, but studies of public school districts are conspicuously absent from the literature on compensation management. Only three exceptions have been found: the first, a 1947 study of the implementation of a compensation management program designed along industrial lines in a single school district;¹⁵ the second a review of classification plans for non-certificated employees in large urban districts which was completed in 1952,¹⁶ and, the third, a proposed job evaluation technique to be used for administrative positions which was done in 1977.¹⁷ These studies are reported in greater detail in Chapter II.

The wealth of literature which deals with compensation programs and related management concepts in both private industry and government jurisdictions merely serves to highlight the paucity of timely information on compensation policies and practices in public school districts. Given the present public insistence upon fiscal responsibility and economy of operation, together with the fact that approximately 80% of a school district's operating budget is devoted to

¹⁵William Vernon Hicks, "Utilization of Industrial Techniques in Establishment of Job Classification and Determination of Salary in the Public Schools" (Ed.D. dissertation, Wayne University, 1952).

¹⁶R. M. Roelfs, "Job Classification Procedures for Noncertified Positions in Large City School Systems" (Ed.D. dissertation, University of Colorado, Boulder, 1952).

¹⁷William Sands Hoover, "Job Evaluation Techniques Applied to the Classification of Administrative Positions in Public Education" (Ed.D. dissertation, Columbia University, 1977.)

personnel costs (a major portion of which is compensation),¹⁸ the importance of compensation management in public school administration seems obvious. The following statement by Ismar Baruch, which opened his landmark work on position classification, applies as well to public school districts in 1981 as it did to government jurisdictions in 1941, and is included here in order to set the tone for the purpose of this study:

"The growth in the magnitude and complexity of governmental services, the importance of personnel in the operations of government, and the unique responsibility of government to the people in general and the taxpayers in particular, are factors which have led to common agreement that matters of personnel administration in government should be conducted on a planned and systematic basis, logically and equitably applied. To do this requires an effective program for public personnel administration in the jurisdiction concerned. Such a program must not only be based on sound policies, objectives, and plans, but must also provide for the use of modern methods and procedures--tools of administration--through which these plans and policies may be executed and their objectives reached."¹⁹

Compensation Management

Throughout the preceding section, the term job evaluation program was used to describe the general process of determining the pay grade and monetary value of a job. Most complex organizations utilize some form of a systematic job evaluation plan whether it be the classification model formulated by the Civil Service Commission, or a quantitative point or factor method developed for industry, for the purpose of managing their compensation programs. But the process of job

¹⁸Percy E. Burrup, Financing Education in a Climate of Change (Boston: Allyn and Bacon, 1977), p. 373.

¹⁹Baruch, Position Classification, p. 1.

evaluation, even in early writing, is considered only one of several components in a total pay system. According to Krause, in spite of the wide-spread use of job evaluation techniques, the concept of pay administration as an ongoing function is of relatively recent origin.²⁰ A continuous compensation management program involves regular reassessment of the various components of the total system to be sure they are continuing to meet the organization's needs. A model of a compensation system has been developed by Henderson and is shown in Figure 1.

The components of Henderson's model are those which have been identified by many authorities in the field of compensation management. The components are described in the literature as follows:

Job Analysis is the process of collecting and studying information relative to the operations and responsibilities of a particular job;

A Job Description is a written, organized, factual statement of the most important features of a specific job;

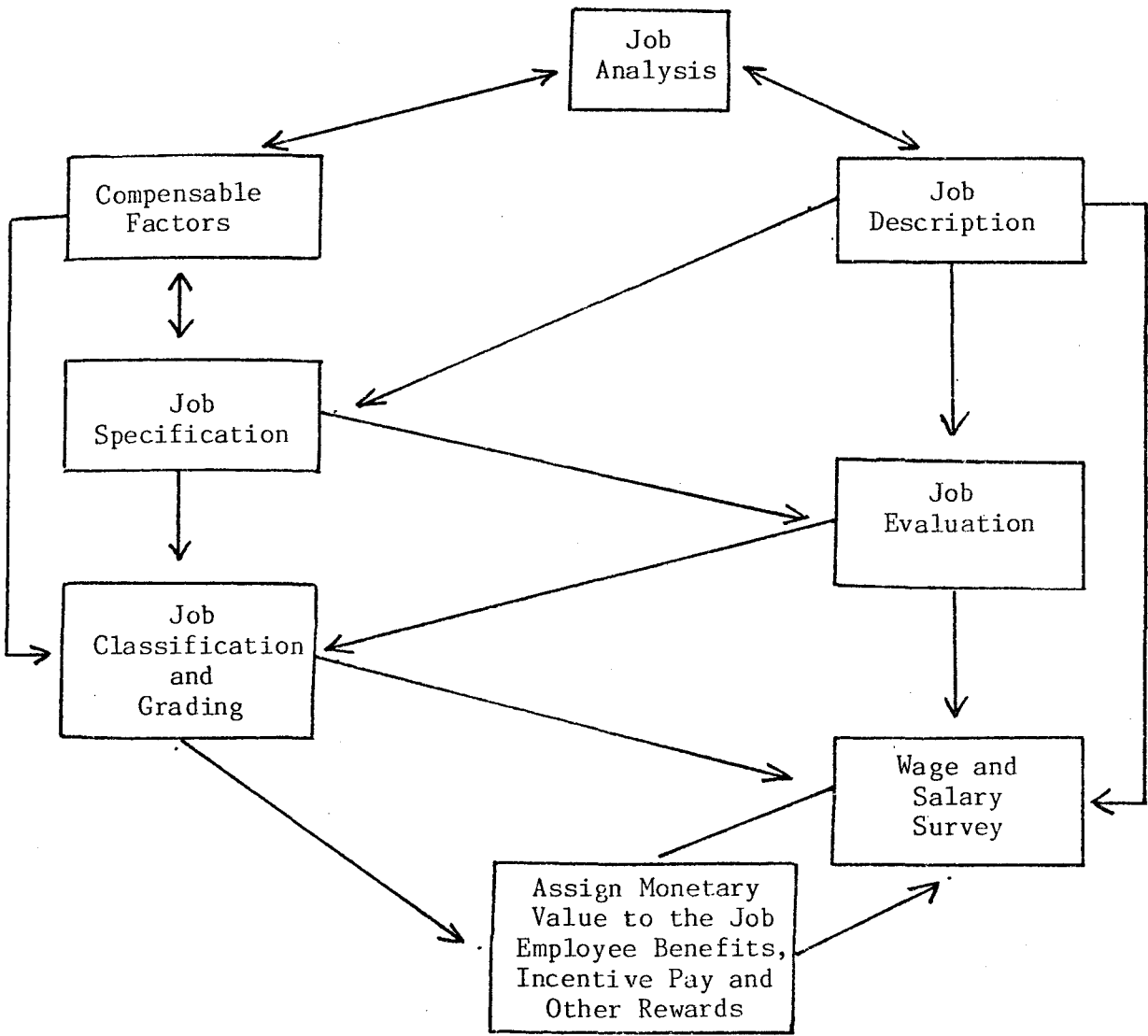
Compensable Factors are those qualities which are present in all jobs to some degree, and which differentiate among jobs according to their value to the organization;

Job Specifications are the statement of minimum qualifications needed to perform a job properly;

Job Evaluation is a systematic process of determining the

²⁰Robert D. Krause, "Current Issues in Pay Administration," in Job Evaluation and Pay Administration in the Public Sector, ed. by Harold Suskin (Chicago: International Personnel Management Association, 1977), p. 228.

Figure 1
Job Analysis Information Flow²¹



²¹Richard I. Henderson, Compensation Management 2nd edn. (Reston, Virginia: Reston Publishing Company, Inc., 1979), p. 166.

relative worth of various jobs;

Job Classification/Grading is the grouping of jobs in terms of a type of work or pay;

A Wage and Salary Survey is a collection of data about the pay rates for selected jobs or classes of jobs outside the organization; and

Assigning a Monetary Value to the Job is the placement of a dollar value or price on the job, and is the culmination of one portion of a total compensation management system.²²

Because specialized terminology is used throughout the study, a glossary has been included and it can be found at the rear of the paper.

Purpose

The general purpose of this study was to analyze compensation management in selected Illinois public school districts, as it relates to non-certificated employees.

Public school employees can be grouped roughly into two major categories: certificated and non-certificated. Certificated employees can be further subdivided into teaching and administrative categories. Teachers are treated as a special case in the literature on compensation management, a class of employees to which conventional job evaluation

²²Another portion of a total compensation management system is the establishment of a wage/salary structure. Wage structures can be developed to meet a variety of objectives, for example: to attract new, highly qualified employees; to keep employees with the organization for long periods of time; to eliminate (or encourage) frequent turnover; to reward performance, membership or qualification; and/or others. The development of wage structures is beyond the scope of the present study.

techniques cannot easily be applied and, therefore, requiring special pay schedules.²³ Likewise, school administrators are considered a unique group, equivalent to executives, managers and supervisors in industry, thus requiring separate treatment in terms of job evaluation and compensation.²⁴

Non-certificated employees are those for whom the State does not act as a licensing agency, and may include such groups as clerical and office staff, custodial and maintenance workers, bus drivers and mechanics, cafeteria workers, and others.

Although the most crucial personnel in any school system are clearly those who carry out the main business of the organization, that is the instructional staff, the contribution of those employees who provide auxiliary and support services to the smooth and efficient operation of the schools cannot be overlooked. In most school systems, non-certificated employees account for approximately one-third of the total staff, and the importance of clearly developed personnel policies relating to this segment of school staff has been emphasized by Candoli, although he is quick to point out that the development of a viable

²³Rosemary Storm, "Special Pay Schedules," in Job Evaluation and Pay Administration in the Public Sector, ed. by Harold Suskin (Chicago: International Personnel Management Association, 1977), p. 316.

²⁴Robert J. Trudel, "Evaluating and Compensating Supervisory, Managerial and Executive Positions," in Job Evaluation and Pay Administration in the Public Sector, ed. by Harold Suskin (Chicago: International Personnel Management Association, 1977), pp. 344-345.

compensation plan is often an elusive goal.²⁵

Because each of the three groups, teachers, administrators and non-certificated employees, is generally treated as a distinct and separate entity in school personnel administration, compensation practices are likely to be unique to each of the groups. In this study, compensation management as it relates to non-certificated employees only was considered.

Specifically, the following questions served as the basis of the study:

1. What written policies relating to the compensation of employees are in effect in public school districts?
2. What procedures and practices are followed by public school districts in administering compensation programs?
3. How do the compensation management practices followed by public school districts compare with those recommended in the literature, especially with the components of the Henderson model?
4. How does compensation management in the selected districts compare internally among the sample?
5. What are the administrative implications for public school districts of implementing a formal compensation management program?

The structure for the analysis of the data collected was

²⁵Carl I. Candoli et al., School Business Management: A Planning Approach, 2nd edn. (Boston: Allyn and Bacon, Inc., 1978), pp. 166 and 182.

provided by Henderson. Each of the eight components of the Job Analysis Information Flow model was used as a check-point for evaluation of compensation practices in the districts studied. Compensation management in each of the sample school districts was compared and contrasted to what expert opinion has established as acceptable or best practice in the eight areas. Compensation management practices in each of the districts were then classified according to the extent to which the district practices paralleled the Henderson model.

A compensation plan was considered to be in effect if more than one component of the Henderson model could be discerned.

A compensation system was considered to be used if at least seven of the eight components of the Henderson model were in evidence.

A compensation program was considered to be in existence if at least seven of the eight components of the Henderson model had been implemented and were maintained on an ongoing basis.

Finally, the apparent administrative implications of the various practices were reviewed.

The Procedure

A review of the literature was undertaken, first of all, in the areas of compensation management, school business management and school personnel administration in order to determine whether any attempt had been made to combine concepts from the three fields, and, if so, with what results and recommendations.

The second step was the identification of school districts to be studied. A stratified sample of public school districts in the State of

Illinois was selected on the basis of the B.L.S. survey reported earlier in which 83% of organizations employing 1,000 or more workers were found to have formal job evaluation programs.²⁶

Information about each district's compensation policies and practices was sought by means of a questionnaire. After a response had been received from twelve participating school districts, the questionnaire was followed up by a personal interview with the individual respondents. The purpose of the two stage data gathering procedure was first, to gain factual information which could be simply tabulated and compared/contrasted with the Henderson model and between districts via the questionnaire, and second, to accumulate more detailed data which would allow for more complex analysis in light of the Henderson model by mean of an open-ended personal interview. A detailed explanation of the procedures followed may be found in Chapter III.

Limitations

A study of this nature must, of necessity, have several limitations. The first of these is clearly stated in the title: the study was concerned only with those compensation practices which relate to non-certificated employees. Although teaching and/or administrative staff compensation policies would provide a fertile field for research, the choice to study non-certificated compensation practices was made because of the three groups of school employees, non-certificated positions are most like those to which typical compensation management concepts are applied in government and industry.

²⁶Nash and Carroll, Management of Compensation, pp. 11-12.

A second limitation concerns the fact that this study focused only on those policies, procedures and practices which lead up to and include the assignment of a value to a job. The nature of salary structures in the districts studied, although reviewed insofar as the structures provided clues to policy, was not explored in depth. While salary structuring is a critical part of compensation management, it is a separate and distinct process.

Third, the public school districts included in the study represent only a tiny segment of the possible population. The selection was made on the strength of two previous studies: the first, the B.L.S. survey cited earlier, suggested that districts of a certain size were most likely to employ systematic techniques, and the second, the Roelfs study, had already dealt with somewhat similar concepts in large urban systems. The decision to limit the study to Illinois public school districts was made in the belief that the sample would be fairly representative of districts of similar size elsewhere. Nonetheless, there can be no assurance that the findings are applicable outside the immediate sample.

A further limitation is that of the methodology used. The choice of a two-stage data gathering process, written questionnaire followed by personal interview, was made for several reasons. The first was to allow the interview to act as a cross-check of information gathered through the questionnaire, a procedure strongly recommended by Travers in order to enhance the accuracy of the data.²⁷ The second

²⁷ Robert M. W. Travers, An Introduction to Educational Research, 4th edn. (New York: Macmillan Publishing Company, Inc., 1978), pp. 305, 328.

was to permit a more indepth study of the population than would be possible through the use of a questionnaire alone. Both the questionnaire and the interview form were painstakingly pre-tested and reviewed in order to improve the validity and reliability of the questions asked. Nonetheless, the possibilities of human bias and/or misinterpretation of questions or responses are inherent limitations of the two research tools selected.

Structure

This study is organized into five additional sections. The part following this one provides a review of related literature on compensation management and previous studies in the area of compensation management in public school districts. Chapter II also enlarges upon the specific details of the Henderson model, providing information on each of the individual components as well as expert opinion which has been accrued over the years as to best practice in implementing the components in an organization. The third chapter is a description of the method followed in conducting the study, and includes sections on the selection of the sample, the population, the questionnaire, the interview form and process, and finally, the structure of the analysis to which the data were subjected. The chapter following is devoted to the presentation of the data gathered. The fifth chapter consists of the analysis of the data and discusses the administrative implications of the findings. The final chapter summarizes the study, presents the conclusions and provides suggestions for further research in the area of compensation management in public school districts.

CHAPTER II
REVIEW OF RELATED
LITERATURE AND RESEARCH

Introduction

The purpose of this study was to analyze compensation management in selected Illinois public school districts, as it relates to non-certificated employees. More specifically, the following questions served as the basis of the study:

1. What policies relating to the compensation of employees are in effect in public school districts?
2. What procedures and practices are followed by public school districts in administering compensation programs?
3. How do compensation management practices followed by public school districts compare with those recommended in the literature, especially with the components of the Henderson model?
4. How does compensation management in the selected districts compare internally among the sample?
5. What are the administrative implications for public school districts of implementing a formal compensation management program?

This chapter will cover the meaning of compensation and its importance to an organization, the Henderson model for compensation

management, the application of a systematic approach to compensation in public school districts, and a review of previous studies dealing with job evaluation and the management of public school employee compensation.

The Meaning and Importance of Compensation

From the earliest days, employment has been viewed as an exchange in which each of the parties involved provides something of value to the other and receives something in return.¹ Compensation is therefore interpreted as that thing of value which is received by an employee from an organization in exchange for work or services performed. Webster defines compensation as "...payment for value received or service rendered."² In light of this definition, compensation may be thought of as the salary or wages received by an employee. In a broader sense, compensation includes all forms of remuneration, including base pay for a job, variable or incentive pay for different individuals on a job, and supplementary compensation provided by the organization for all or some employees.³ This broader definition of compensation is often used by organizations today in designing the total compensation package.

¹David W. Belcher, Compensation Administration (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1974), p. 10.

²Philip Babcock Gove, ed., Webster's Third New International Dictionary (Springfield, Massachusetts: G. & C. Merriam Company, 1963), p. 463.

³Edwin B. Flipppo, Principles of Personnel Management, 2nd edn. (New York: McGraw-Hill Book Company, 1966), pp. 276-277.

Compensation is of vital importance to an organization in terms of both human resources and financial resources. This fact is equally true of public schools and of private industry. Therefore, the major goal of compensation management is to maximize the contribution of human resources toward the achievement of organizational goals within the limits established by the financial resources available.

Compensation has been referred to as "the building block of personnel administration..."⁴ with good reason. All organizations achieve their objectives with and through their people, and pay is a subject of unending interest to workers. Pay has been demonstrated to have an important influence on such variables as employee satisfaction, performance and turnover.⁵ While it has also been shown that factors other than pay are strong contributors to employee satisfaction and motivation, in the absence of monetary rewards, those factors are unlikely to operate effectively.⁶

Internal Equity

Because employment is a process of exchange, a major factor affecting employee morale is the balance or fairness of that exchange.

⁴Robert J. McCarthy and John A. Buck, "The Meaning of Job Evaluation," in Job Evaluation and Pay Administration in the Public Sector, ed. by Harold Suskin (Chicago: International Personnel Management Association, 1977), p. 12.

⁵Herbert G. Heneman, III and Donald P. Schwab, "Work and Rewards Theory" in Motivation and Commitment, ed. by Dale Yoder and Herbert G. Heneman, Jr. (Washington: The Bureau for National Affairs, Inc., 1975), p. 6.3.

⁶V. Alan Mode, "Making Money the Motivator," Supervisory Management 24 (August 1979): pp. 16-17.

This balance between outputs and rewards, between worker contribution and payment received, is known as internal equity. Internal equity has two aspects. The first has to do with employee perceptions of how compensation relates to the work done. If the two, compensation and work, are perceived to be an equal exchange, equity exists; if the two are out of balance, pay inequity is perceived.⁷ It is this aspect of internal equity, the perceived balance between service rendered and pay received, which enabled a school superintendent in Mars, Pennsylvania to "junk" the teachers' salary schedule, ask new candidates to state the amount of pay they believed their services were worth, pay them the requested amount and claim that "everybody's happy."⁸ It is possible to project that superintendent's situation a few years ahead and find that just the reverse would be true, because of another facet of internal equity.

The second aspect of internal equity relates to the alignment of jobs within the organization in terms of rank and pay.⁹ Many pay problems in organizations are questions of equity that imply comparisons. Because compensation is of vital interest to employees, comparisons are inevitable. Workers may make comparisons within their own work unit or within the entire organization, among similar jobs or

⁷Bruce R. Ellig, "Pay Inequities: How Many Exist Within Your Organization?" Compensation Review 12 (Third Quarter 1980): p. 34.

⁸Anthony V. Rago, "How One School System Junked All Teacher Pay Schedules - and Came Out Ahead," American School Board Journal 165 (April 1978): pp. 30-31.

⁹McCarthy and Buck, "Meaning of Job Evaluation," p. 18.

among dissimilar jobs. Pay relationships and the difficulty and/or importance of the work being done by different individuals are among the factors taken into account by employees in deciding the equity or fairness of their compensation.¹⁰ To return to the example of the superintendent who bargained individually with each new employee: when employees had had an opportunity to look around them and compare the work they were doing with the work of others and the various levels of compensation individuals were receiving, there might be considerably less satisfaction with the pay received. This second aspect of internal equity is dependent upon the first, that is, all jobs within the organization must be perceived by workers to be fairly and equitably compensated. In other words, there must be equal pay for equal work, and that pay must be fair remuneration for the work done.¹¹ If equity is not perceived, employees will see numerous problems within the organization.¹² Employee attitudes and motivation can be adversely affected, and the ability of the organization to attract and retain personnel can be handicapped. One of the specific aims of compensation management, therefore, is to make every effort to assure that jobs are paid fairly and to gain employee acceptance of the fairness of what they

¹⁰Richard E. Wing, "Achieving Internal Equity Through Job Measurement," in Handbook of Wage and Salary Administration, ed. by Milton L. Rock (New York: McGraw-Hill, Inc., 1972), p. 2.20.

¹¹"Recommended Classification and Pay Plans, New Trier Township High Schools" (Chicago: Public Administration Service, May 1979), p. 12.

¹²James F. Carey, "A Salary Administration Program for Today's Economy," Advanced Management Journal 45 (Summer 1980): p. 6.

are paid and what they give in return.¹³

External Alignment

Another type of comparison which employees make, and which can also affect satisfaction and turnover, is with wages paid by other employers.

External equity, or alignment, refers to "the relationships of positions within an organization with those outside of the organization in terms of rank and pay."¹⁴ External equity exists when the employee (or potential employee) perceives that the organization's compensation for a given job is in balance with the compensation in other organizations for a similar job. While this may be interpreted to mean that an organization pays the market price for a job, such is not always the case. The non-monetary benefits available in certain types of organizations may be of greater value to the worker than pay, thus contributing to the balance between output and reward. For example, the early hours and nine or ten-month contract with released time during school vacations that is often associated with an elementary school clerical position might be considerably more attractive to a working parent of young children than a higher paid, twelve-month position with comparable duties in industry. On the other hand, the kinds of factors mentioned above may be considered disadvantageous. In either case, the

¹³David W. Belcher, "Wage and Salary Administration," in Motivation and Commitment, ed. by Dale Yoder and Herbert G. Heneman, Jr. (Washington: The Bureau of National Affairs, Inc., 1975), p. 6.76.

¹⁴McCarthy and Buck, "Meaning of Job Evaluation," p. 18.

influence of external alignment must be taken into account when establishing compensation levels. This factor can have a powerful effect on the organization's ability to attract and retain the number and types of employee it needs, which is a second objective of the compensation program.

Fiscal Control

The third goal of compensation management is to control compensation costs to ensure that the organization gets maximum returns from its resources.¹⁵ The simple fact of limited resources is the second reason that compensation is a matter of concern to organizations. The importance of compensation in terms of financial resources may be gauged by examining the percentage of an organization's budget which is dedicated to labor costs. In some highly automated industries such as cigarette manufacturing or petroleum refinement, personnel costs may be less than 10% of the total budget; in others, for example auto manufacture or ship building, they may be between 40% and 50%.¹⁶ For a labor-intensive service industry such as education, personnel costs may climb to 86% of the total budget.¹⁷ With the potential effect of compensation on employee recruitment, performance, and retention, and the economic impact of personnel costs on the budget of

¹⁵ Belcher, "Wage and Salary Administration," p. 6.76.

¹⁶ Herbert J. Chruden and Arthur W. Sherman, Jr., Personnel Management (Cincinnati: South-Western Publishing Company, 1976), p. 440

¹⁷ William B. Castetter, The Personnel Function in Educational Administration (New York: The Macmillan Company, 1971), p. 121.

many organizations, a systematic approach to compensation administration has become increasingly critical.¹⁸

Compensation Management

A formal program of compensation management is designed to insure that the organization gets the optimum return for resources spent while insuring that employees receive fair pay.¹⁹ The specific goals of compensation management are:

1. to attract, retain and motivate employees,
2. to establish equitable rates of pay and to gain employee acceptance of the fairness of compensation, and
3. to control compensation costs.

In a relatively small organization, these objectives can be achieved on an informal basis. When, however, an organization becomes large enough that several people are involved in pay decisions, and the design of separate pay packages raises issues of consistency, a formal approach to compensation is warranted.²⁰ Henderson indicates that organizations with 100 or more employees exhibit line-staff patterns which closely follow those in much larger businesses,²¹ implying that, at that size, a systematic program for managing employee

¹⁸Edward L. Kendall and Philip R. Matheny, "Current Issues in Salary Administration and the Factoran System," Personnel Administrator 25 (August 1978): p. 44.

¹⁹Belcher, "Wage and Salary Administration," p. 6.84.

²⁰Ibid.

²¹Richard I. Henderson, Compensation Management, 2nd edn. (Reston, Virginia: Reston Publishing Company, Inc., 1979), p. 86.

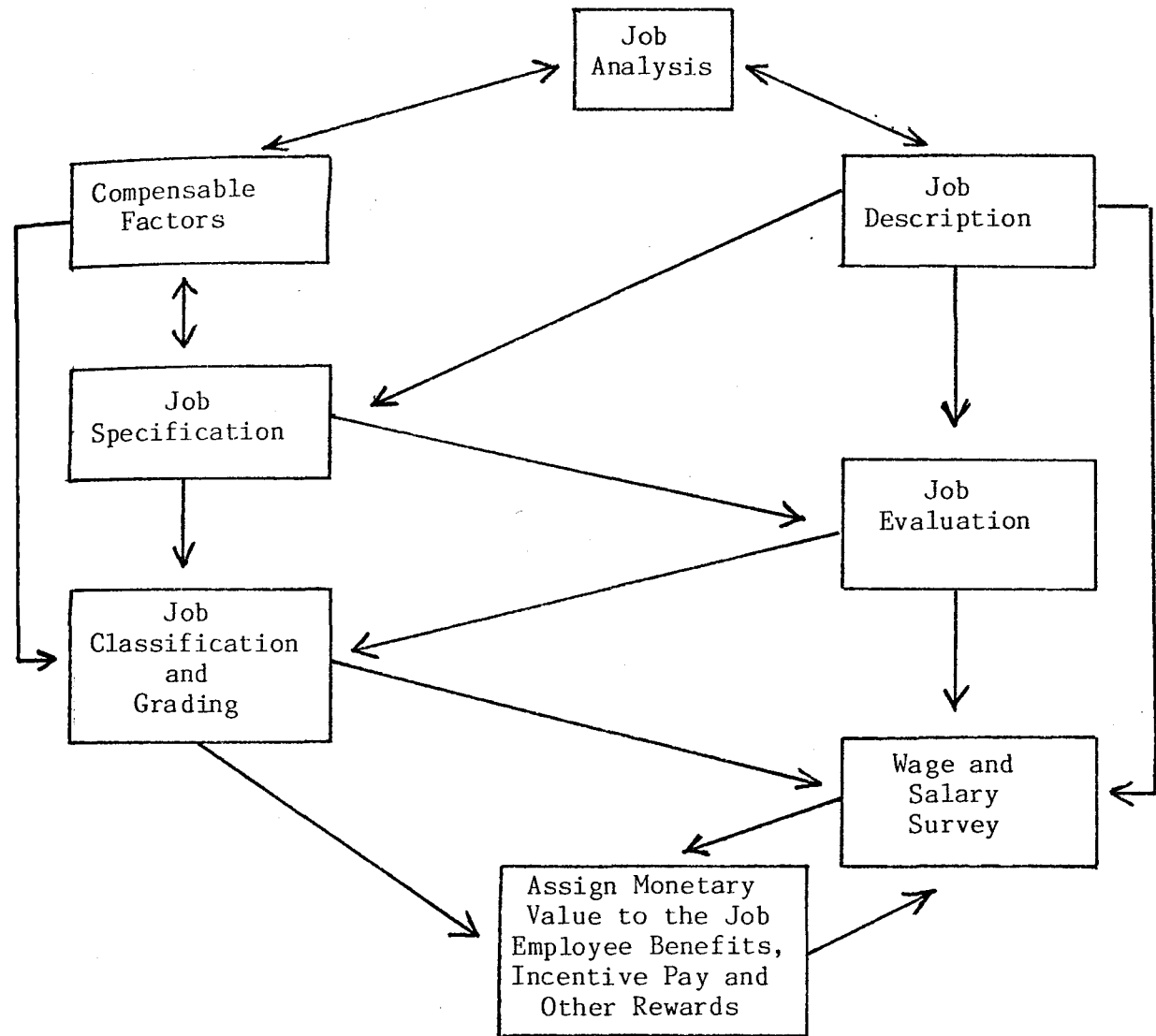
compensation may be called for. It was stated earlier that the impetus for the management of compensation came first from the government, when workers requested the objective relationship of duties and pay, but that much of the technical development was achieved in an industrial setting. Programs used in government jurisdictions and in much of the public sector tend to be based on the position classification method of job evaluation, while programs developed and used by industry are more usually based on "quantitative measures of job value."²² These two types of job evaluation techniques will be discussed at length later in this chapter. Nonetheless, the design of all formal programs, no matter which type of organization, public or private, tends to consist of the same elements. These elements have been generally recognized by experts in the field of compensation management and have been assembled into a visual model by Henderson. The Henderson model, which outlines a systematic program for managing compensation, is shown in Figure 2.

The Henderson Model

Henderson's Job Analysis Information Flow model for compensation management visually assembles the components which are present in a formal compensation program. The model shows the interaction of the various components by means of arrows indicating the flow of information from one step in the management process to another. Each of the several components of the model, shown in Figure 2, is discussed in detail below.

²²Gary Craver, "Job Evaluation Practices in State and County Governments," in Job Evaluation and Pay Administration in the Public Sector, ed. by Harold Suskin (Chicago: International Personnel Management Association, 1977), p. 428.

Figure 2
Job Analysis Information Flow²³



²³Richard I. Henderson, Compensation Management, p. 166.

Job Analysis

The first component in any systematic process for managing compensation is job analysis. Information about what work is being done and where it is being done is essential to further decision making.²⁴ Job analysis, then, refers to the "gathering and documenting of job information...",²⁵ including the tasks, duties, responsibilities, working conditions, skills and educational and experience requirements.²⁶ Job analysis data are used directly in the development of job descriptions, the identification of job specifications and compensable factors, and in the process of job evaluation and job classification. In addition to being the basic building block of the compensation management program, job analysis benefits the personnel functions of recruitment, placement, training, and performance appraisal as well as providing valuable data for position management and affirmative action programs.²⁷

Job analysis is essentially a fact finding process, and may be accomplished by any of several methods, including interviews, questionnaires, observations or activity logs.²⁸

²⁴ Esther C. Lawton and Harold Suskin, Elements of Position Classification in Local Government, 2nd edn. (Chicago: International Personnel Management Association, 1976), p. 3.

²⁵ McCarthy and Buck, "Job Analysis," p. 64.

²⁶ William F. Forsense, Jr., "Private Industry Pay Systems - What Do They Offer the Public Sector?," in Job Evaluation and Pay Administration in the Public Sector, ed. by Harold Suskin (Chicago: International Personnel Management Association, 1977), p. 508.

²⁷ Henderson, Compensation Management, pp. 138-139.

²⁸ Flippo, Principles of Personnel Management, p. 116.

Interviews may be conducted with individuals or groups, with the job incumbent or with the supervisor, or both. In general, it is considered wise to verify the information obtained from one source by checking another.

A second method of obtaining job information is the questionnaire. A questionnaire may consist of a structured checklist, or it may be open-ended, requiring a considerable amount of writing on the part of the individual completing it. Several professional questionnaires are available for collecting job data: the Position Analysis Questionnaire (P.A.Q.) and the Job Analysis Questionnaire (J.A.Q.) are two; each provides a systematic approach to collecting and identifying job tasks and developing profiles for jobs.²⁹ As with the interview, it is important to audit the information obtained by means of a questionnaire.

The third way of accomplishing the fact-finding task is direct observation. Under this method, the individual preparing the job analysis would actually observe a job being done by a worker and would take notes. One disadvantage is that the analyst may not observe an entire job cycle, thus leaving out periodic duties or tasks which may be of importance but which were not being done at the time of the observation.

A final means of collecting job information is to have the incumbent keep a written diary or log of activities over a period of

²⁹P. R. Jeanneret, "Equitable Job Evaluation and Classification with the Position Analysis Questionnaire," Compensation Review 12 (First Quarter 1980): p. 33.

time. This method is less structured than the others, but may be the most effective way to gather data about certain types of positions. No matter which method of fact finding is selected as the primary job analysis tool, it is recommended that more than one method be used to verify information obtained by another method.³⁰ One common technique for doing so when an interview or questionnaire is used is the desk audit, so called because the job analyst literally observed the desk top of the job incumbent (in the case of white collar positions) to determine whether the type of paperwork actually being done was the type indicated by the employee. The term desk audit is now used to refer to an on-site interview for the purpose of verifying information already obtained.³¹

The information gathered in a job analysis should focus on the kind of work performed, including clear and detailed task statements in which the relative importance, frequency and criticality of tasks are documented,³² and on the level of difficulty or complexity of the work, including the extent of supervision or guidance required, the variety and degree of knowledge and skills needed, the analytical requirements of the job, the responsibility for public contact, responsibility for decision making, supervisory responsibility and

³⁰Robert D. Parsons and Harold Suskin, "Job Evaluation as a Management Tool," in Job Evaluation and Pay Administration in the Public Sector, ed. by Harold Suskin (Chicago: International Personnel Management Association, 1977), p. 179.

³¹McCarthy and Buck, "Job Analysis," pp. 66-73.

³²Parsons and Suskin, "Job Evaluation as a Management Tool," p. 178.

working conditions.³³

It is particularly important that, at some point in the job analysis process, the employee be involved. Involvement of the employee may be at the starting point of the job analysis, with the employee providing the initial draft of job data, or it may occur later, with the employee reviewing and verifying an analyst's or supervisor's draft. In either case, if the job incumbent is left out, there is a danger that the job, as it actually is done, will not be described, but rather that an inaccurate picture, based upon some observer's perceptions of the job content, will be built up.

Once the data are collected and assembled, each position or job can be clearly and succinctly described and a job description document prepared.

Job Description

The job or position description as it is sometimes called, is the fruit of job analysis. It is used as the basis for many facets of personnel administration, including human resource planning, recruitment, training, and position management, in addition to its importance as the prime document for job evaluation and compensation management.³⁴

According to Brandt, "no single instrument is as important to

³³Robert Montilla, and Elmer V. Williams, Elements of Position Classification in Local Government (Chicago: Public Personnel Association, 1955), pp. 6, 7.

³⁴Donald E. Klingner, "When the Traditional Job Description Is Not Enough," Personnel Journal 58 (April 1979): p. 243.

effective wage and salary administration as the job description."³⁵

This is so because the job description can be used to compare jobs within the organization, thus establishing internal equity, or to gather salary information about comparable jobs in other organizations, therefore achieving external equity.

Most job descriptions have several distinct parts. Henderson identified five: 1) job title, 2) job summary, 3) responsibilities and duties, 4) accountabilities, and 5) specifications;³⁶ other authors substitute supervision for accountabilities.³⁷ While it is recognized that the actual content and format will vary from organization to organization, the components listed above are usually recognizable in most job descriptions.

The job title is fairly self-explanatory; it is useful in recruiting and determining job relationships and is especially important in comparing jobs among organizations or businesses, as is done when a wage and salary survey is conducted. The job title should be descriptive of the job's field of activity, its relationship to the field of activity, its relationship to the field and its professional standing.³⁸ The Dictionary of Occupational Titles is useful in ensuring that job titles are kept current.

³⁵ Alfred R. Brandt, "Describing Hourly Jobs," in Handbook of Wage and Salary Administration, ed. by Milton L. Rock (New York: McGraw-Hill, Inc., 1972), p. 1.11.

³⁶ Henderson, Compensation Management, p. 175.

³⁷ Flippo, Principles of Personnel Management, p. 119.

³⁸ Henderson, Compensation Management, p. 178.

The job summary is a concise summation in one or two sentences of the job's main function.³⁹ It is, in essence, a brief word picture of the job and should provide enough information to differentiate the job from others. It is particularly useful to someone wanting a general overview of the job. The job summary is the section which enables a personnel department to routinely and easily advertise jobs.⁴⁰

The responsibilities and duties section is the heart of the job description. It is not meant to be all inclusive, but rather to provide an outline of the major responsibilities of the job. This portion of the job description tells the what, the how of a job, and in so doing should also be a clear indication of why a job exists within an organization.⁴¹ The responsibilities and duties should be written in concise sentences built around action verbs. Words with vague meanings are to be avoided, so that a clear, precise picture of the job is built.⁴²

The accountabilities portion of a job description should indicate the results expected when the job is performed satisfactorily. The advantages to including a statement of expected results in the job description, according to Klinger, is that performance appraisal is

³⁹Brandt, "Describing Hourly Jobs," pp. 1.19 - 1.20.

⁴⁰Klinger, "When Traditional Job Description...", p. 244.

⁴¹Henderson, Compensation Management, p. 182.

⁴²Brandt, "Describing Hourly Jobs," p. 1.29.

enhanced and personal input is related to organizational output.⁴³

Other authors believe that instead of accountability, supervision should have a separate section on a job description. A supervision section should include information as to the amount of supervision received by the job holder as well as the incumbent's responsibility for supervising others. The supervisor to whom the employee reports must be spelled out, and a list of positions which report to the job incumbent should be included as well.

Finally, job specifications, or employment standards, must be included in a job description document. This section indicates the qualifications necessary for the position holder to have. The specifications may include knowledge, skills and abilities required, as well as necessary education, experience and/or certification or licensure.⁴⁴

The job description is, as stated earlier, the basic document of personnel administration. It is useful for a variety of functions, including communicating responsibilities to employees, recruiting new employees, orienting employees to the job, training and/or providing for further development of workers, determining salaries and wages, discriminating between similar positions, and providing a picture of

⁴³Klingner, "When Traditional Job Description...", pp. 246-7.

⁴⁴Henderson, Compensation Management, p. 183.

organizational hierarchy.⁴⁵

Compensable Factors

Compensable factors are those qualities which are present in all jobs to some degree, and which differentiate among jobs according to their value to the organization. Information gathered about jobs helps the organization determine what factor or factors it is paying for.

Only the most important factors should be considered in determining job worth, since this simplifies the evaluation task and limits the possibility of factor overlap.⁴⁶ Examples of common compensable factors are skill, effort, knowledge, responsibility and working conditions.⁴⁷ These major compensable factors are also known as primary or universal factors. Examples of the primary factors used in several major job evaluation systems are shown in Table 2-1.

Some job evaluation systems further differentiate universal factors by breaking them down further into sub factors. Sub factors give more specific definitions of the universal factors. Table 2-2 shows the sub factors identified in three job evaluation systems for the primary factor knowledge.

Sub factors are often broken down further into degrees or

⁴⁵ John C. Gardner, "The 'Job Description,' the First Step to Good Management," American Schools Universities 45 (January 1973): p. 11.

⁴⁶ Edward B. Shils, "Developing a Perspective on Job Measurement," in Handbook of Wage and Salary Administration, ed. by Milton L. Rock (New York: McGraw Hill, inc., 1972), p. 2.1.

⁴⁷ Harold D. Janes, "Union Views on Job Evaluation: 1971 vs. 1978," Personnel Journal 58 (February 1979): p. 80.

TABLE 2-1

UNIVERSAL FACTORS IN SEVERAL JOB EVALUATION SYSTEMS⁴⁸

Hay and Purves Guide Chart-Profile Method	Equal Pay Act Equal Work Tests	Henderson Compensable Factor Cube	Civil Service Commission Factor Evaluation System
- Know How	- Skill	- Knowledge	- Knowledge Required by the Position
- Problem Solving	- Effort	- Problem Solving	- Supervisory Controls
- Accountability	- Responsibility	- Decision Making	- Guidelines
	- Working Conditions		- Complexity
			- Scope and Effect
			- Personal Contacts
			- Purpose of Contacts
			- Physical Demands
			- Work Environment

⁴⁸Henderson, Compensation Management, p. 191.

TABLE 2-2

SUB FACTORS OF KNOWLEDGE IN THREE JOB EVALUATION SYSTEMS⁴⁹

Hay and Purves Guide Chart-Profile Method	Henderson Compensable Factor Cube	Civil Service Commission Factor Evaluation System
KNOW-HOW	KNOWLEDGE	KNOWLEDGE REQUIRED
1. Practical procedures, specialized knowledge, and scientific disciplines.	1. Education 2. Experience 3. Skill	1. Nature or kind of knowledge and skills needed 2. How these knowledges and skills are used in doing the job
2. Managerial		
3. Human relations		

⁴⁹Ibid. p. 193.

levels. Degree statements refer to or indicate the relative magnitude of a factor's presence in a job. There may be varying numbers of degree levels within different sub factors. For example, in the Hay and Purves method, there are eight different degrees of the sub factor practical procedures under the primary factor Know How, whereas there are four degrees of managerial and three degrees of human relations Know-How. Examples of the different forms degree statements can take may be seen by examining the degrees under the sub factors Education and Skill of the primary factor Knowledge in Henderson's Compensable Factor Cube:

- I. Knowledge--prerequisites for thinking and action required to perform assignment necessary to produce acceptable output.
 - A. Education--formal learning necessary for the development of sufficient mental capabilities to perform assignments.
 1. No formal education required.
 2. Less than high school diploma.
 3. High school diploma.
 4. Two year college certificate (para professional licensing).
 5. Four year college degree (professional licensing).
 6. Education beyond undergraduate degree and/or professional licensing.
 7. Master's degree and/or advanced professional licensing.
 8. Doctorate and/or senior professional licensing...
 - C. Skill--dexterity, accuracy, alertness required relative to the flow of work or to levels of complexity in the use of and interaction with both human and non-human resources in performing assignments.
 1. None required.
 2. Skills required in handling basic or simple tools and handling devices, simple switches requiring infrequent adjustments, or simple assembling operations.
 3. Skills requiring moderate accuracy or alertness in use of non-precision tools, measuring devices requiring simple settings, simple operations, or related operating methods and procedures, and interpersonal activities.
 4. Skills requiring moderate accuracy or alertness in

use of precision tools such as basic keyboard devices, advanced operating equipment, complex applicators, or assembling operations requiring advanced accuracy and alertness, or related operating methods and procedures, and interpersonal activities.

5. Skills requiring accuracy, alertness, and dexterity over an extended period of time in the use of precision tools, advanced keyboard devices, complex operating equipment, or related operating methods and procedures, and interpersonal activities.
6. Skills requiring accuracy, alertness, and dexterity over an extended period of time in the use of precision tools or equipment, or related methods and procedures, and interpersonal activities within a technological system whose operations influence the success of a unit or group.
7. Skills requiring extreme accuracy, alertness, and dexterity over an extended period of time in the use of precision tools or equipment, or related methods and procedures, and interpersonal activities within an advanced technological system where output is valuable and mistakes are harmful and costly.
8. Skills requiring extreme accuracy, alertness, and dexterity over an extended period of time in the use of precision tools or equipment, or related methods and procedures, and interpersonal activities within an advanced and complex technological system where output is of such importance that mistakes may jeopardize existence of operation if not organization.⁵⁰

Some job evaluation systems use only one compensable factor, which is claimed to be sufficient to differentiate worth among all jobs. Examples of these systems are Jaques' Time Span of Discretion, which utilizes the maximum amount of time an individual has to complete job responsibilities before they are reviewed,⁵¹ the decision-making evaluation method described by Paterson and Husband in which six levels

⁵⁰Ibid. pp. 486-7.

⁵¹Elliott Jaques, "Taking Time Seriously in Evaluating Jobs," Harvard Business Review 57 (September-October 1979): p. 124.

of decision bands are used to measure job worth,⁵² and a system devised by Charles in which problem-solving is put forward as the universal factor.⁵³

Whether a single factor or multiple factors are used to evaluate jobs, compensable factors are those qualities of a job which represent the worth of the job to the organization. In more formal job evaluation plans, compensable factors are spelled out and overtly considered in determining job worth; in less formal or informal plans, compensable factors exist, but are usually borne in the mind of the evaluator(s) rather than being expressed in specific terms.

Job Specification

Job specifications are identified with the qualifications necessary for performing the job adequately.⁵⁴ Job specifications are sometimes referred to as employment standards, and usually include statements as to the level of education necessary, the amount and type of experience required, needed abilities and skills, physical standards, which may include actual lifting or pressure exerted in performing the job, and certification or licensure required.⁵⁵ It is especially

⁵²T. T. Patterson and T. M. Husband, "Decision-Making Responsibility: Yardstick for Job Evaluation," Compensation Review 2 (Second Quarter 1970): p. 23.

⁵³A. W. Charles, "Installing Single-Factor Job Evaluation," Compensation Review 3 (First Quarter 1971): pp. 12-14.

⁵⁴Flippo, Principles of Personnel Management, pp. 122-23.

⁵⁵Henderson, Compensation Management, p. 183.

important that each specification be directly related to the incumbent's ability to perform the job adequately. In several landmark decisions, the courts have held that job requirements and tests of fitness must be tied directly to the duties and responsibilities of the position.⁵⁶ If such a relationship cannot be demonstrated, the employment standard in question should not be included in the specification.

Job Evaluation

Job evaluation, the heart of the compensation management program, is "a systematic method of appraising the value of each job in relation to others."⁵⁷ Job evaluation is based upon the underlying assumptions that there should be equal pay for equal work, that jobs can be objectively analyzed, described, compared and catalogued, and that the job itself, with its body of duties and responsibilities, can be distinguished from the employee's performance of the job.⁵⁸ In other words, the job remains the same no matter who holds it. The major purposes of job evaluation are: 1) to provide a functional and equitable internal wage structure; 2) to establish an orderly and rational method for setting pay rates for new or changed positions; and 3) to provide a means for realistic comparison between pay rates of

⁵⁶Harold Suskin, ed., Job Evaluation and Pay Administration in the Public Sector (Chicago: International Personnel Management Association, 1977), pp. ix-x.

⁵⁷Arthur H. Dick, "Job Evaluation's Role in Employee Relations," Personnel Journal (March 1974): p. 176.

⁵⁸P. A. S., "New Trier," p. 2.

different organizations.⁵⁹ Job evaluation utilizes many of the tools and components identified in Henderson's model, but refers specifically to the procedure for determining the relative value of one job over another.

There are four major methods of job evaluation: ranking, classification, point systems and factor comparison. Traditionally, these have been classified as quantitative and non-quantitative method: non-quantitative methods include ranking and classification, while factor comparison and point systems are considered quantitative because of their use of numerical points or monetary values in establishing the worth of each job. Each of the four major job evaluation methods is discussed in some detail below. In addition, a section is included on other methods which describes those job evaluation plans which do not seem to fall easily into one of the other categories, or which are specific and/or proprietary instances of one or another of the four categories.

Ranking

Ranking is the simplest and probably the oldest of job evaluation methods. Ranking is most frequently used in small organizations, because when more than a few (twenty to thirty) positions are involved, it becomes difficult for the individual or group responsible for ranking to be thoroughly familiar with all jobs.⁶⁰

⁵⁹Charles W. Lytle, Job Evaluation Methods (New York: The Ronald Press Company, 1954), p. 7.

⁶⁰Dick, "Job Evaluation's Role in Employee Relations," p. 177.

In the ranking method, jobs are placed in order from most to least important on the basis of job title or brief descriptions. Under this procedure, the total job is compared to others in order to arrive at a ranked listing. For this reason, ranking is often referred to as a whole job method of evaluation. Some procedures used to rank jobs include the use of top and bottom jobs as benchmarks with other jobs slotted in between, paired-comparison of jobs, card-sorting techniques by department, numerical ordering of positions by an individual or committee, and the use of an organizational chart to place jobs in order.⁶¹ Use of the ranking method assumes that every job is worth either more or less than every other job, and that no two are equal, unless they are identical.

Some of the advantages of the ranking method of job evaluation are:

1. it is simple to do, takes little time, and is easy to explain;
2. there is little paperwork involved;
3. The cost of application is negligible; and
4. it can be fairly accurate in small organizations where the evaluator is intimately familiar with all the jobs.

Disadvantages of job ranking include:

1. in large organizations, no one person is likely to be familiar with all jobs;

⁶¹Flippo, Principles of Personnel Management, p. 283.

2. there is a lack of defensible data to support pay rate assignments because the ranking is often done without securing job facts;
3. it provides no yardstick for establishing the relative value of one job to another;
4. there is a high possibility of bias, since the rater may be influenced by the magnitude of existing pay rates, the job incumbent or the prestige value of the job;
5. job distinctions may be too fine to permit an accurate ranking; and
6. it provides no basis for comparing jobs in different organizations or in different departments or units within the same organization.

Ranking may be the job evaluation method of choice in a small organization where a more sophisticated and/or costly plan would not be worth the benefit. It is also a valuable first step in job evaluation or as a verification of a more elaborate job evaluation process.⁶²

Classification

Job or position classification, the second method of evaluation, is the grouping of jobs into classes on some specified basis. It is an extension of the ranking method, and like ranking, classification is a non-quantitative form of job evaluation.⁶³ In position

⁶²Henderson, Compensation Management, p. 213.

⁶³Dick, "Job Evaluation's Role in Employee Relations," pp. 177-8.

classification, classes are determined first, and their basis is set forth in descriptive class specifications.⁶⁴ Features of class specifications include the class title, a general description of the nature of the work, illustrative examples, and the indication of necessary qualifications.⁶⁵ The class title should be descriptive of the occupation involved, indicative of the relative rank of the class and as short as possible.⁶⁶ In other words, the title of the class should be meaningful. The definition of the class should be a brief general description of the work including the amount of supervision given or received and the major purpose of the jobs encompassed by the class. Illustrative examples of the work refers to the type of duties performed; this feature of a class specification is not meant to be limiting but to give some idea of what sort of activities are carried on by jobs allocated to the class. Qualifications for the class refers to the knowledge, skills and abilities required by jobs within the classification as well as to any special requirements such as licensure or certification.⁶⁷ Once class specifications have been developed, positions are allocated to the various classes by comparing written job

⁶⁴Byers, Montilla and Williams, "Position Classification in Local Government," p. 15.

⁶⁵P. A. S., "New Trier," pp. 4-5.

⁶⁶Byers, Montilla and Williams, "Position Classification in Local Government," p. 19.

⁶⁷Ibid. pp. 19-21.

descriptions with the established class specification.⁶⁸ The position classification method of job evaluation has been likened to a bookcase with carefully labeled shelves. The vertical arrangement provides a broad definition of what may be included on each shelf. The horizontal arrangement is a collection of individual books, all of which have sufficient characteristics in common to have been shelved in that particular niche.⁶⁹ The most prominent example of a position classification system is that established by the Federal Classification Act in 1923 and administered by the Civil Service Commission. Position classification is the most widely used job evaluation method in the public sector, and is followed in jurisdictions and public organizations which are covered by civil service, as well as in many that are not.

Some of the advantages of position classification are:

1. it is simple, and therefore, fairly easy to design and install;
2. it is relatively easy to maintain, not being necessarily reliant on an external contractor;
3. it provides a less awesome approach to job evaluation than some other methods, thereby reducing the possibility of resistance by employees and unions;
4. it provides a defensible basis for pay rates since it is based upon objectively gathered data.

⁶⁸ Leonard R. Burgess, Wage and Salary Administration in a Dynamic Economy (New York: Harcourt, Brace and World, Inc., 1968), pp. 31-2.

⁶⁹ Shils, "Developing a Perspective on Job Measurement," p. 2.15.

Disadvantages of the classification method of job evaluation include:

1. it is extremely difficult to write class specifications which are general enough to permit the classification of a variety of jobs, yet which are not so vague that they are not exclusive;
2. it may encourage aggrandizement of the descriptions of duties and responsibilities in job statements by employees and supervisors;
3. it is difficult to classify mixed jobs - that is jobs which have some duties which fall into a higher class, and other duties which fall into a lower class.
4. there is a possibility of rater bias due to job title, current salary, the individual job incumbent and/or the perceived prestige of the job.

Like ranking, classification is a whole-job method of job evaluation which works best if differences in job content are obvious.⁷⁰ It can be an appropriate and effective means of evaluating positions in small organizations for which a more elaborate plan would be too costly and time consuming. Although a program of position classification can be developed internally, the most effective plans involve the use of outside consultants upon initial installation

⁷⁰Clifford M. Baumback, Structural Wage Issues in Collective Bargaining (Lexington, Massachusetts: D. C. Heath and Company, 1971), pp. 103-104.

and training of internal personnel for continued maintenance.⁷¹

Point Systems

A point system is a method of job evaluation in which numerical points are assigned to jobs on the basis of the degree to which specified factors are present. It is one of the two major quantitative systems of job evaluation. The point system is the most widely used method of job evaluation at the present time.⁷²

In a point system method of job evaluation, compensable factors and sub factors are identified and divided into the various degrees to which they may be present in a given job.⁷³ The factors are then weighted, and specific numerical points assigned to each. In most systems an arbitrary total number of points is decided upon and distributed among the major factors according to their importance. The points allotted to each factor are then assigned to the degrees of the factor which may be present.⁷⁴ For example, in a point system using the three factors Skill, Responsibility and Effort, a total of 500 points might be divided among the primary factors as follows: Skill = 300, Responsibility = 125, Effort = 75. If Skill were divided into several sub factors, the total 300 points might be allocated so: Education = 150, Experience = 75, Dexterity = 75. If five degrees of education were identified, ranging from the ability to read through

⁷¹Shils, "Developing a Perspective on Job Measurement," p. 2.16.

⁷²David A. Weeks, Compensating Employees: Lessons of the 1970's (New York: The Conference Board, 1976), p. 45.

⁷³Burgess, Wage and Salary Administration, p. 32.

⁷⁴Flippo, Principles of Personnel Management, pp. 286-89.

possession of a college degree, the lowest educational requirement might be worth 20 points, whereas a college degree might have a value of the full 150 points allotted to the sub factor, Education. The weighting procedure described above would be repeated for each factor, sub factor and degree until a complete scale of values had been constructed for measuring jobs. Jobs are then assigned numerical values by evaluating the degree to which each of the identified factors is present in the job using the point scales which have been established. When a point system is used, either all jobs in the organization may be evaluated individually, or key jobs may be identified, evaluated and used as benchmarks for the ranking of other positions by means of slotting or paired comparison.⁷⁵ The latter procedure is most common. Point systems are similar to ranking in that the end product is an ordered listing of jobs; the main difference is that the point system looks at factors in establishing the hierarchy, whereas ranking examines the job as a whole. Similarities also exist between classification and the point system because both involve comparing individual jobs with a scale which has been established. As with ranking, the difference lies in whole job versus factored evaluation methods.⁷⁶ Point systems have most frequently been used to measure industrial jobs, although they are being used with more and more frequency to evaluate non-industrial, white collar and managerial positions. The most widely used point system is that developed by the American Association of Industrial Management; it

⁷⁵Henderson, Compensation Management, p. 225.

⁷⁶Shils, "Developing a Perspective on Job Measurement," p. 2.16.

is used primarily with industrial jobs.⁷⁷

Some major advantages of a point system method are:

1. it provides defensible rating data which can be explained logically;
2. it reduces the likelihood of rater bias by the use of graphic scales and checklists;
3. the stability of the rating scales enhances long term use;
4. consistency and accuracy of evaluations increase with use of a point system;
5. because of the minuteness with which factors, sub factors and degrees are described, it tends to be a highly reliable method of evaluation; and
6. points lend themselves to objective job grading and translation into dollar amounts.

Disadvantages of a point system include:

1. the selection and definition of factors and degrees must be done with minute care to avoid overlap or vagueness;
2. it is time consuming to install and maintain;
3. a great deal of clerical work is required;
4. it requires the careful training of personnel;
5. it can be a cumbersome process which is difficult to explain to unions and employees;

⁷⁷Ibid. p. 2.17.

6. a point system can seldom be developed and installed without a consultant; and
7. it can be costly.

Point systems appear to be most appropriate for use in large organizations, or those in which there are many similar but unequal jobs.

Factor Comparison

The final major method of job evaluation is factor comparison. As its name suggests, this method is based upon the comparison of key jobs in terms of specified compensable factors. Traditionally, factors are weighted with actual monetary values, but today most firms convert the dollar amounts into points to avoid having to make continual adjustments to changing price and wage levels. Factor comparison is similar to ranking in that factors are compared job to job rather than with a scale, as is done by the classification and point methods.⁷⁸

The first step in the procedure for evaluating jobs using factor comparison is the selection and definition of factors to be used. There are generally five factors, mental, skill and physical requirements, responsibilities and working conditions, and never more than seven.⁷⁹ Next, key jobs are selected, and the correct pay rate for each is determined. The key jobs are then compared to each other and ranked under each of the factors one at a time.

⁷⁸Flippo, Principles of Personnel Management, p. 293.

⁷⁹Shils, "Developing a Perspective on Job Measurement," p.

For example, three jobs, A, B and C might be ranked as follows under the three factors of skill, effort, and responsibility:

<u>SKILL</u>	<u>EFFORT</u>	<u>RESPONSIBILITY</u>
A	C	C
B	A	B
C	B	A

The pay rate is then allocated to each of the factors. In the case of Job A, if the hourly wage is \$3.00, it might be determined that \$1.50 was being paid for skill, \$1.00 for effort and \$0.50 for responsibility. The same process would be carried out for each of the key jobs, creating a set of value scales like so:

<u>CORRECT WAGE</u>	<u>SKILL</u>	<u>EFFORT</u>	<u>RESPONSIBILITY</u>
A = \$3.00	A = \$1.50	C = \$1.10	C = \$1.10
B = \$2.70	B = \$1.30	A = \$1.00	B = \$1.00
C = \$2.50	C = \$0.30	B = \$0.40	A = \$0.50

The weightings created for the key jobs can then be used as scales to measure all other jobs in the organization by means of slotting or paired comparison.⁸⁰ If a fourth job, D, was ranked and found to be most like A in skill requirements, like C in terms of effort, and like B under responsibility, the correct pay rate would be \$3.60 based upon the allocation of money in the key jobs. If job D differs from the key jobs in terms of any factor or factors, a new slot can be created in the scales as necessary.

Advantages of the factor comparison method of job evaluation are:

⁸⁰ Burgess, Wage and Salary Administration in a Dynamic Economy, pp. 35-36.

1. the method addresses the problem of job value and the magnitude of differences between jobs;
2. there is little factor overlap if the "basic five" are used;
3. it is easy to price jobs if monetary weights are used;
4. the method is automatically tailor made to an organization because it is based on key jobs within the organization; and
5. once in place, it is easy to use.

Some disadvantages of factor comparison include:

1. it requires a lot of clerical detail and is time consuming;
2. if monetary weights are used, there is a possibility of rater bias;
3. benchmark jobs must be in assuredly correct internal and external alignment;
4. a change in jobs over time can result in warping of the scales; and
5. because of the numerous and complicated steps required to develop the comparison scales, the method is difficult to explain to employees and unions.

Factor comparison is more popular in small (i.e. less than 1,000 employees) than in large organizations, but is not as popular in either as is the point system method.⁸¹

⁸¹Shils, "Developing a Perspective on Job Measurement," p. 2.17.

Other Methods

Several other methods of job evaluation have been described. Many of them bear similarities to one or another of the four major methods described above, but could not be strictly defined under one of the categories.

The Guide Chart - Profile Method

The first is the Guide Chart - Profile Method, better known as the Hay System.⁸² It was devised by Edward Hay and Dale Purves for use in non-factory environments, and is frequently applied to white collar and managerial positions. The universal factors of know how, problem solving and accountability are used. First, jobs profiles are developed by weighting job elements in relation to each other and combining them into a rank order for each of the three factors. This process is similar to factor comparison without monetary designations. Next, guide charts are constructed and applied to each job, yielding a numerical score. In this sense, the method is much like point rating systems.

The Time Span of Discretion Method

The next is the Time Span of Discretion (TSD) method developed by Elliott Jaques.⁸³ Jaques maintains that responsibility in a job and therefore its value can be measured by determining the longest period of time which can elapse between the time an employee is

⁸²Edward N. Hay and Dale Purves, "A New Method of Job Evaluation," Personnel 31 (July 1954): pp. 72-80.

⁸³Jaques, "Taking Time Seriously," pp. 124-132.

given a task and the time his or her performance on the task is reviewed by a superior. This measure is called the time span of discretion, and can be used to determine job responsibility and to compare jobs within and outside of an organization. The TSD method resembles ranking, although rather than looking at the whole job, it evaluates a single compensable factor of the job.

A Problem Solving Method

A third method is that devised by A. W. Charles and involves establishing job worth on the basis of problem-solving responsibility.⁸⁴ All jobs within a specific grouping (department, division, or the whole organization) are placed along a two-dimensional matrix and a paired comparison is performed, with problem-solving as the factor under consideration. The job with the greater problem-solving responsibility is given a plus. After all comparisons have been performed, jobs are rank-ordered, according to the number of plusses. Matrices are then combined to establish interdepartmental job values. Like the TSD method, Charles' plan seems more closely aligned to ranking than to any other method.

The Paterson Method

The Paterson method, also called the broad-banding method, is predicated upon decision making as a universal factor which is common to all jobs.⁸⁵ Under this plan, six levels of decision making are

⁸⁴Charles, "Installing Single Factor Job Evaluation," pp. 9-21.

⁸⁵Paterson and Husband, "Decision Making Responsibilities," pp. 21-31.

differentiated, and jobs are analyzed and graded in terms of these decision levels. The six bands of decision making are policy making, programming, interpreting, routine, automatic and defined: the higher the decision making level, the greater the value of the job. Its proponents claim that the broad banding method correlates highly with Jaques' TSD plan. The Paterson method appears to be a form of job classification based upon a single factor rather than upon the whole job.

The Position Analysis Questionnaire

P. R. Jeanneret, author of the Position Analysis Questionnaire (PAQ) proposes a method whereby job analysis data can be used directly to establish job values.⁸⁶ By using the PAQ and organizing jobs into clusters on the basis of the information gathered, a statistical manipulation can be performed which results in the assignment of weights to the PAQ data. Point scores can then be calculated and jobs priced. This method has features in common with both classification and point system methods.

Direct Pricing

A final method for job evaluation is direct pricing. This approach uses the labor market directly to establish the price and relative worth of jobs.⁸⁷ Under this method, data are gathered from other organizations by sending job descriptions, and asking what they

⁸⁶Jeanneret, "Equitable Job Evaluation," pp. 32-42.

⁸⁷Henderson, Compensation Management, pp. 213-214.

are paying for similar work. Wages and salaries are then determined strictly according to the going rate. Use of direct pricing ensures external competitiveness, but does not address the question of internal alignment. It is assumed that internal equity exists and need not be assessed.

Job Evaluation Summary

In summary, the various job evaluation techniques described above are methods of measuring each job's value to the organization in comparison with other jobs. The primary purpose of any method of job evaluation, no matter how primitive or how sophisticated, is to identify the proper internal alignment of positions within an organization and thereby to ensure as far as possible, equity of compensation. Three major principles must always be borne in mind when considering job evaluation as a compensation management tool.

First, the job, not the man is the object of evaluation. Every effort must be made by the evaluator or the evaluation committee to consider only the job itself with its inherent requirements and responsibilities and to totally divorce the job holder from the process.

Second, job evaluation, no matter how elaborate, quantified, or statistical, is a systematic and not a scientific approach to the measurement of job value. Use of a formalized job evaluation procedure can provide a consistent and more objective measure of job worth than can an informal assignment of pay level. Still, no plan is people-free, and is, therefore, subject to human error and to varying degrees of subjectivity in its application.

Third, in selecting and implementing a job evaluation method, an organization must keep its own aims, goals, policies and needs firmly in mind. Simple ranking may be the most appropriate method for one organization; whereas a complex point system would be the best fit for another. No single method is universally applicable, and any method works most effectively when it is tailored for the organization by which it will be used.

Job Classification and Grading

Job classification and grading, as a component of Henderson's Job Analysis model of compensation management, is distinct from job classification as a method of job evaluation. As a job evaluation method, classification is the measurement of jobs on the basis of certain detailed class specifications. As a component of a systematic compensation management plan, classification and grading is the grouping of jobs of similar value into a series of graduated classes or grades for which salary rates or ranges can be established, regardless of the method used to establish job value.⁸⁸ Job classification as an evaluation method automatically provides a series of job groupings; all that is necessary is to grade the classes from highest to lowest for pay purposes. If a ranking method were used, grades could be established by identifying the top and bottom jobs in each grade; all jobs between the two would then be paid at the rate established for that grade. In the case of point systems, grade cut-offs are generally defined by

⁸⁸ Donald E. Hoag and Robert J. Trudel, How to Prepare a Sound Pay Plan, 2nd edn. (Chicago: International Personnel Management Association, 1976), p. 4.

numerical value; for example, all positions with values ranging between 325 and 400 are classified as Grade II or Class C, or some other group title. Grading of jobs evaluated by factor comparison or one of the other methods described earlier would be done as indicated for ranking.

The purpose of job classification and grading is to establish a manageable number of job groupings for pay assignment. Though it may occur concurrently, classification and grading is an independent process from setting salary. The salary plan rests on the classification system,⁸⁹ as will be shown when the final component of Henderson's model, assignment of monetary value, is discussed.

Wage and Salary Survey

The wage and salary survey is the compensation tool used to determine external alignment, that is the comparison of pay rates for jobs within an organization with the rates for the same or similar jobs outside the organization. Surveys are primarily a planning tool, in that they provide data which will aid in decision-making.⁹⁰ The salary survey, whether it is an informal check of the going rate by means of a phone call or two between organizations, or a formal, broad-based survey conducted by a third party, is an important component in a compensation management program.⁹¹ "If pricing jobs through

⁸⁹Byers, Montilla and Williams, "Position Classification in Local Government," p. 18.

⁹⁰Carey, "Salary Administration Program for Today's Economy," pp. 7-9.

⁹¹Henry C. Richard, J. A. Engel and L. Earl Lewis, "Acquiring Competitive Information from Surveys," in Handbook of Wage and Salary Administration, ed. by Milton L. Rock (New York: McGraw-Hill, Inc., 1972), p. 3.23.

job evaluation were not kept in some approximate relation to going rates, the internal pay structure could rapidly become outdated and worthless."⁹² Determination of the approximate relationship referred to above is the decision for which the survey provides input. Weeks has identified four competitive pay postures which an organization may follow: national leadership, area leadership, competitive or conservative.⁹³ These positions are defined by the going industry rate plus or minus 10%. The use of a compensation survey is often a major step in determining the adequacy of an organization's pay structure, a prime factor in attracting, retaining and motivating personnel.⁹⁴ Pay surveys may be conducted directly or information from an outside group or agency can be used. Some idea of the range of compensation surveys which are performed or provided can be gathered from the following brief list:

U. S. Government

Civil Service Commission

Dept. of Labor, Bureau of Labor Statistics

Professional Organizations

Administrative Management Society

American Compensation Association

American Association of School Administrators

⁹²Burgess, Wage and Salary Administration, p. 143.

⁹³Weeks, Compensating Employees:, p. 8.

⁹⁴George E. Mellgard, "Achieving External Competitiveness through Survey Use," in Handbook of Wage and Salary Administration, ed. by Milton L. Rock (New York: McGraw-Hill, Inc., 1972), p. 3.3.

International Personnel Management Association

National Education Association

Private Organizations

Educational Research Services

Hay Associates

Management Compensation Consultants

Smyth and Murphy Associates⁹⁵

The organizations noted above are just a few of many which perform major professional salary surveys of particular employee groups or within specific industries or geographic areas. Innumerable other small professional groups provide survey data to their members, and many organizations perform their own compensation surveys on either a formal or informal basis. The essential steps in conducting a survey are deciding the sources of data, determining the data to be requested, and interpreting the data.⁹⁶

The first step, determining the sources of data, will depend upon the demographic and economic situation in which the organization exists. The scope of a pay survey can vary from industry-wide to local, depending upon the organization's competitive environment. It may be useful to one organization which must compete in a geographic area with many large, unionized companies to participate in national or in area surveys which sample a wide variety of industries and businesses in a

⁹⁵Henderson, Compensation Management, pp. 256-259.

⁹⁶Glenn L. Engelke, "Conducting Surveys," in Handbook of Wage and Salary Administration, ed. by Milton L. Rock (New York: McGraw-Hill, Inc., 1972), p. 3.8.

formal, structured way. For a smaller organization that competes for labor in a limited, localized market, a less formal, specially tailored survey of businesses that are similar or even identical may be adequate.⁹⁷

After the scope has been determined and the specific organizations which will be surveyed have been identified, the data which will be sought must be decided upon. The survey method will have an impact on the data requested. An informal telephone survey will probably yield a limited amount of information, while an extensive, ready-made survey may provide almost too much data. The most frequently used kind of survey is the questionnaire which elicits compensation information about a range of benchmark jobs.⁹⁸

Differences in size and organizational structure must be taken into account when developing a survey, and care must be taken in identifying and describing the benchmarks to be included so that jobs can be properly matched.⁹⁹ Information regarding minimum and maximum rates and pay ranges is usually sought, as well as data about fringe benefits.¹⁰⁰

Once the survey data are in, they must be interpreted and used

⁹⁷Mellgard, "Achieving External Competitiveness," pp. 3.4 - 3.5.

⁹⁸Public Administration Service, "Manual," pp. 63-65.

⁹⁹Richard E. Wing, "Achieving Internal Equity Through Job Measurement," in Handbook of Wage and Salary Administration, ed. by Milton L. Rock (New York: McGraw-Hill, Inc., 1972), p. 2.23.

¹⁰⁰Hoag and Trudel, Sound Pay Plan, pp. 25-26.

to assist the organization in determining the changes necessary to achieve the desired pay posture.

Assigning a Monetary Value

Assigning a monetary value to the job and determining employee benefits, incentive pay and other rewards is the placement of a dollar value or price on the job and is the final component of Henderson's Job Analysis Information Flow model. In pricing jobs and developing a compensation plan, primary consideration should be given to basic or regular pay, secondary consideration to pay-related benefits and perquisites, and finally extra compensation or payments made for special conditions should be dealt with separately.¹⁰¹ It is important that policy guide the pricing of jobs and development of wage and salary schedules. Some of the policy decisions which must be made include whether there is to be a single pay schedule or multiple schedules; whether each class or grade should be paid at a single rate or if there should be ranges; if there are ranges what the basis for progression through the range should be; and how the total schedule should be structured. The issue of pay structure revolves around such design characteristics as the number of ranges in a schedule, the width of those ranges (i.e. amount of difference between highest and lowest rates in the range), the number of pay steps in each range, the pay increments between steps, and how they are determined (i.e. by fixed amounts, by ratios, by fixed or variable percentages), and the

¹⁰¹Public Administration Service, "Manual," p. 58.

amount of overlap between ranges.¹⁰²

Considerations in assigning the actual dollar rates and/or ranges to jobs include the internal alignment of jobs, the going rate for various jobs and the organization's desired fit in the market place, and finally, the organization's ability to pay.¹⁰³ Information for making the monetary assignment decision is drawn from the job analysis/description/evaluation data and from the wage and salary survey data which the organization has available, thus completing the information flow cycle represented by Henderson.

Benefits of a Systematic Approach

The elements described by Henderson represent a systematic approach to compensation. Such an approach can provide one of the most versatile tools available to the manager. First of all, the basic process of job analysis contributes significantly to the personnel processes of recruitment, selection, development and appraisal by providing detailed information about jobs to the manager. Secondly, the job evaluation process establishes a logical, systematic and equitable structure for the assignment of pay. In addition, the detailed information that is obtained during job analysis and evaluation about organizational structure, the functions of work units and positions and the distribution of responsibility and authority can be invaluable to the administrator in planning. Finally, fiscal management can be

¹⁰²Ibid., p. 69.

¹⁰³Eugene H. Hunt and George R. Gray, "The Management of Compensation," Management World 9 (July 1980): p. 30.

greatly aided by a systematic approach to compensation which provides basic data essential to budgeting and other areas of financial management.¹⁰⁴

Considerations in Applying
Compensation Management

Policy

Undergirding a systematic approach to compensation is the articulation of policy. According to Castetter, "The genesis of an effective plan for administering salaries and wages in any organization is compensation policy. This is to say that the governing body of the organization should stipulate in writing its intent with respect to the compensation of all personnel."¹⁰⁵ The foregoing view is held universally by writers in the field of compensation. Belcher describes a formal compensation program as "a set of policies and practices designed to provide consistent pay decisions at all levels and locations in the organization."¹⁰⁶ He goes on to say that policies are necessary because compensation decisions are generally made at several levels of the organization, and consistency demands rules. These rules or policies should be designed to both forestall pay problems and to achieve the goals of the organization.¹⁰⁷ Policy sets criteria for

¹⁰⁴Parsons and Suskin, "Evaluation as Management Tool," pp. 188-89.

¹⁰⁵Castetter, Personnel Function, p. 125.

¹⁰⁶Belcher, "Wage and Salary Administration," p. 6.85.

¹⁰⁷Ibid., p. 6.88.

the establishment of overall pay levels and for relationship to community standards in regard to wages thus reflecting the organization's financial capacity. Policy should also account for the selection or development of a methodology to be employed for valuing jobs within the organization and placement of responsibility for administration of the system established.¹⁰⁸ In the absence of policies, rules and procedures for pay administration, an organization employing more than a few workers is likely to display uncoordinated and possibly chaotic pay relationships which will prove costly in terms of dollars and personnel over the long run.

Organizational Fit

In order to reap the managerial and fiscal benefits of a compensation management program, an organization must, first of all, carefully consider its own needs and goals. To do so is especially important in choosing and installing a job evaluation plan: the plan must be customized to reflect the organization's philosophy, objectives, structure and style.¹⁰⁹ The plan ought to be understandable by employees, managers and employee representatives, it should be acceptable as a logical and equitable method for establishing compensation, and it must be administratively feasible in terms of economy, efficiency of decision making, and the amount of paper work

¹⁰⁸H. Alan McKean, "Administering a Job Evaluation Program," in Job Evaluation and Pay Administration in the Public Sector, ed. by Harold Suskin (Chicago: International Personnel Management Association, 1977), p. 194.

¹⁰⁹Robert E. Sibson and Paul R. Dorf, "Compensation: New and Better Tools," Personnel Administrator 23 (May 1978): p. 29.

required.¹¹⁰

Maintenance

A second important consideration in implementing a compensation management program is how it will be kept current. The best pay plan can fail with poor administration.¹¹¹ A plan must be made for a periodic review of all components of the compensation program. All things that a program deals with or is affected by - positions and occupations, structure and climate of the organization, the employment market and external pay rates, general societal views of position value, the economy - are dynamic. A compensation management program must be dynamic in response.¹¹² It would be simple to rely only on major organizational changes as the cue for program maintenance - changes such as reorganization or the creation or elimination of a job - but often there are gradual and subtle alterations in position duties and responsibilities over a period of time. It is, therefore, critical that regular cyclical review and maintenance of the overall program be provided for.¹¹³ Maintenance of a compensation management program would include scrutiny of jobs, comparing current duties, responsibilities, requirements and conditions with those specified in

¹¹⁰Harold Suskin, "The Factor Ranking Method," in Job Evaluation and Pay Administration in the Public Sector, ed. by Harold Suskin (Chicago: International Personnel Management Association, 1977), pp. 154-155.

¹¹¹Suskin, Job Evaluation and Pay Administration in the Public Sector, pp. viii and ix.

¹¹²McKean, "Administering Job Evaluation Program," p. 190.

¹¹³Ellig, "Pay Inequities," p. 39.

the job description and the updating of those documents; the review of job evaluation standards; and the review of pay structure and levels in the light of organizational goals and community values.¹¹⁴

By including in the program a provision for systematic review, accurate reflection of current conditions, both internal and external, is assured, and the balance of equity can be maintained.

Communication

A final consideration in managing compensation is that of communicating the program.

Compensation programs have been described as being frequently a combination of surprise and secrecy.¹¹⁵ Closed communication systems are often defended on the basis that confidentiality of individual salaries would be violated if information were given to employees about the compensation program.¹¹⁶ Yet successful employee relations is based upon good communication, and an organization should be willing to discuss its compensation program, assuming that a logical system exists.¹¹⁷ The true reason for secrecy would seem to be that compensation decisions are frequently made on the basis of what Berg refers to as the BG2 (By Guess and By Golly) Method;¹¹⁸

¹¹⁴McKean, "Administering Job Evaluation Program," p. 196.

¹¹⁵Hunt and Gray, "Management of Compensation," p. 29.

¹¹⁶Philp Spring, "Opening Up Salary Communications," Personnel 55 (July-August 1978): 41-44.

¹¹⁷Dick, "Job Evaluation's Role in Employee Relations," p. 177.

¹¹⁸J. Gary Berg, Managing Compensation (New York: Amacom, 1976), p. 66.

only a sound approach can endure disclosure. Equity, it has been said, exists in the eye of the beholder, and there tends to be greater perception of equity and therefore greater satisfaction with pay levels when communication is open.¹¹⁹ Thus it is to the organization's benefit to communicate compensation information to employees in order to increase employee awareness that the organization seeks and has taken steps to create internal equity, to ensure external competitiveness and to reward individual performance.¹²⁰ This can be done without violating confidentiality or disclosing individual wages or salaries. The content of compensation communication should include information about the general compensation policies, how differences between jobs are recognized and paid for, what outside influences are considered in establishing pay rates and how the program relates to an individual's job.¹²¹ This kind of information should be given to employee at the time of hiring and reiterated regularly thereafter. It is especially important to review the compensation program with employees whenever changes in or maintenance of the evaluation plan occur, for example, at the time of performance review. Communication can be done individually or to large groups of employees by means of handbooks, informational pamphlets or presentations. However it is

¹¹⁹Thomas H. Patten, Jr., "Open Communication Systems and Effective Salary Administration," Human Resources Management 17 (Winter 1978): pp. 7-10.

¹²⁰Roy G. Oltz, "Compensation Communications," Personnel Administrator 25 (May 1980): p. 22.

¹²¹Charles E. Moore, "Talking Money - How to Communicate the Sensitive Subject of Pay," Management World 8 (October 1979); pp. 19-20.

accomplished, communication should be a regular feature of the compensation program, to assure employees that pay is determined in an objective and equitable manner rather than by subjective assessment.¹²²

Compensation Management in Public School Systems

Compensation management programs such as are exemplified by Henderson's model have been applied in industry and in numerous government jurisdictions at all levels for many years. The management of pay in public school systems in a similar way has been of more recent origin and of a much more limited scope.

Application to School Personnel

One of the reasons for the more limited application of private sector compensation management plans in public schools would appear to be that the bulk of school employees are teachers. Teaching personnel have traditionally resisted the differentiation of their positions on any bases other than those of training and experience.¹²³ The type of salary schedule used for teachers is referred to as a maturity curve, and is most appropriate when "apparently similar work is being performed by a large number of employees and it is difficult to draw lines of

¹²²James G. Frank, "Compensation and Industrial Relations - into the 1980s," Compensation Review 12 (First Quarter 1980); pp. 64-73.

¹²³Roe L. Johns and Edgar L. Morphet, The Economics and Financing of Education, 3rd edn. (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1975), p. 421.

distinction separating different jobs."¹²⁴ Certainly this statement would apply to teachers. In addition, Storm identifies the following criteria for establishing special pay schedules for certain employee groups:

1. regular schedules would produce non-competitive rates,
2. regular job evaluation methods would be inappropriate,
3. competitors use different compensation practices,
4. the organization values certain jobs differently from others,
5. collective bargaining agreements are such that separate negotiations are desirable,
6. the inclusion of certain jobs in the pay data tends to distort the pay structure for other employees, and
7. administrative ease.¹²⁵

Clearly, many of these criteria are applicable to teacher pay schedules.

On the other hand, arguments used by teachers against standards, ratings, job descriptions and prescribed work performance do not apply

¹²⁴Kenneth O. Warner and Keith Ocheltree, "Designing Compensation Programs for Public Employees," in Handbook of Wage and Salary Administration, ed. by Milton L. Rock (New York: McGraw-Hill, Inc., 1972), p. 8.37.

¹²⁵Rosemary Storm, "Special Pay Schedules," in Job Evaluation and Pay Administration in the Public Sector, ed. by Harold Suskin (Chicago: International Personnel Management Association, 1977), pp. 316-319.

to non-certificated employees.¹²⁶ Nor do either Ellig's or Storm's criteria fit the case of non-certificated school employees. These two factors, taken together with the fact that, today roughly one third of all school employees are non-certificated personnel¹²⁷ performing a wide variety of jobs argue against the establishment of a maturity curve type of pay schedule and for the establishment of some type of logical and systematic compensation plan. Expert opinion clearly holds that, because of the proliferation of non-certificated personnel in school districts, personnel programs and policies must be established which apply to these employees. Roe proposes a seventeen-point personnel program for non-certificated employees that is based on business and industrial research. Several of the items he considers important are directly related to a compensation management program:

1. develop a job description
2. validate the job description...
3. establish a job classification system...
4. written policies and procedures should be adopted by the Board of Education and clearly communicated to employees; these include individual salary schedules, promotion possibilities,...procedures for complaints...recommendations for service...fringe benefits...¹²⁸

¹²⁶William H. Roe, School Business Management (New York: McGraw-Hill Book Company, Inc., 1961), p. 49.

¹²⁷Ibid., p. 40.

¹²⁸Ibid., pp. 47-8.

Candoli devotes an entire chapter to a discussion of personnel policies for non-certificated staff. He particularly notes that the development of a viable compensation plan has been an elusive goal for many districts.¹²⁹ Yet the fact that the Board of Education is often the largest single employer in an area, and the reality that the business of the schools, by virtue of their public nature, is conducted very much in the public eye, only emphasizes the need for the development of consistent policies and practices, especially in the area of compensation.¹³⁰ Though the goal may have been elusive, as Candoli says, the tools for implementing a compensation program for non-certificated employees are available. They need only be adapted to the specific needs of the public school environment to be viable. The advantages of doing so have been articulated by Castetter:

1. a systematic basis for the establishment of salaries and wage differentials is provided;
2. an expression of fiscal policy toward non-certificated staff is established;
3. current and long-range budgeting is aided;
4. salaries and wages are no longer subject to bargaining and manipulation, but are controlled;
5. a means for the appraisal of internal and external equity is developed;

¹²⁹Carl I. Candoli et al., School Business Management: A Planning Approach, 2nd edn. (Boston: Allyn and Bacon, Inc., 1978), p. 182.

¹³⁰O. Glenn Stahl, Public Personnel Administration, 7th edn. (New York: Harper and Row, Publishers, 1976), pp. 168-193.

6. a basis is formed for the recruitment selection and promotion of non-certificated staff;
7. relationships between positions are clarified as a result of defining duties and responsibilities;
8. economy and efficiency in regard to manpower planning is promoted;
9. personnel administration is moved from the level of expediency to the level of direction and control.¹³¹

Legal Basis

Before any system for compensation management is installed in a public entity, it must be authorized by the governing body of the jurisdiction. In the case of public school systems, there must be an underlying legal basis for the plan. Often, the statements which provide the legal basis for public pay plans are brief, merely stating a fundamental policy without specifying the system's characteristics or implementation requirements. A brief statement, while it may appear vague, can be to the system's advantage, since there is greater flexibility in selecting and adapting a given plan. The legal authority for public pay programs can be found variously in constitutions, statutes, charters and ordinances, depending upon the level and the jurisdiction involved.¹³²

¹³¹Castetter, Personnel Function, p. 162.

¹³²Robert M. Thrash, "The Legal Basis for Job Evaluation and Pay Plans," in Job Evaluation and Pay Administration in the Public Sector, ed. by Harold Suskin (Chicago: International Personnel Management Association, 1977), p. 418.

The legal basis for non-certificated pay plans (specifically position classification) in large city school districts was found to have been established in a variety of ways by Roelfs. Of the school districts studied, half had plans which were established by Board of Education action, one-fourth of the plans were effected by state law or city charter, and the rest by state constitution, municipal ordinance, special legislation or by the Federal Civil Service.¹³³ These laws or policy actions provide the framework for and boundries of the various compensation programs, but leave the management of the programs to the appropriate administrative bodies.¹³⁴

In Illinois, the State Constitution is silent on the issue of compensation for non-certificated school employees, stating only that "officers and employees of units of local governments shall not receive fees for what they do."¹³⁵ In other words, employees of local governmental units, school districts being so designated, are to be paid salaries or wages rather than fees. Illinois state law merely empowers Boards of Education to employ non-certificated personnel,¹³⁶ saying nothing as to the method for establishing the compensation rates of such employees. This fact gives a great deal of discretion to local Boards

¹³³Roelfs, "Job Classification Procedures," cited in Roe, p. 47.

¹³⁴Thrash, "Legal Basis," pp. 424-425.

¹³⁵Illinois, Constitution, Art. 7, Sec. 9.

¹³⁶Illinois State Board of Education, The School Code of Illinois (1977), Chap. 122, Sec. 10 - 22.34.

of Education for choosing and implementing plans which best meet their own needs.

Previous Studies

"A Critical Study of Job Evaluation," Leonard Cohen, 1947

A survey of 135 firms in the Pittsburgh area indicates that the larger the organization, the more likely it is to use job evaluation as a compensation management technique. Firms with 200 employees or more were the most likely to use a formalized plan. The purpose of installing the plans was to improve internal equity of pay between jobs in most cases. Classification and point evaluation systems were the most popular. Management attitudes toward job evaluation were positive, while union attitudes were mixed. Craft unions tended to have more negative attitudes toward job evaluation than did industrial unions, but in either case, employee acceptance of the system depended to some extent on the amount of employee participation in the establishment of the program. ¹³⁷

"Job Classification of Non-Certificated Positions in Large City School Systems," Robert Max Roelfs, 1952

The purpose of the Roelfs study was to describe the problems, procedures and practices connected with position classification programs for non-certificated employees of 49 school systems

¹³⁷ Leonard Cohen, "A Critical Study of Job Evaluation," (S.S.D. dissertation, New School for Social Research, 1947).

in cities over 200,000. In all cases, the classification plan developed was unique to the school system; six systems were singled out as having particularly well-organized programs. The involvement of employees in the development of a plan enhanced its chances of success. Roelfs discussed the methods used to gather job analysis data, to describe jobs and to relate them to one another. The use of trained analysts was deemed the most desirable in spite of the expense entailed. The importance of continuous administration of the plan was pointed out, and the use of a position classification program for personnel administration in a variety of areas was noted.¹³⁸

"Utilization of Industrial Techniques in
Establishment of Job Classifications and
Determination of Salaries in the Public Schools,"
William Vernon Hicks, 1952

This study discussed the use of job evaluation as a systematic means for measuring relative job worth, and described the first such study attempted by an entire school system. In 1946-47 The Grosse Pointe, Michigan School System installed a point-type job evaluation system. Five universal factors were used: required training and proficiencies, mental requirements, vitality demand, responsibilities, and diversity and complexity of duties. These were divided into twenty seven sub factors with varying degree definitions. All employees in the system participated in the program, and detailed job analyses were completed. An elected job evaluation committee developed job

¹³⁸R. M. Roelfs, "Job Classification Procedures for Noncertificated Positions in Large City School Systems," (Ed. D. dissertation, University of Colorado, Boulder, 1952).

descriptions and, using the point system, established relative job values. A separate wage determination committee developed a wage structure which was presented for Board of Education approval. The reaction of employees to the procedure was favorable.¹³⁹

"Origin, Structure and Philosophy of
Job Evaluation,"
John William Thompson Elrod, 1954

Elrod's study was an historical one. He stated that job evaluation, as conceived and applied in our contemporary economic and industrial society is a relatively recent development, although differentials have always existed, being based on the status of the work done. The traditional status of a job continues to influence perceived worth of that job by society. As individual jobs had traditional status, relative wages also became traditional, until the introduction of job evaluation, which attempted an objective, logical solution to wage differentials based on job content only. Where the results of a job evaluation differ significantly from tradition, however, conflict tends to arise. Even in the most objective job evaluation plan, rater bias is possible, since the rater may bring to the task, unconscious preconceived notions of job worth based upon tradition. Elrod concluded that a proper blending of objective techniques and subjective concepts related to wage differentials would be necessary for continued

¹³⁹William Vernon Hicks, "Utilization of Industrial Techniques in Establishment of Job Classifications and Determination of Salaries in the Public Schools," (Ed. D. dissertation, Wayne University, 1952).

advancement of the field.¹⁴⁰

"Job Evaluation Techniques Applied to the
Classification of Administrative Positions
in Public Education,"
William Sands Hoover, 1971

Hoover's study was designed to develop a job evaluation instrument which could be used to classify administrative and supervisory positions in a large public school system. A review of the literature in job evaluation and a survey of executive and managerial job evaluation plans used by public and private employers led to the development of a nine-factor point rating system. The compensable factors used in the plan were: education required, previous experience required, supervision exercised, supervision received, responsibility for personal contact, responsibility for records and reports and responsibility for problem solving and decision making. A job analysis was conducted of 47 administrative and and supervisory jobs in the Grossmont Union High School District of La Mesa, California. The job evaluation instrument was applied by a seven-person job evaluation committee, and a formal classification was developed.¹⁴¹

Summary

Compensation is a powerful facet of organizational life. The balance achieved between work and rewards and the alignment of pay rates

¹⁴⁰John W. T. Elrod, "Origin, Structure, and Philosophy of Job Evaluation," (Ph. D. dissertation, The Ohio State University, 1954).

¹⁴¹William Sands Hoover, "Job Evaluation Techniques Applied to the Classification of Administrative Position in Public Education," (Ed. D. dissertation, Columbia University, 1971).

within the organization and without have an impact on both personnel and financial management. For organizations with a large number of employees, it is advantageous to take a systematic approach to the management of compensation. Such an approach is visualized in the Henderson model and has been described at length in the literature on compensation. A systematic compensation management approach has been used in the private sector and in government jurisdictions for many years, and could be applied to non-certificated employees in public school districts. Several previous studies have explored facets of the application of job evaluation techniques in the schools. The purpose of this study was to examine the use of a generally systematic approach to compensation management in Illinois public school districts. The following chapter describes in some detail the methodology that was employed in the conduct of the study.

CHAPTER III

METHODOLOGY

Introduction

The purpose of this study was to investigate compensation management as it relates to non-certificated employees in selected Illinois school districts. The basis for the investigation was provided by five questions:

1. What written policies relating to the compensation of employees are in effect in public school districts?
2. What procedures and practices are followed by public school districts in administering compensation programs?
3. How do the compensation management practices followed by public school districts compare with those recommended in the literature, especially with the components of the Henderson model?
4. How does compensation management in the selected districts compare internally among the sample?
5. What are the administrative implications for public school districts of implementing a formal compensation management program?

This chapter explains, in detail, the general design of the study, the selection of the sample together with information about the population studied, the development of the questionnaire and interview schedule, and the procedures followed in conducting the study.

Design of the Study

The study was a descriptive one. Best defines such an investigation and its first purpose as follows:

"Descriptive research describes what is. It involves the description, recording, analysis, and interpretation of the present, nature, composition, or processes of phenomena."¹

The first two of the guide questions, those dealing with written policies relating to compensation and procedures and practices followed in the sample districts, were designed to secure evidence of existing situations or conditions.

A second purpose of descriptive research according to Good, is the identification of standards and norms with which present conditions may be compared.² The third and fourth guide questions, which involve the comparison of the data gathered with expert opinion with the Henderson model, and with practices in other sample districts, were planned to meet the second purpose of descriptive research.

A third, and final purpose of such a study is the determination of a means to alter and improve the present status or conditions.³ The fifth guide question, which has to do with the administrative implications of implementing a formal compensation management

¹ John Best, Research in Education, 2nd edn. (Englewood Cliffs, New Jersey: Prentice-Hall, 1977), p. 12.

² Carter Good, Essentials of Educational Research (New York: Appleton-Century-Crofts, 1966), p. 192.

³ Donald VanDalen, Understanding Educational Research: an Introduction, 3rd edn. (New York: McGraw-Hill, 1973), p. 196.

system in public school districts, attempted to demonstrate possible guidelines for future action.

The initial step in the procedure was a review of literature related to compensation management, school business practices and personnel administration. Information gleaned from that review, along with an examination of previous studies that had been done in the general areas of compensation management, job evaluation and the schools, was reported thoroughly in Chapter II. The literature review indicated several limitations which should be placed on the present study. First, the study should be limited to compensation management techniques as applied to non-certificated employees of public school districts. The decision to limit the study in such a way was made because non-certificated employees are most like their counterparts in government or in the private sector to whom compensation management techniques are most successfully applied. It was pointed out by several authors that certificated school district employees, particularly teachers, are a special case to whom the type of compensation management techniques described by Henderson do not readily apply.

Second, the literature review led to a decision to limit the study to large school districts, but excluding very large city school systems. The districts which were selected as a pool from which the sample would be drawn were those employing 1,000 or more persons. This criterion was established on the basis of a survey done by the Bureau of Labor Statistics which showed that 85% of organizations with 1,000 or more employees used formal compensation systems.⁴ Large city school

⁴Allan N. Nash and Stephen J. Carroll, The Management of Compensation (Monterey, California: Brooks/Cole Publishing Co., 1975), pp. 11-12.

systems were excluded from participation because the use of position classification, one of the most common compensation management tools, had previously been studied in the fifty largest urban districts in the United States. The literature indicated that organizations of a much smaller size than those selected would be less likely to have compensation management programs in effect. Finally, the review of the literature led to the determination to use Henderson's Job Analysis Information Flow model as a touchstone for comparing school district practices because the model embodied those components of a total compensation management program most often discussed in the literature.

The next step in the study was the identification of the districts to be investigated. The selection of the sample population and the subjects included in the study are discussed below.

Sample Population

The public school districts included in the study were selected on the basis of the survey done by the Bureau of Labor Statistic which was discussed earlier. Using the information that 85% of organizations with 1,000 or more employees used systematic compensation management techniques as a criterion, the 1979 State of Illinois Public School Fall Housing Report was examined so as to identify those school districts which employed 1,000 or more people. Thirteen districts, excluding the single large urban system which had previously been studied by Roelfs, were found to meet the criterion. Because the number was small, all thirteen districts were invited to participate in the study.

Only one district declined to do so. A copy of the letter inviting school districts to participate can be found in Appendix B.

The letter of invitation was sent, in each case, to the Assistant Superintendent for Business or to the Business Manager of the school district, because, according to Candoli, the administration of non-certificated personnel is most often the responsibility of the Business Office, whereas the Personnel Office administers certificated personnel.⁵ Candoli's view reflects that expressed by Roe earlier.⁶ In the dual bodies of the literature on School Business Management and School Personnel Administration, the dichotomy is reinforced. The division was not borne out in this study, however, and as often as not, the respondent was the personnel administrator for the district, the questionnaire having been directed to that individual as the appropriate respondent by the Business Manager. Table 3-1 shows the survey respondents.

TABLE 3-1

SURVEY RESPONDENTS

Business Managers	Personnel Administrators
6	6

⁵Carl I. Candoli et al., School Business Management: a Planning Approach, 2nd edn. (Boston: Allyn and Bacon, Inc. 1978), p. 166.

⁶William H. Roe, School Business Management (New York: McGraw-Hill, 1961), p. 40.

The school districts which elected to participate in the study represented a fairly wide range of size as indicated by the number of personnel employed, although most of the population had between 1,000 and 2,000 employees. Table 3-2 shows the total employees in the district.

TABLE 3-2

TOTAL EMPLOYEES

1,000 - 1,999	2,000 - 2,999	3,000 - 3,999
10	1	1

The size variation of the participating school districts is even greater when only non-certificated employees are considered. A ratio of four to one exists between the largest and smallest district in terms of non-certificated employees. The number of non-certificated employees in the sample is shown in Table 3-3.

TABLE 3-3

NON-CERTIFICATED EMPLOYEES

200-299	300-399	400-499	500-599	600-699	700-799	800-899
1	1	4	2	2	1	1

The number of non-certificated employees in the sample districts bears no consistent relationship to the total number of employees in the districts, except in the largest districts. In other words, when the districts are ranked, as they are in Table 3-4, first according to the total number of employees and then by the number of non-certificated employees, the rankings are often different.

TABLE 3-4

RANKING OF DISTRICTS BY NUMBER OF EMPLOYEES

Total	Non-Certificated
A	A
B	B
C	C
D	D
E	F
F	H
G	E
H	K
I	G
J	I
K	L
L	J

The twelve school districts which elected to participate represented all district types, although there was a preponderance of unit districts, as shown in Table 3-5.

TABLE 3-5

TYPE OF DISTRICTS

Unit	High School	Elementary
8	3	1

Finally, there was a wide range of wealth in the districts in the sample as indicated by equalized assessed valuation (E.A.V.) per pupil. The E.A.V. per pupil was calculated from data obtained from the "1979 Fall Housing Report" and the "1979 Real Property Equalized Assessed Valuation and Tax Rates," both of which were obtained from the Illinois State Board of Education. Districts are classified according to their wealth in Table 3-6.

TABLE 3-6

EQUALIZED ASSESSED VALUATION PER PUPIL

\$15,000-\$35,000	\$35,000-\$55,000	\$55,000-\$75,000	\$75,000-\$95,000
7	2	0	3

A complete summary of information about the twelve public school districts which participated in the study is shown in Table 3-7.

TABLE 3-7

PUBLIC SCHOOL DISTRICTS INCLUDED IN SAMPLE POPULATION

District	Type	Total Employees	Non-Certificated Employees	E.A.V. Per Pupil
A	Unit	3,005	820	\$24,223
B	Unit	2,159	711	24,628
C	Unit	1,839	624	30,854
D	High School	1,718	605	92,036
E	Unit	1,506	493	40,814
F	Unit	1,418	559	25,622
G	Unit	1,309	446	17,810
H	High School	1,243	509	91,534
I	Unit	1,232	445	28,117
J	Elementary	1,232	268	41,158
K	High School	1,092	451	89,881
L	Unit	1,056	319	25,834

Source: Illinois State Board of Education Fall Housing Report
 Illinois State Board of Education Real Property

A third major step in the study was the development of the materials which were used. The materials used in the investigation of compensation management practices are described in the following section.

Materials

According to Good, the type and content of information desired is critical in the construction of survey materials.⁷ The type of information that was sought in this study was primarily behavioral as indicated by the guide questions relating to policies and practices in effect in the sample districts. In addition, some information regarding the respondents' beliefs and opinions was desirable in order to draw inferences regarding the administrative implications of using formalized compensation management techniques in public school districts. The content of the data sought related directly to the eight components of the Henderson Job Analysis Information Flow model. In order to elicit the information desired, two instruments, a questionnaire and an interview schedule, were developed.

Because each type of instrument has inherent limitations (the questionnaire being liable to misinterpretation, to terminology problems, and to incomplete or inaccurate responses; the interview being weakened by possible bias or contamination of data due to the social interaction of the interviewer and respondent⁸), both methods

⁷Good, Essentials of Educational Research, pp. 223-226.

⁸Robert M. W. Travers, An Introduction to Educational Research, 4th edn. (New York: Macmillan Publishing Company, Inc., 1978), pp. 327-329.

were used in all cases as a check on each other. A dual measure of the same information has been recommended in the literature for the purpose of improving the reliability and confirming the validity of the data.⁹

The questionnaire was composed of thirty-one partially close-ended questions with unordered choices. In each case, the respondent was given the opportunity to supply his or his own answers to the question in addition to or in lieu of selecting one or more of the answers which were supplied. The interview form was semi-structured, with a specified series of questions which could be reworded or varied as necessary to establish communication or to provide clarification between the researcher and the respondent. The questions included in the questionnaire were specific as to the information sought. In several cases, supporting documentation was requested. The interview questions covered roughly the same ground as did the questionnaire, but asked that the information be given in a narrative style.

The questions used in both instruments were generated using a procedure recommended by the Research and Statistics Department of the American Hospital Association; that department provided consultation on the development and final preparation of the research instruments used in the study. The questions were generated and selected as follows:

⁹Charles F. Cannell and Robert L. Kahn, "Interviewing," in The Handbook of Social Psychology, ed. by Gardner Lindzey and Elliot Aronson (Reading, Massachusetts: Addison-Wesley Publishing Company, 1954), p. 532.

1. Questions relating to compensation management were generated by a brainstorming process.
2. All questions were classified according to the various components of the Henderson model.
3. The questions were reviewed and additions or deletions were made as necessary in each of the eight topical areas.
4. Questions which were appropriate for the first stage of data collection (the questionnaire) were selected and refined.
5. Questions which were appropriate for the second stage of the research procedure (the interview) were selected and refined.
6. The questionnaire and interview schedule were developed and prepared.

The two instruments were checked for validity against the literature on compensation management. The questionnaire and interview form were also reviewed by four members of the Loyola University faculty: three members of the department of Administration and Supervision in the School of Education, the other a specialist in compensation management in the Institute of Industrial Relations.

A secondary validation panel was then selected for the purpose of clarifying and further refining the questions. This panel was composed of individuals holding positions in public school districts similar to those persons from whom the final data was to be collected. The eight-member secondary validation panel consisted of two

superintendents of schools, four assistant superintendents for business, business managers or assistant business managers, and two assistant superintendents for personnel or personnel directors. The letter of instruction to the secondary validation panelists is included in Appendix C. After the comments and suggestions of the panel were received and reviewed, necessary modifications were made in the two instruments, and the questionnaire was prepared for dissemination. The final questionnaire and interview form can be examined in Appendices D and E.

Procedure

A letter explaining the study being conducted together with a copy of the questionnaire was mailed to the administrator in charge of business affairs in each of the school districts included in the sample. A postage-paid, return-addressed envelope was included in each mailing for ease of response and to encourage participation. As completed questionnaires were received, appointments were made for a personal interview with the respondent. By the end of a two-and-one-half week period, all sample districts had been contacted and the cooperation of all but one secured. The interviews were conducted over the next month, at the convenience of the respondents. The interviews were conducted in the offices of the respondents, and took an average of thirty to forty minutes each. Several of the interviews lasted well over an hour. All but one of the respondents permitted the use of a tape recorder during the interview. In some instances the interview was helpful in clarifying responses to specific items on the questionnaire. In all cases but one, documents relating to the management of

non-certificated employee compensation were provided. Sample documents have been included in appendices.

Following the collection of data, questionnaire responses were tabulated and transcriptions were made of the interview responses. The data were analyzed by comparing the behaviours which were reported with those recommended in the literature on compensation management. In particular, the data were examined carefully to determine the presence or absence of each of the components of the Henderson model. Additionally, the data were compared among the sample districts in order to detect commonalities or divergences. Finally, inferences were drawn from the data as to the administrative implications of installing and maintaining a formal compensation management program for non-certificated employees.

Summary

This chapter has outlined the methodology followed in conducting this study. The design of the study was reviewed, and the sample population discussed. The process used for the development and validation of the research instruments used was outlined in detail, and the procedure followed in gathering and analyzing the data was explained.

The following chapter consists of a detailed presentation and discussion of the data collected during the study, both by means of the questionnaire and the interview form.

CHAPTER IV

FINDINGS

Introduction

The purpose of this chapter is to present the data assembled during the two information gathering stages of the study. The initial stage of data collection consisted of a thirty one item partially close-ended questionnaire which was mailed to the sample school districts. The second stage of the information gathering portion of the study involved a semi-structured personal interview with each respondent.

The data from the questionnaire are reported first. The thirty one items on the questionnaire were keyed to the type of information sought: general background information about the district; information having to do with each of the components of the Henderson model of compensation management; and other information dealing with compensation practices, trends and perceived implications in the district. The data have been assembled and reported in that order in the following presentation.

The data from the interview are reported next. Because the interview questions were designed to elicit a narrative description of each district's compensation practices and procedures from the respondent rather than being organized in the same fashion as the questionnaire items, the data obtained from the interviews are presented by district for each of the twelve respondents. Documents or portions

of documents which were supplied during the interviews and which provide additional data for study are included in appendices.

Questionnaire

General Information

Questions one through five on the questionnaire seek general information about the district related to compensation of non-certificated employees. The questions deal with the specific non-certificated groups employed directly by the district, the locus of responsibility for administration of non-certificated employees, the types of compensation-related activities performed by administrators of non-certificated employees, and the kinds, if any, of written statements, procedures or policies which related to non-certificated employees.

The non-certificated employees hired by all surveyed school districts are secretaries and office personnel, custodial and maintenance staff and supervisory level employees. Most districts also employ teacher helpers or monitors of some type and food service personnel. 75% of the districts employ their own transportation workers, while 25% use contracted services. The actual breakdown of responses is shown in Table 4-1.

The administration of non-certificated personnel is either shared by the Personnel Office and another department (the Business Office in six of seven instances) or is handled by Personnel only. The administrators of the departments which deal with non-certificated personnel carry the titles of Assistant Superintendent or Director in

TABLE 4-1

NON-CERTIFICATED STAFF EMPLOYED BY BOARDS OF EDUCATION

Non-Certificated Employee Type	# Districts (N=12)	%
Secretaries	12	100
Clerical/Office Personnel	12	100
Custodians	12	100
Maintenance/Grounds Personnel	12	100
Administrators/Managers	12	100
Teacher Helpers/Monitors	11	92
Food Service/Cafeteria Personnel	10	83
Bus Drivers/Transportation Personnel	8	75
Other	2	17

This table relates to questionnaire item one. The number of districts responding to the item was twelve.

nine instances and report directly to the Superintendent of Schools. In four cases the title of the non-certificated personnel administrator is either Director or Assistant Director, and the incumbent reports to an Assistant Superintendent or in one case to a Director. Tables 4-2 and 4-3 show the responses to questions two and three.

The compensation-related activities that the department or departments responsible for non-certificated employee administration were always involved in were the development of pay schedules and the preparation of job descriptions. All but one of the respondents classified non-certificated jobs into categories, and ten of the twelve assigned jobs to pay levels, negotiated non-certificated union contracts and prepared reports for the Board of Education. The least frequent activity reported was working with compensation consultants; only two of the twelve respondents indicated that they had done so. Table 4-4 shows the compensation related activities performed by the respondents in rank order.

The final general information item relates to the existence of written statements which applied to non-certificated compensation. The most commonly reported document was the salary schedule, which existed in eleven of the twelve districts. Next most frequent were negotiated contracts, official Board policy and administrative procedures, each item being reported by ten districts. Philosophy statements, objectives or goals which referred to compensation and other written material were found only infrequently. One respondent indicated that the district had no written statements related to non-certificated compensation. The information reported by the respondents could be compared with copies of

TABLE 4-2

ADMINISTRATION OF NON-CERTIFICATED EMPLOYEES

Department Responsible	# Districts (N=12)
Business	6
Personnel	11
Other	1

This table relates to questionnaire item two. The number of districts responding to the item was twelve. The tabulation totals more than twelve because multiple responses were made in several instances.

TABLE 4-3

LEVEL OF ADMINISTRATORS INVOLVED WITH
NON-CERTIFICATED EMPLOYEE COMPENSATION

Administrative Level	Total (N=12)	Report to Supt.	Report to Asst. Supt.	Report to Dir.
Asst. Supt.	5	5	0	0
Director	9	6	3	0
Asst. Director	1	0	0	1

This table relates to questionnaire item three. The number of districts responding to the item was twelve. The tabulation totals more than

TABLE 4-4

COMPENSATION-RELATED ACTIVITIES PERFORMED

Type of Activity	# of Districts (N=12)
Develop Salary Schedules	12
Prepare Job Descriptions	12
Classify Jobs	11
Contract Negotiations	10
Assign Jobs to Pay Level	10
Prepare Reports to Board	10
Evaluate Jobs	9
Determine Job Requirements	9
Set Individual Rates/Raises	9
Prepare Information for Employees on Pay	9
Prepare Information for Employees on Fringes	9
Approve Individual Rates/Raises	8
Establish Procedures Related to Compensation	8
Determine Fringe Benefits	7
Work with Consultants	2
Other	0

This table relates to questionnaire item four. The number of districts responding to the item was twelve.

compensation-related documents which were requested and supplied. In all cases, materials such as job descriptions, employee handbooks, negotiated contracts and salary schedules were provided or displayed by the districts. Although no separate Board of Education policies, philosophy or objective statements were included in the documentation supplied, the fact that negotiated agreements and various employee handbooks were approved and/or adopted by the Boards could have been considered to give the statements contained therein the weight of official policy. Two of the districts which did not have negotiated contracts supplied employee handbooks which contained salary information, and the single respondent that claimed no written information provided several documents. While six districts stated that they had written procedures relating to pay administration, only four supplied or displayed documentation of such procedures. In addition to the items identified on the questionnaire, four districts supplied other compensation related materials: these included a fringe benefit listing for employees, a printout of compensation data for each worker, class specifications and salary study reports by outside consultants.

The number of responses received to each category of written material identified in question five, and the number of districts providing documentation of each category is shown in Table 4-5.

The first five questions on the questionnaire were intended to elicit general information about the respondent districts' compensation policies, practices and activities. The remaining questions dealt with specific compensation practices.

TABLE 4-5

WRITTEN STATEMENTS RELATING TO COMPENSATION

Type of Statement	# Districts (N=12)	Documentation
Salary Schedule	11	10
Negotiated Contract	6	6
Administrative Procedures	6	4
Official Board Policy	6	0
Philosophy Statement	3	0
Objectives/Goals	2	0
Other	1	4
None	1	0

This table relates to questionnaire item five. The number of districts responding to the item was twelve.

Components of Henderson's Model

Questions six through eighteen, question twenty, and questions twenty four through twenty six are related to the eight components of Henderson's Job Analysis Information Flow model. Each component is dealt with separately in the sections that follow.

Job Analysis

Item eight on the questionnaire deals with job analysis, the first step toward a systematic compensation program. Because the literature indicates that jobs can be analyzed by a variety of methods and with different people involved, the question was structured so as to elicit two types of information: who analyzed jobs and how they did so.

The most common method of job analysis was the written description of job activities. Ten respondents indicated that the written description of responsibilities was how job information was collected. In nine cases, the individual with supervisory responsibility over the job wrote the narrative. In five districts the employee was also involved in the job analysis and in five districts, the administrator responsible for non-certificated compensation either wrote or collaborated on the written description.

Five districts used a questionnaire to assemble job information. In all five of those districts, the job incumbent completed the questionnaire and in three of the five, the supervisor also completed a questionnaire. Three districts used an interview by a third party of either the job incumbent, the supervisor or both. Only one district collected data for job analysis by means of observation of the work being done.

In summary, four districts use a single method, the narrative description, for assembling job analysis information, and seven districts use two or more methods: four a combination of a narrative description and questionnaire, one a combination of the description and an interview, and two districts used a questionnaire, an interview, and either a descriptive narrative or an observation of the job. The information elicited about job analysis is contained in Table 4-6.

Job Description

Items six, seven, nine and ten of the questionnaire are related to the actual job description document. The type of information that was sought included the personnel involved in the preparation of job descriptions, the type of information included in the document and the district's plan for review and revision.

All districts surveyed had written job descriptions for non-certificated positions, although three of the twelve districts did not have descriptions of all jobs. The job descriptions were universally prepared by the supervisor of the position, assisted or confirmed in ten cases by the administrator responsible for non-certificated compensation. The document was reviewed by the superintendent in four instances. In only three districts was the job incumbent involved in the preparation of the written job description, and in one other district an employee committee was involved.

The information contained in the written job description included the job title, the job specifications and the major duties and responsibilities of the job 100% of the time. Less frequently, but still in over half of the districts surveyed, the class of the position

TABLE 4-6

JOB ANALYSIS TECHNIQUES USED AND
INDIVIDUALS COMPLETING THEM

	Employee	Supervisor	Administrator	Third Party	Other
Written Narrative	5	9	5	0	0
Questionnaire	5	3	0	0	0
Interviews	0	0	0	3	0
Observation	0	0	0	1	0
Other	0	0	0	0	2

This table relates to questionnaire item eight. The number of districts responding to the item was twelve. Multiple responses were given to the item in several instances.

and the supervision given and/or received were specified. Fewer than half the districts listed the salary range or positional relationships on the job description. Table 4-7 shows the items included in job description documents in rank order.

Of the twelve districts included in the study, eight provided copies of job description documents. The job descriptions supplied may be examined in Appendix F. Job descriptions were not reviewed or revised on a regular basis in most districts. Nine of the respondents stated that the documents were reviewed occasionally or as needed. The other three respondents indicated an annual, biennial, and triennial review cycle respectively.

Compensable Factors

The third component of the Henderson model, compensable factors, is addressed by item fourteen on the questionnaire. On this item, respondents were given the opportunity to indicate whether general salary levels were set by looking at the job as a whole, or by considering one or more of eleven common compensable factors. Only one district stated that a whole job method was used in setting salary levels. Of the remaining districts which responded to this item, more than half indicated that from seven to eleven of the factors were taken into account when setting general salary levels for non-certificated employees. The remaining districts kept the number of compensable factors under consideration to a total of four, three or two factors. One district did not respond to item fourteen. The factors which school districts report that they consider when setting job rates are shown in Table 4-8.

TABLE 4-7

INFORMATION INCLUDED IN JOB DESCRIPTION DOCUMENTS

Type of Information	# Districts (N=12)	%
Title of Job	12	100
Job Specifications	12	100
Job Responsibilities	12	100
Supervision Received	9	75
Job Class	8	66
Supervision Received	7	58
Salary Range	5	42
Positional Relationships	3	25
Other Information	3	25

This table relates to questionnaire item seven. The number of districts responding to the item was twelve.

TABLE 4-8

COMPENSABLE FACTORS CONSIDERED BY
SCHOOL DISTRICTS

Factor	# Districts (N=11)
Specialized Knowledge Needed	9
Job Responsibilities	9
Education or Experience Required	7
Supervision Involved	7
Hours Worked	5
Length of Contract Period	5
Working Conditions	4
Interpersonal Relations Needed	4
Confidentiality Required	4
Person to Whom Employee Reports	4
Job Title	3
Other	2

This table relates to questionnaire item fourteen. The number of districts responding to the item was eleven.

Two of the districts surveyed provided copies of elaborate administrative guidelines for job evaluation which specified the compensable factors used to establish pay levels. Appendix G contains portions of those documents.

Job Specification

Job specification, or the delineation of personal, professional and experiential qualities required of the job incumbent, is addressed by items eleven and twelve on the questionnaire. In ten of the twelve districts surveyed, the responsibilities and duties of the job served as the basis for specification of job requirements. One district took a global look at the job to set specifications and another determined job specifications strictly on the basis of a negotiated contract. Of the various kinds of requirements specified for non-certificated jobs, specific skills which the employee must have was by far the most common. All districts responding to this item (eleven of the twelve) indicated that skill levels were among the non-certificated job specifications. Experience was the next most common specification followed by educational level and personality. A tabulation of the types of job specifications required by the district may be examined in Table 4-9.

Because job specifications were an integral part of all job description documents supplied, refer to Appendix F for examples.

Job Evaluation

Job evaluation, which is considered by many to be at the heart of compensation management, was addressed by questionnaire items fifteen and sixteen. These two questions referred to the specific technique

TABLE 4-9

TYPES OF JOB SPECIFICATIONS

Type of Specification	# Districts (N=11)
Skills	11
Experience	7
Education	5
Personality	5
Certification or Licensure	4
Physical Abilities	4
Appearance	3
Other	1

This table relates to questionnaire item eleven. The number of districts responding to the item was eleven.

used by the district if formal job evaluation procedures were in place, and the schedule followed in maintaining the program.

Six of the school systems surveyed indicated that they had no formal procedure for evaluating non-certificated jobs. In the remaining six districts, a variety of techniques was identified as the methods used to evaluate non-certificated jobs; in three of the six, different methods were used for different employee groups. Job classification was reported in four instances, and a point system in three. Job ranking, factor comparison and the Profile-Guide Chart method devised by Edward Hay were each used by one district to evaluate non-certificated jobs. Of the six districts stating that formal job evaluation systems were in effect, clear documentation was available from five. Of four districts stating that job classification was the method used, only one provided evidence of clearly defined class specifications. The other three demonstrated the existence of classes of positions, but did not have clearly articulated definitions of those classes nor procedures for classification. The three districts utilizing point systems either supplied or displayed copies of the evaluation criteria used to administer the program. The one district which used the Profile Guide Chart method had only recently implemented it, and provided the recommendations which had been made regarding the system's installation. The respondent who indicated job ranking as the procedure being utilized provided a list of grouped positions, but no guidelines by which ranking was accomplished. No specific documentation was available from the district claiming to use the factor comparison method. Documents which were supplied are displayed in Appendix G. The comparative frequency of

use and documentation of formal job evaluation techniques is shown in Table 4-10.

When asked to indicate the frequency with which jobs were re-evaluated, several of the districts which stated that no formal job evaluation procedure was used responded, confirming the statements made in the literature to the effect that even when no formal method was used, jobs were evaluated, if only in someone's mind! Five districts re-evaluated jobs annually, one did so every three years, and five on some other basis. Of the latter five respondents, three stated that re-evaluation occurred as needed, one upon significant change in job responsibilities and one upon the request of an employee committee. Of the districts with clearly defined job evaluation procedures, three re-evaluated jobs annually and two under certain specified conditions. The district which used ranking as a job evaluation procedure re-evaluated non-certificated jobs every three years.

Job Classification and Grading

Item thirteen refers to the criteria used for grading non-certificated positions in the twelve sample districts. The classification and grading of jobs for compensation was done on the basis of job responsibilities and other factors in eight of the districts surveyed. Three districts graded jobs according to the job title and one utilized classifications for grading jobs.

Wage and Salary Survey

Items twenty four, twenty five and twenty six of the questionnaire deal with the alignment of district compensation levels

TABLE 4-10

REPORTED USE OF FORMAL JOB EVALUATION TECHNIQUES

	# Respondents (N=12)	# Documented
NO FORMAL PROCEDURES	6	
FORMAL PROCEDURES:	6	
Ranking	1	0
Classification	4	1
Factor Comparison	1	0
Point System	3	3
Hay Profiles	1	1

This table relates to questionnaire item fifteen. The number of districts responding to the item was twelve. Multiple responses were given to the item in several instances by districts indicating that formal job evaluation techniques were used.

with those in other organizations, the methods used to obtain information about compensation and the frequency with which surveys were done. Although two respondents stated that they did not attempt to relate salary levels in their districts with those in other organizations, they took steps to obtain information about external pay rates on a regular basis, as did all districts surveyed. Salary surveys were conducted annually in eleven cases. In one, biennial contract negotiations served as the impetus for collection of external wage and salary data. In only three instances did the districts in the sample report that they relied on a single method for obtaining salary information from other organizations. Multiple sources of information were used by 75% of the respondents, including published reports from such groups as Illinois Association of School Business Officials or the American Management Association, local area surveys conducted by business, industrial or educational groups of personnel and/or financial managers of which the district or individual administrator was a member, and personal surveys conducted by the respondent through a letter or questionnaire and telephone calls to local employers. Table 4-11 shows the sources of information used in conducting wage and salary surveys.

Of the ten districts responding to item twenty four, only three limited themselves to wage and salary information from other schools. Seven of the ten stated that pay data from a variety of organizations in both the public and private sectors were used in establishing compensation levels.

Assignment of Monetary Value

Assignment of a monetary value to jobs and allocation of fringe

TABLE 4-11

METHODS OF OBTAINING WAGE AND SALARY DATA

	Single Method (N=3)	Multiple Methods (N=9)
Phone Call	1	7
Personal Survey	0	6
Local Survey	1	5
Published Report	1	9

This table refers to questionnaire item twenty five. The number of districts responding to the item was twelve. Tabulation totals are greater than twelve because multiple responses were given in several instances.

benefits is the final component of Henderson's Job Analysis Information Flow model. This final step in a compensation program may be based upon the formal evaluation of jobs, or may be based upon other considerations. Six of the twelve sample districts indicated that formal job evaluation programs were utilized for one or more groups of non-certificated employees. Of those six districts, only two did not specify further influences on job pricing. Among districts with formal job evaluation programs, the single strongest additional influence noted was collective bargaining. Of the six districts with formal programs of job evaluation, four bargained collectively with non-certificated employees, two did not. All four of those who did bargain indicated that there were differences in their dealings with unionized and non-unionized employees in terms of pay administration, and in three cases collective negotiations were identified as an additional influence on assignment of a monetary value to jobs. In the districts without formal job evaluation programs, wage and salary levels were determined on the basis of collective bargaining in three districts, by direct pricing in one district and by a combination of market influence and negotiations in two districts. Totally, eight districts utilized collective bargaining as a factor in establishment of final non-certificated pay rates, and five districts considered external alignment, or the going rate in assigning a monetary value to jobs. Table 4-12 shows the various influences on monetary value.

Fringe Benefits have been reported as an increasingly large portion of total compensation, the other part of which is the actual salary or wage. Question twenty was designed to determine whether the

TABLE 4-12

FACTORS AFFECTING THE ASSIGNMENT OF
MONETARY VALUE

	Districts with Formal Job Evaluation Program (N=6)	Districts without Formal Job Evaluation Program (N=6)
Market Influences	3	2
Collective Bargaining	5	3
Job Evaluation Program Only	2	0
Other Influences	1	1

This table refers to questionnaire item seventeen, and utilizes information obtained from item fifteen to organize the tabulation. The number of districts responding to the item was ten. The tabulation totals more than six in one column because multiple responses were given in several instances.

school districts surveyed considered fringe benefits as a part of the total compensation package or as an adjunct to it by asking whether benefits were assigned to different jobs on the basis of factors, or whether benefits were assigned uniformly on the basis of bargaining or percentage of time worked (i.e. full time versus part time employees). In seven of the twelve districts, various factors were considered in assigning fringe benefits. Table 4-13 shows the factors considered in rank order. Five districts assigned fringe benefits uniformly to non-certificated employees.

Questions six through twenty six, with some exceptions, are keyed to the eight components of Henderson's model of compensation management. The remaining items on the questionnaire deal with other practices relating to the compensation programs in the sample districts.

Other Compensation Related Practices

Items twenty one through twenty three and twenty seven through thirty one are related to communication of the compensation program and to trends in compensation management respectively in the sample districts.

Communication

Although not a component of the Job Analysis Information Flow model, communication of the compensation program to employees is stressed throughout the literature. Questions twenty one, twenty two and twenty three relate to the type of information communicated to employees, the timing of the communication and the channel or channels used.

TABLE 4-13

FACTORS DIFFERENTIATING FRINGE BENEFIT ASSIGNMENT

Factor	# Districts (N=12)
% Time Worked	5
Length of Year	4
Longevity	3
Job Class	3
Salary Level	1

This table refers to questionnaire item twenty. The number of districts responding to the item was twelve. The tabulation totals more than twelve because multiple responses were received in several instances.

All twelve districts participating in the study told the employee his or her salary and benefits. Five districts gave only this information and no more; seven added other general information about all salary ranges and rates in the district. Four or fewer of the respondents indicated that information about the pay range for the incumbent's job, the methods for determining pay and/or the factors which affected compensation were communicated to the employee. Non-certificated employees were given compensation information when they were hired and whenever a new salary schedule was adopted by the Board in all districts. If the employee asked a question about compensation, six of the twelve districts supplied information.

Annual performance reviews and policy changes prompted communications in three districts. Only one district communicated compensation information regularly throughout the year.

Except at the time of hiring, when the personnel department told the employee what the rate of pay would be, communication of compensation information was done primarily through formalized written channels. Employee handbooks and informational sheets were most common channels of communication, being used by eight and seven districts respectively. Six districts provided employees with copies of the negotiated contract, which contained compensation information. Four districts informed non-certificated staff members about pay orally, either individually through the supervisor, or at talks or presentations at meetings. Brochures were used in two instances.

Trends

Items twenty seven through thirty relate to the present

compensation program in the district: its length of use, its effectiveness and whether it had been developed internally or by consultants. Eleven of twelve respondents stated that their present method of establishing compensation levels for non-certificated employees had been in effect for three years or more. One district had recently worked with an outside firm to develop a new program which was in the initial stages of implementation. Only one other district had worked with a consulting firm to develop a compensation management program; the remaining ten districts were using plans which had been developed internally. All respondents stated that they felt that the present program was an effective system of managing compensation.

While eleven districts foresaw no change in the present program, one district was planning to implement a formal job evaluation program with assistance from a consultant in the near future.

Of the five districts planning to use or now using a job evaluation program, employee morale and internal pay equity were stated most often as the reasons for choosing a formal system, being mentioned four and three times respectively. Formal job evaluation programs were perceived as helping districts attract better employees by two respondents. Cost control and compliance with the regulations of the Equal Employment Opportunity Commission were each mentioned by one district as advantages of formal job evaluation programs.

Interview

The interview questions were designed to elicit a narrative description from each respondent of the district's compensation management program. The questions cover procedures for establishing and

compensating a hypothetical new position, methods used for maintaining internal equity, the handling of reclassification requests, the availability of written policies and procedures and the perceived advantages and disadvantages of the compensation program. When appropriate, as indicated by the questionnaire, information was also sought about the roles played by the Business and Personnel Offices in compensation management and the differences in the handling of union and non-union group compensation. The data obtained during the interview process are reported by district.

District A

District A is a unit district with 820 non-certificated employees out of a total of 3005. The per pupil equalized assessed valuation was \$24,223. The responsibility for administering non-certificated employees was shared by the Director of Business Affairs and the Director of Personnel. The Personnel Office managed secretarial/clerical employees and non-certificated administrators. The Business Office dealt with custodians, trades personnel, building engineers and bus drivers. The respondent for District A was the Comptroller. The focus of the interview was on procedures for the secretarial/clerical group, as a study had been completed in October 1980 by an outside consulting firm. Non-certificated compensation had previously been administered according to the Civil Service procedures of the municipality in which District A is located. The practice of following the Civil Service system had caused significant internal pay inequities over the years, and as a result had undermined employee morale. A key recommendation of the compensation study was the

establishment of an Advisory Personnel Committee to the Superintendent. Members of the committee included three clerical employees representing elementary, secondary and general administration, three district administrators representing the same levels, and one additional member appointed by the Superintendent as chairperson. The committee was charged, during the initial year of implementation of the study recommendations, with developing a format for job descriptions and a format for evaluating jobs. Job descriptions had been completed, but the job evaluation format had not been finalized by the time of this study, so details regarding the job evaluation component of District A's pay plan were unavailable. A new position would be described by the supervisor who was to be responsible for the employee. The job description would be prepared according to the format developed by the Advisory Personnel Committee. The job description would then be submitted to the Director of Personnel for approval. The Personnel Director would bring the job description before the Personnel Committee for review and evaluation. Evaluation of the job would be done on the basis of compensable factors according to the format which the committee developed. The job would then be slotted into one of seven clerical occupational classes and a pay range assigned. The job description, evaluation and classification would be submitted in the form of a recommendation to the Superintendent for consideration. Upon the approval of the Superintendent, the matter would be placed before the Board of Education.

Internal equity was the goal of the plan submitted by the external consultant. The Advisory Personnel Committee was involved in

the initial and all subsequent job evaluations. Individual administrators were accountable for recording significant changes in job content in positions, documenting them as they occurred and forwarding the information to the Director of Personnel, who reviewed the data and submitted recommendations to the Personnel Committee. The committee was accountable for the pay plan, and was to review the classification of positions annually.

Reclassification requests were handled by the committee. The individual requesting reconsideration of a job classification submitted the request to the supervisor, then to the Director of Personnel, and finally, on that administrator's recommendation, to the Personnel Committee. The committee reconsidered the classification of the job on the basis of the criteria which had been developed.

The written documents provided by the respondent from District A were the clerical recommendations based on the compensation study, job descriptions, and policies and salary schedule data for secretarial/clerical personnel, for custodial personnel, for trades personnel, for transportation personnel and for administrative and supervisory personnel. The policies and salary schedule data booklets covered, as indicated by the title, salary schedules for the various groups, fringe benefit information and information about working conditions. Secretarial/clerical personnel were graded into seven different job classes, each of which had a pay range based upon a combination of membership (longevity) and performance (merit). Longevity increases of 2% were awarded after every five years of continuous service. Merit increases were recommended by the supervisor

on the basis of a performance evaluation and were reviewed and acted upon by the Personnel Committee. A similar pay structure was in effect for custodial employees. Custodial personnel were divided into three major groups, each of which had sub-classifications: grounds maintenance employees were divided into three classes; custodians into four; and building engineers into nine separate classes. Trades personnel had previously been employed as carpenters, electricians, bricklayers, plumbers and steamfitters, and printers under national trade union rates. The district had chosen to hire non-certificated trades people at a different salary schedule beginning in 1981. As a result, trades people hired before May 1981 were employed at the union rate. Those hired afterward were given an hourly range which was contingent upon experience or ability. Each trade was a separate job category. The same rule of 2% per five years of service longevity rate was applied to tradespeople. Transportation employees also had a salary structure with pay ranges and a longevity factor. There were four job classifications in the transportation schedule. Bus drivers, however, were paid a flat hourly rate, based upon years of experience driving bus. The administrative/supervisory schedule was based on an annual salary range, and like all other non-certificated pay structures in District A, combined a merit with a longevity factor. The secretarial/clerical pay structure consisted of seven job classes (a reduction of three from the Civil Service program) each of which had both a longevity factor and a merit range.

In District A, only trades employees hired before May 1981 and custodians were unionized. Tradesmen were affiliated with national

unions, but the district had taken action to hire non-union maintenance employees under a district pay schedule rather than at the national rate. As a result two pay structures existed for trades personnel: one for those hired under the national union contract, one for those hired under a local agreement. Custodial employees had formed a local union, but were unaffiliated nationally. No other non-certificated groups were organized. All groups were dealt with equally.

The advantages mentioned by the respondent of a formalized compensation program such as that developed by the consulting firm for District A's clerical employees included improved staff morale as a result of improved internal and external pay equity. The single disadvantage noted was the fact that non-certificated employee pay was tied to teacher pay insofar as increases were concerned. No other advantage or disadvantage was noted.

District B

District B, a unit district employing a total of 2159 individuals, had 711 non-certificated workers. The equalized assessed valuation of District B was \$24,628 per pupil. The Personnel Office was responsible for all personnel employed by the district, non-certificated as well as certificated. The respondent for District B was the Assistant Superintendent for Personnel.

Should a new position be proposed, a skeletal job description would be developed by the front line supervisor of the department in which the position was to be placed. Contents of the description would include the job title and a general job goal, a list of necessary qualifications, performance responsibilities and the immediate

supervisor to whom the job holder was to report. The document would be reviewed by the Assistant Superintendent for Personnel together with the supervisor, and would be compared to existing job descriptions. Of major importance in comparing a proposed job to existing jobs were the issues of job responsibility and job complexity. The measurement of the two factors was done by a whole job method. If no comparable position could be found within the district, a survey of surrounding organizations would be done to locate a job similar to the one proposed and to establish what the market price of the job was. The proposed job would then be slotted into an appropriate pay grade and submitted to the Superintendent and to the Board of Education for approval. Internal equity was maintained through the negotiation process and by means of checking wage and salary information for the various employee classes in surrounding school districts and in members of the Large Unit District Association to gain a statewide perspective. It was assumed that internal alignment existed within the organizations surveyed.

Reclassification requests were passed from the employee's supervisor to the Personnel Office. To determine whether the request had merit, the three individuals, employee, supervisor and Assistant Superintendent for Personnel, reviewed the job description together. Documentation of changes in job responsibility and/or job complexity resulted in a decision to recommend or not to recommend a reclassification of the job to a higher pay grade.

The documents provided by the respondent included several job descriptions, and copies of the negotiated contracts with each of the major non-certificated employee groups: secretarial personnel, service

employees, transportation workers and food service employees. Each of the agreements contained basic compensation information. Salary schedules and job classifications or rankings were included as was information about fringe benefits and working conditions. All non-certificated employees were paid an hourly rate. Transportation workers had a single rate schedule for the ten types of employees covered. All other non-certificated schedules included pay ranges which were tied to longevity. There were five different classes of secretaries/clerical workers, each of which contained a list of assigned job titles, five types of food service employees, and twelve grades of service employees which included a ranking of jobs within each grade.

All non-certificated employee groups were unionized. The secretarial group had recently affiliated with a national union. The only differences noted since the affiliation were the availability of a formal grievance procedure and the approval of the agreement by both parties to the contract.

The major advantage noted by the respondent was the fact that compensation procedures, which were based upon the contractual involvement between the Board of Education and the unions, were fairly standardized and relatively effective for all employee groups. Although no disadvantages were specifically mentioned, District B was working with an external consultant on a study of administrative compensation. The respondent indicated that there were tentative plans for extending the study to non-certificated compensation at some time in the future. Job descriptions for non-certificated employees were stated to be either antiquated or non-existent and a major revamping was seen both as a

need, and as a benefit to be derived from a study of non-certificated compensation. Internal equity was not considered a problem, but the issue of performance evaluation was a concern. A second desired benefit from a compensation study was a method of performance appraisal, which would be tied to the job description, and a connection between performance and compensation.

District C

District C is a unit district employing 1,839 people, 624 of which were non-certificated employees. The equalized assessed valuation per pupil was \$30,854. Non-certificated employees were administered by both the Business Office and the Personnel Office, depending upon the type of non-certificated position. The Business Office was responsible for transportation employees, general and skilled maintenance personnel and warehouse staff. The Personnel Department administered custodians, lunch program staff, security department and office workers. The Business Office handled all non-certificated negotiations or discussions relating to compensation. The respondent for District C was the Business Manager.

New positions would be proposed and described by the administrator in whose division the position would be placed. The tentative job description would be reviewed by the administrative council, composed of those administrators directly responsible to the Superintendent, and a recommendation would be made as to salary level. The recommendation would be based upon a general review of job responsibilities, comparison with other jobs within the division (i.e. buildings and grounds, clerical) and a slotting of the new position into

one of the fourteen existing formalized, ranked structures. The Superintendent would make the final decision on wage assignment to the position.

Internal equity was assumed to be present in the existing classification structure, and a regular or systematic review of the ranking and classification of jobs was considered unnecessary. Alignment was maintained by assigning pay increases on an across-the-board percentage basis. If a reclassification request were received, it was channeled through the employee's immediate supervisor, and sometimes through an additional administrative level, to either the Business Manager or Assistant Superintendent for Personnel, depending upon the division in which the job was classified, and, finally, to the Superintendent for review. The merit of a reclassification request would be determined on the basis of workload and general job responsibility as assessed by the individual reviewing the request. The procedure to be followed was outlined in the materials distributed to employees.

Although no national trade or craft unions were recognized by District C, wages were negotiated annually with a coordinating council of non-certificated employees. The coordinating council was composed of representatives of six non-certificated groups. Employees not represented by the coordinating council were covered by a separate handbook. Both were adopted by the Board of Education and therefore carried the weight of policy. The two documents were supplied to the researcher and contained the following information which was germane to this study: employee classifications and rankings, wage structures for

the different classes of employees, and information concerning fringe benefits. No other documents were provided.

Fifteen separate wage structures existed for non-certificated employees: nine of the structures had ranges for the various groups or classes of employees. The ranges were based strictly upon years of experience with the district. There were five separate clerical pay structures, each of which had differing numbers of grades within it, from two to thirteen. The clerical grades within each structure were based upon job title. School nurses, library managers, aides and clerical substitutes each were considered a separate job class. Five wage schedules were single rate structures which were ranked by job title. The single rate non-certificated structures applied to custodians, plant maintenance, transportation maintenance, cafeteria and security personnel. There was one additional salary listing for miscellaneous hourly employees. The latter listing was not ranked nor was it apparently structured in any way. An effort was made to match the wage structures into community averages, the goal being to be neither the highest nor the lowest paying employer in the area, but rather to establish levels that were at the low end of the average range.

In general, the respondent from District C felt that the pay administration program for non-certificated employees was an acceptable and smoothly run operation, citing particularly the absence of unions as an advantage. No other specific comments were made as to the advantages or disadvantages of the compensation program.

District D

District D is one of the three high school districts in the sample. With an equalized assessed evaluation of \$92,036 per pupil, District D employed a total of 1718 individuals, including 605 non-certificated workers. The responsibility for managing non-certificated staff was assigned to the Personnel Department. There were three major employee groups, each with a separate agreement or policy handbook: food services personnel, custodial and maintenance personnel and educational supportive personnel (referred to as E.S.P., and including clerical, office and instructional employees). The three groups represented a range of practice and procedure. The respondent for District D was the Assistant Superintendent for Personnel.

A new E.S.P. position, when needed, would be described by the immediate supervisor according to the set format used by the district, then reviewed and refined by the Assistant Superintendent for Personnel. Components which the description included would be the nature of the work, supervision given, illustrative examples of the work and requirements. After the description of the job had been developed and prepared, the document would be submitted to a job evaluation committee composed of administrators and representatives of the Educational Supportive Personnel Association. The committee would review the job description and evaluate the position according to the criteria set forth in the district's job evaluation guide.

The E.S.P. job evaluation criteria were composed of fourteen factors, each of which were divided into from three to seven levels, which were clearly defined, and to each of which a specified

quantitative value was assigned. A worksheet was provided for each member of the evaluation committee, the position was discussed and evaluated, and consensus reached as to the total numerical value which should be assigned. The position was then ranked with all other positions according to its value (number of points assigned) and slotted into a grade, for which a pay range had been established.

This same procedure was used to maintain equity among existing positions. The procedure was based upon a method which had been researched by the respondent, and had been in effect in the District since the early 1970's. The system was originally adopted to meet District D's needs when the number of non-certificated employees was increasing rapidly, and in order to have a more systematic and equitable approach to placing people within a salary range according to job requirements. The system was maintained throughout the years in order to maintain equity and to provide a relatively objective back-up for wage assignment. As noted above, the procedure included a point method system of job evaluation. The compensable factors were education or academic achievement, with seven levels or degrees; experience or acquired knowledge, seven levels; judgement and resourcefulness, seven levels; guidance received, seven levels; interpersonal relationships, five levels; integrity of information, six levels; applied concentration, three levels; energy and endurance, five levels; physical environment, seven levels; impact of errors, seven levels; responsibility for the safety of others, six levels; probable danger, seven levels; and non-supervisory direction of others, seven levels.

The procedure for maintaining equity among custodial/maintenance

and food service jobs was not as elaborate as that used for the educational supportive personnel group, because there was less variety in jobs. The custodial and maintenance groups were divided into three grades each. No grade had more than three jobs within it. Food service personnel were divided into four grades, with one or two jobs in each. The job descriptions for custodial, maintenance and food service workers followed a similar format to that used for office staff, and were used to place jobs in classes, albeit without using a point method to determine alignment.

All three groups had salary ranges rather than single rate wage structures. The range was used to reward performance at the time of specified performance reviews, and annually thereafter. Progression within the range was automatic provided the employee's performance was satisfactory.

Reclassification requests were made through the employee's immediate supervisor. If the supervisor believed the request to have merit, it was forwarded to the Assistant Superintendent for Personnel, who convened the job evaluation committee for re-evaluation of the position. The decision of the committee was final, although the same request could be re-submitted at a later date. On occasion the impetus for a re-classification evaluation came not from the employee but from the administrative level. While some requests were denied, others had been affirmed by the committee. The written documents supplied by District D included employee handbooks or agreements for educational supportive personnel, custodial and maintenance staff and food service workers. Each of the booklets contained information about job

classification and rates of pay, salary schedules for the school year covered and details of fringe benefits. The food service and custodial/maintenance handbooks also contained all pertinent job descriptions. E.S.P. job descriptions were covered in a separate document which was supplied. Also provided by District D was a copy of the job evaluation criteria used with E.S.P. jobs. Although the custodial/maintenance and the educational supportive personnel groups had local associations, there was no difference reported in the dealings with those employees and the dealings with food service workers, who were not organized.

The advantages noted by the respondent of District D's program included the opportunities provided employees for input into the system, the systematic approach it provided, and the fact that it was perceived by employees as being equitable and as being fairly administered. The main disadvantage was the possibility of subjectivity in evaluating jobs, even when the criteria had been made as objective as possible.

District E

District E, a unit district with 1506 employees, of which 493 were non-certificated, had an equalized assessed valuation of \$40,814 per pupil. The administration of non-certificated personnel was under the authority of the Personnel Office. The Assistant Superintendent for Personnel was responsible for certificated employees, the Assistant Director of Personnel for non-certificated. The respondent for District E was the Assistant Superintendent for Business.

A new position would be approved by the Superintendent before it was submitted to the Board of Education on the basis of a formal request

submitted by the administrator in charge of the group of employees in which the position was included. The formal request would require a written justification of the need for the position and a copy of the proposed job description. The job description would include, in addition to job title, a list of job specifications and a list of job responsibilities. If the position were approved in concept by the Superintendent, an informal committee composed of the Superintendent, the Assistant Director of Personnel and the supervisor proposing the position would evaluate the job's worth by comparing the job responsibilities of the proposed job to those of other jobs within various pay grades. The job evaluation process was an admittedly subjective one, according to the respondent. When agreement had been reached among the committee members, the job would be slotted into an existing pay grade or salary schedule.

Internal equity was maintained on the basis of a survey of the market place. Pay information from other school districts of approximately comparable size, from other governmental employers and from private industry was used to determine whether existing pay relationships were comparable.

Reclassification requests were handled in a manner similar to a grievance procedure, going first through the employee's immediate supervisor, to the next supervisory level and finally to the Superintendent, whose decision was final in matters of job classification. Clear documentation of changed or added responsibilities was necessary for a reclassification.

The written documents supplied by the Assistant Superintendent

for Business in District E were several job descriptions and agreements with or handbooks for the Service Employees Union, the Educational Secretaries Association and the non-represented employees. All three documents contained salary schedule and fringe benefit information. All employee groups had salary structures with multiple grades and pay ranges that were based on longevity. The various pay structures and the number of grades in each were as follows: secretaries, six grades; food services and special education attendants, five grades; operation, maintenance and warehouse employees, nine grades; non-represented employees, eleven grades. All instructional employees were included in the teachers agreement.

All employees, whether represented by a union or not, were covered by the same procedures for compensation. Non-represented employees had been combined into a single group by District E, and the handbook relating to them had been developed jointly by district administrators and representatives of the non-represented employees' group.

No specific advantages or disadvantages were cited by the respondent, although the comment was made that compensation procedures for non-certificated employees went smoothly.

District F

District F is a unit district with 1,418 employees. Of that number, 559 were non-certificated employees. The district's equalized assessed valuation per pupil was \$25,622. The Director of Personnel was the sole administrator responsible for non-certificated employees, and was the respondent for District F.

Should a new job be proposed, the position would be described in concept by the supervisor making the request. The Director of Personnel would be involved in the development of the final job description document through interviews with the supervisor regarding job responsibilities and by seeking information about the responsibilities of similar positions in local business and industry. Once the job description had been finalized, it would be compared to positions in other employee groups to determine the best fit. If it appeared not to fit into any existing groups, the job would be placed on the support staff schedule and a survey of the market would be used to determine the rate of pay.

Existing positions were assumed to be internally equitable; the market place was used as a touchstone for checking alignment in terms of rank and pay. Job descriptions were reviewed and revised by employees from time to time and compared with job descriptions for similar positions in local businesses and industries. Classification of groups of positions was not in use for any group other than clerical employees. All other employee groups, custodians, maintenance personnel, warehouse staff, delivery drivers, cafeteria workers and support staff were ranked by job title. The support staff group was comprised mainly of supervisory employees who could not be included in a bargaining unit.

All employee groups were represented by unions with the exception of the support staff. Reclassification requests were typically denied out of hand on an individual case basis and were taken up at the time of contract negotiations.

District F reported no differences in the management of

compensation for unionized and non-union groups. Salary settlements were related to percentages negotiated with the largest employee group, teachers. Salaries for unrepresented employees were tied to the market place; fringe benefits were equated to those provided for unionized employee groups. The only documents supplied were job descriptions.

Advantages of the pay administration practices noted by the respondent from District F included the effectiveness of the district's data center and payroll department. Also mentioned as an advantage was the policy of the district to abide strictly by outlined procedures and to make no exceptions in any cases. The respondent gave the opinion that each behavior ensured fair and equitable treatment. The disadvantage noted was the tying of wage increases to an across-the-board percentage, with no provision for recognizing good performance nor for reprimanding poor performance. The question of evaluation of job worth was under consideration for administrative salaries at the time of the study, and the application of job evaluation concepts to non-certificated positions was seen as a possibility.

District G

District G is a unit district with 1309 employees; 446 of the total number were non-certificated. The per pupil equalized assessed valuation of District G was \$17,810. The Personnel Office, composed of the Assistant Superintendent and the District Administrator for Personnel, was totally responsible for all personnel matters in the district. The District Administrator for Personnel, who was the respondent for District G, handled non-certificated employee concerns.

A new position, when proposed, would be described by the

individual proposing it. The job description would include a brief job summary, job specifications, supervisory relationships, performance responsibilities and a statement regarding performance evaluation. The document would be submitted to the District Administrator for Personnel, and through that individual to the Assistant Superintendent, along with a formal request to amend the district's Inventory of Authorized Positions. The Inventory of Authorized Positions was a detailed list showing every position and assignment in the district, the name of the individual filling the position, the number of hours worked per day or days per week, and the total number of work days in the year. The Board of Education approved the inventory annually. If the need for the position were satisfactorily justified to the Assistant Superintendent, the request would be submitted to the Board of Education for its approval, and placed on the Inventory of Approved Positions for the following fiscal year. The Assistant Superintendent and the District Administrator for Personnel used a whole job ranking method to slot the position into an appropriate pay grade, by comparing job responsibilities of the new position with those associated with current positions. Currently established positions were assumed to be equitable, and a general review of the inventory on an annual basis was believed to identify any necessary revisions in the ranking structure. The Inventory of Authorized Positions, along with recommended additions, deletions and/or revisions was scrutinized and approved by the Board of Education each year.

Reclassification requests were channeled through the employee's supervisor. If the supervisor believed the request to have merit, a

presentation would be made to the Administrative Council, which was composed of the Superintendent, the Deputy Superintendent and the Assistant Superintendents. If the Administrative Council agreed that the request was legitimate, the reclassification of the position would be considered for the following year's budget. No reclassifications were made until that time.

Documents provided by the respondent included a copy of the Inventory of Authorized Personnel, copies of a job description and job posting, and samples of the payroll information forms which were distributed to all employees annually. The payroll information forms for non-certificated workers included information about the employee's position, pay range, pay rate, the hours and days worked, with the rate of pay computed on an hourly, daily, weekly, biweekly and annual basis, fringe benefits and payroll data. The contractual agreements with the bus drivers' and the teachers' unions were provided, as was the procedures and policies agreement with the Office Employees Association. The teachers' contract included not only certificated instructional employees, but covered teacher aides, custodians, maintenance workers and transportation personnel other than bus drivers. The documents included salary schedules and fringe benefit information. Pay structures for teacher aides (of which there were five grades based upon the number of academic hours taken) and secretaries (of which there were three classes, based upon length of contract year) were the only two employee groups with pay ranges. The ranges were related strictly to longevity. All other non-certificated employees were paid at a single rate which was determined by job title.

No differences existed in compensation practices for union versus non-union employees, since, in effect all groups were represented.

Advantages and disadvantages of the compensation program were not specifically addressed by the respondent, except to point out the positive effects of the position inventory in keeping the number of non-essential position requests to a minimum.

District H

District H is a high school district which employs 1,243 people; 509 of its employees are non-certificated. The equalized assessed valuation per pupil was \$91,534. The respondent was the Assistant Superintendent for Personnel, who was responsible for managing office and clerical employees. The Business Office administered custodial, maintenance and transportation workers.

If a new position were created in District H, the immediate supervisor of the proposed position, in concert with the Assistant Superintendent for Personnel, would define the major responsibilities of the job. Next, a job description would be prepared and from the description of job responsibilities, the required qualifications or job specifications would be determined. The position description would then be used as the basis for an evaluation of the job's worth, using the point system in effect in the district. The evaluation would be done by either a building level or central office evaluation committee, depending upon the location of the position. The job would be graded and slotted into the appropriate pay range based upon the evaluation.

Internal equity was maintained through the use of a detailed and

elaborate point system of job evaluation. The system had been developed internally by the Assistant Superintendent for Personnel, and was based upon a review and adaptation of several other systems. The system utilized ten primary or universal factors, each of which was broken down into several sub factors. Each sub factor had five degree levels. Further information about the system was not made available by the respondent.

The system had been installed two years earlier with the assistance of two job evaluation committees, each of which had been responsible for different positions. The first, a building level committee, was composed of the building principals and the Assistant Superintendent, and handled all positions which were assigned to the various schools. The second committee dealt with central office positions, and was composed, in addition to the Assistant Superintendent, of the Business Manager, the Director of Special Services, the Director of Media Services and the Director of Continuing Education, so as to have expertise in all areas on the evaluation committee.

Each committee identified all jobs to be evaluated and reviewed the current descriptions. The job descriptions were then re-written according to a single format which had been agreed upon. The revised descriptions were reviewed by the job incumbents and necessary changes made. Using the new job descriptions, each committee evaluated all jobs according to the point system developed by the Assistant Superintendent. The result of the evaluation program was six separate job groupings or classes. The respondent noted that, when compared with the job grades

in effect prior to the formal evaluation, the results were remarkably consistent. No non-certificated employees were involved in the job evaluation program; although they had been made aware that jobs were being analyzed and new descriptions written, when the procedure was installed two years earlier, no more information was given, and they were not made privy to the details of the system.

It was noted that the job evaluation system was applied only to clerical and office positions, and that custodians, maintenance personnel, and bus drivers were paid according to a simple ranked schedule.

There had been no reclassification requests to the time of this study, but these would be handled by reconvening the appropriate evaluation committee were any received.

No copies of the documents relating to the job evaluation program were provided, although they were displayed during the course of the interview. The items which were reviewed included job descriptions, an employee handbook which contained salary and fringe benefit information, and a copy of the agreement with custodial employees.

With the exception of custodians, with whom the district met and conferred to discuss salary and fringe benefits annually, there were no associations among any of the non-certificated employee groups in District H. All groups of employees were handled in the same way as regards compensation.

One major advantage of the compensation management program in District H that was noted was the fact that the job evaluation system was effective in keeping jobs approximately relative to each other in

terms of pay. Another was the consolidation of ranges to six grades, where there had been more previously. A disadvantage mentioned was the subjectivity required in defining and assigning point weighting to the jobs. A second possible disadvantage was the amount of time taken to install a system which resulted in alignments not much changed from what they had been previously. No additional comments were made as to the advantages or disadvantages of the system.

District I

District I, a unit school district employing 1,232 personnel including 445 non-certificated staff, had a per pupil equalized assessed valuation of \$28,177. The Business Manager and Director of Personnel shared responsibility for the management of non-certificated workers. The division of responsibility was done primarily by employee group: maintenance, custodial, transportation, food services, payroll and accounting staff were administered by the Business Office, clerical employees by the Personnel Department. Both administrators were involved in certain areas of decision making (e.g. establishment of wage levels) for all groups. The Personnel Director was responsible for conducting all final interviews and for official hiring/firing final recommendations. The respondent for District I was the Business Manager.

In the event of consideration of a new or re-arranged position, the immediate supervisor would assess the situation giving rise to the need for the position and would enumerate the job's responsibilities. A review of current job descriptions and input from the job incumbent (in the case of a re-alignment of responsibilities) would be considered in

developing a description of the new job. The document would be reviewed and refined first by the Director of Personnel, then by the Superintendent. The decision regarding pay range for the position would be made jointly by the Superintendent, the Business Manager and the Director of Personnel. Factors influencing the wage level decision would include job responsibilities, job specifications, a survey of the market in other school districts, and a review of similarly classed positions within the district.

Internal equity among non-clerical positions was assumed. Jobs were classified and graded according to title, and single-rate schedules were in effect for transportation workers, building service employees and food service personnel. Office personnel was the only group of employees for whom pay ranges and a classification scheme existed. The pay ranges for four classes of clerical employees were based strictly upon years of service. Classification of jobs was determined by responsibility weights which were related to job complexity. An office evaluation committee was responsible for the re-evaluation and classification of new or changed positions, and also handled reclassification requests. The committee was composed of office employees selected by their peers and was subject to the Director of Personnel. Information was unavailable as to the committee's role in establishment of the original classifications or the procedures which were followed in evaluating positions. Future total job evaluations programs were to be carried out by persons outside the system, according to the office personnel manual.

Reclassification requests were directed to the employee's

immediate supervisor, who committed the request and its justification to writing and submitted it to the Director of Personnel. The request was then reviewed by the Office Evaluating Committee, which made the final recommendation.

Non-certificated employees in District I were unionized, with the exception of office personnel, although they were represented by an association. No differences were reported in the management of compensation for union or non-union groups of employees.

Copies of the negotiated contracts between the bus drivers and the building service employees and the Board of Education were supplied, as was a copy of the rules and regulations for office personnel. Included in the documents was information related to regular pay schedules, and extra compensation, fringe benefits, and training opportunities. Several job descriptions were also provided.

Advantages cited by the respondent of the compensation program in District I included the involvement of employees in compensation decisions, the structure of pay schedules which allowed for quick response to questions regarding pay, and the straightforwardness of the system with its checks and balances. No disadvantages were noted.

District J

The only elementary school district in the sample, District J employed 268 non-certificated staff out of a total of 1232 personnel. The equalized assessed valuation per pupil was \$41,158. The Business and Personnel Offices shared responsibility for administration of non-certificated employees, the Business Office handling custodial and maintenance staff, the Personnel Department managing clerical and office

workers. The respondent in District J was the Assistant Superintendent for Business Services.

The process which would be followed in establishing and pricing a new position would begin with the development of a job description by the supervisor closest to the position. The supervisor, along with the Assistant Superintendent in charge of the general area would outline job responsibilities and specifications which were to be submitted to the Board of Education for approval to establish the position. After the position had been approved, a survey of the market place would be conducted to determine minimum and maximum rates for similar positions. A pay range would then be established by the Assistant Superintendent based upon the market data obtained. No formal procedure was established for fitting new positions into existing pay structures.

Pay rates for existing positions were compared to those in surrounding school districts and industries annually. It was assumed that internal equity was present if there was market place alignment. Although the respondent had stated that a point system was in effect for evaluating custodial jobs, the program was actually one for evaluating job performance. A position classification system was in effect for clerical, office and paraprofessional workers with seven distinct grades. Salary ranges for the various classes were based upon the number of hours worked, upon years of experience within the district, or upon a combination of the two factors. Direct pricing was used to establish pay ranges for all job classes according to the respondent.

Reclassification requests, which were stated to be infrequent, were channeled through the supervisor to the next level of management

and finally to the Assistant Superintendent. The final decision was made at the Assistant Superintendent level, and was based upon market information. The respondent reported that reclassification seldom, if ever, occurred.

The documents provided by District J included grade descriptions, or class specifications for clerical workers, and salary schedules for each of the six separate non-certificated employee groups. The salary schedule sheets outlined pay levels or ranges and fringe benefits as well as an explanation of the basis for compensation. Also supplied was an employee handbook for custodians, maintenance, grounds and stores and controls staff. The handbook gave additional information concerning compensation, fringe benefits and details of conditions of employment. Job descriptions were included in the handbook.

Non-certificated employees in District J were not organized.

Two major advantages to the procedures for managing compensation for non-certificated staff were cited by the respondent in District J. The first was the grade levels which had been established. The use of the class specifications gave a direction to the compensation program in that pay and pay increases were kept on an impersonal basis which was related to job skills. A second advantage noted was the use of a point system for performance evaluation. The system allowed for the allocation of wage increases according to merit and performance rather than being based on membership or years of experience. No disadvantages or problems were noted with the program.

District K

District K is a high school district with a per pupil equalized

assessed valuation of \$89,881. Out of a total of 1092 personnel, 451 non-certificated workers were employed by the district. Responsibility for non-certificated personnel management was shared by the Business Office and the office of the Administrative Assistant to the Superintendent. There was no separate Personnel Office in District K. The office of the Administrative Assistant handled all personnel matters relating to certificated and non-certificated instructional employees, i.e. teacher aides, library and technical assistants, and other paraprofessionals. The Assistant Superintendent for Business was in charge of all other non-certificated employees, of which there were three major groups: custodial, office and cafeteria workers. The Assistant Superintendent for Business was the respondent for District K. Information was given in terms of the secretary/clerical group because procedures were more well defined for that group than for any other.

If a new position opened, a job description, developed according to a specified format by the supervisor, would be submitted to a secretary/clerical steering committee for review. The committee was composed of the Assistant Superintendent for Business, the Administrative Assistant to the Superintendent, and the Assistant Principals for Staff, from each of the schools. The job description format included a short job summary, typical responsibilities of the job, the minimum requirements or specifications for the job and supervision given and received. The secretary/clerical steering committee would then review the job description and evaluate the position according to the point system which had been developed for the district in 1975. On the basis of the numerical value assigned, the job

would be slotted into one of seven pay grades. The plan described by the respondent applied only to office positions; cafeteria and custodial jobs were evaluated and classified on a whole job rather than on a compensable factor basis.

The job evaluation plan for the secretary/clerical group had been installed to improve both internal and external compensation equity for office employees, and to provide salary control procedures for the administration which would tie job performance to compensation. The job evaluation plan was a point system with eight compensable factors, two of which had three associated sub factors. All factors had concise degree descriptions with point ranges assigned to each. The primary factors and the sub factors were: Prerequisite Training; Physical Skill; Knowledge, including knowledge of job procedures and methods, knowledge of the organization and knowledge of company policies; Mental Versatility; Responsibility, including responsibility for personal contacts, responsibility for valuables and for confidential information, and responsibility for accuracy; Independent Action; Effort; and Supervision Exercised. Initially a series of Pattern Jobs or benchmark positions were evaluated to clearly establish factor values and ranges. This process was followed by the evaluation of all office jobs in the district. Seven grades were then established and pay ranges assigned to each. The pay ranges were based on the concept of zones. There were three zones within each range: a growth or training zone at the lower end of the pay range, in which employees' performance would be reviewed every four months; a fully satisfactory zone in the middle of the pay range, in which consideration was given for salary adjustment based upon

job performance annually; and a superior zone at the top end of the range, which was restricted to employees whose performance was continually exceptional. It was expected that 10%, 75% and 15% of the office employees would be eligible for the growth, satisfactory and superior zones respectively. Rates and ranges for the seven grades were established by examining pay levels in surrounding school districts and industrial organizations. District K, because it was located in an area with many private sector employers, took active steps to maintain a competitive position in the market place. Reclassification requests were handled by the committee, using the job evaluation plan and procedures.

Written documents provided by District K included salary schedules for each of the non-certificated groups, a copy of the performance evaluation and salary recommendation forms for office personnel and a copy of the complete salary administration study which had been done for the district by a consulting firm in 1975. The study included the job evaluation plan from preparation of job descriptions through point rating of individual jobs to development of grades, the development of a recommended salary structure, and the administration and maintenance of the program.

Because no unions existed among non-certificated employee groups, all personnel were administered in the same fashion.

The advantages of the system which were noted by the respondent included the consistency which was provided by the program where discrepancies had previously existed (e.g. in job descriptions) and the acceptance by employees of the fairness of the system. One disadvantage

which was mentioned was the rigidity of the system, wherein an employee who was an outstanding performer could not be rewarded beyond the range.

The respondent reported that, in general, District K was well satisfied with the salary administration program and that no changes were planned.

District L

District L is a unit school district with 1059 employees. Of that number, 319 were non-certificated. The equalized assessed valuation per pupil was \$25,834. In District L, the Personnel Office was responsible for managing non-certificated employee matters. The Director of Personnel, who reported to the Assistant Superintendent for Support Services was the individual in charge and was the respondent for the district.

A new position would be analyzed by the proposed immediate supervisor together with the Director of Personnel. Outcomes desired and tasks associated with the position would be specified and qualifications determined. A job description would be written on the basis of the information collected by the Director of Personnel, and returned to the supervisor for review. After the job description document had been finalized, the position's supervisor, the Director of Personnel and the Assistant Superintendent for Support Services would confer regarding the appropriate wage assignment. Positions with similar responsibilities were compared to the new position, and such factors as educational level required, how independent a worker the position needed, the type of motivation inherent in the position (e.g.

responding to requests or creating new information) were considered, although in no specified order or priority. The market place, particularly surrounding school districts, were surveyed and a wage was agreed upon and assigned to the position.

The market place served as a touchstone for determining internal equity as well. There was an assumption that public school district jobs were compensated equitably, so adjustments were made, if necessary, in pay rates at the time an annual survey was done.

Reclassification requests were accepted on the basis of responsibilities assigned to a position, and could be initiated either by the employee or by an administrator or supervisor upon significant change in job duties. Justification was required for reclassification to a higher pay grade, and was generally provided by the supervisor. The decision to grant or deny the request was made by the Director of Personnel and the position's immediate supervisor.

Documents supplied by the respondent were several job descriptions, salary schedules for bus drivers, clerical/secretarial employees, maintenance workers, and hourly employees, and fringe benefit information which applied to all classified (non-certificated) personnel. Job descriptions included the job title, the position's immediate supervisor, and lists of job duties and job qualifications. The salary structures for all employee groups with the exception of hourly employees, had pay ranges which were based upon years in the district. All schedules, again excepting hourly workers, had a minimum number of grades: bus drivers, two grades; clerical, three grades; and maintenance, three grades. Hourly pay was a simple listing of

sixteen different jobs, several of which had the same rate of pay. An employee handbook was in the process of being revised and was unavailable for review. The respondent reviewed the content, which applied to noncertificated employees, none of which were related to the compensation program.

No unions represented any of District L's non-certificated employees.

The major advantage of District L's system noted by the respondent was the simplicity of the classification system. Because job classes were few and titles self explanatory (e.g. "sweepers & dusters," "secretaries," "drivers' assistants") slotting positions into the appropriate pay grade was simple. No differentiation had to be made: "a clerk is a clerk is a clerk." The fact that the system had survived intact over a number of years was considered proof of the fact that it worked well. No specific disadvantages were noted.

Summary

In summary, this chapter has been devoted to the presentation of the data collected through both the questionnaire and interview stages of the study. The questionnaire was organized around the components of Henderson's Job Analysis Information Flow model, primarily, but also included several general information questions, and several items dealing with other compensation practices, trends and perceived effectiveness of the district's program. The data obtained from the questionnaire were reported in those general categories. The interview data were reported district by district. The general information covered in the interview reports included demographic information, a

description of the division of management responsibility for non-certificated employees, procedures for establishing a pay level for a new job, methods used to maintain internal equity in pay, a description of the handling of reclassification requests, a list of written documents supplied or displayed by the respondent, with their contents described in some detail, an indication of the differences, if any, between compensation practices for union and for non-union employee groups, and the advantages and disadvantages of the districts' compensation program as perceived by the respondent. No attempt was made to evaluate or analyze the data, but rather merely to present them as objectively as possible. The following chapter will be focused upon the analysis of the data according to the five guide questions outlined in Chapter I.

CHAPTER V

ANALYSIS

Introduction

The purpose of this study is to analyze compensation management as it relates to non-certificated employees in selected Illinois public school districts. The school districts chosen for study were those thirteen districts, other than District # 299 (Chicago), which employed 1000 or more people. District # 299 was eliminated from the sample because of scale. The number of non-certificated employees in the sample districts ranged from 820 to 319. Henderson's Job Analysis Information Flow provides a model of compensation management components which have been recognized throughout the literature. The Henderson Model provided the basic structure for the conduct of the study.

The study is comprised of a two step information gathering process. The first stage consisted of a questionnaire mailed to each of the thirteen school districts included in the sample. All but one of the districts agreed to participate in the study. The second stage involved a personal interview with slight differences. The questionnaire is a more structured instrument than the interview, and elicited factual information about compensation practices in the districts. The interview, although structured, is considerably more open ended than the questionnaire, and was designed to elicit a narrative description of each district's compensation practices. The data gathered through that two stage process were reported in the

previous chapter.

This chapter will evaluate and analyze those data in the light of the following five questions:

1. What written policies relating to the compensation of employees are in effect in public school districts?
2. What procedures and practices are followed by public school districts in administering compensation programs?
3. How do the compensation management practices followed by public school districts compare with those recommended in the literature, especially with the components of the Henderson model?
4. How does compensation management in the selected districts compare internally among the sample?
5. What are the administrative implications for the public school districts of implementing a formal compensation management program?

Written Policies

According to the literature, management of compensation and selection of a method for valuing jobs appropriately must be guided by the policies and goals of the organization. Rules and procedures for pay administration should be clearly articulated.

Question five on the questionnaire and question four of the interview deal specifically with written statements relating to non-certificated compensation which were available in the district. Only one district responded that no such written statements existed. Nonetheless, that district did produce several compensation-related

items during the interview process.

All districts had salary structures of one kind or another available, most having several schedules each of which applied to a different group of employees. The development of structured pay schedules, with specified rates for specified jobs, rather than for individuals, is the first step in eliminating a case by case approach to compensation. School districts with pay structures are, on the face at least, in compliance with the Equal Employment Opportunity Act, which demands equal pay for equal work, an important legal consideration in compensation. In addition, the fact that formalized structures were universally used indicates that districts of the size surveyed take at least an organized planned approach to compensating non-certificated employees. The existence of formal wage structures points to an attempt to value different jobs differently, on some logical basis. Although the basis for valuing jobs differently cannot be detected from an examination of the pay structures, the clear implication is that evaluation of some kind has occurred in order to arrive at the varying rates of pay for the specified jobs.

Six of the districts stated that there were official Board of Education policies relating to non-certificated compensation. Six districts, three of which were among those stating that they had compensation policies, indicated that there were negotiated agreements with one or more of the non-certificated staff groups employed by the district. In the interview process, all six of the districts with written agreements supplied them, while none of the respondents were able to locate or produce a Board policy dealing with compensation.

Although official policies were not in evidence, many of the other written materials (contracts, pay structures, employee handbooks, job evaluation studies) had been presented to and either accepted or adopted by the Board of Education, thus giving the items the weight of official policy. The absence of official policies and the acceptance or adoption of other types of statements and documents suggests that Boards of Education tend not to take an official, generalized position on compensation, but rather confine themselves to specifics in matters relating to pay. One must infer from Board action on such matters as salary schedules, contracts, compensation reports, procedures, regulations and the like, what its intent is in regard to such general compensation policies as maintenance of internal equity or position in the market place.

The greater the quantity and detail of written material, which has been accepted or approved by the Board, the easier it becomes to determine the Board's position in relation to compensation. For example, District D had no official Board policy which stated: "It is the intention of the Board of Education of District D to compensate non-certificated employees in a fair and equitable manner, and to make every effort to maintain levels of compensation which are somewhat comparable to those in other local organizations." Yet, because District D had written documentation of a relatively objective job evaluation system, had agreements with non-certificated employees which elaborated the details of the compensation plan, and had copies of area pay surveys available for reference comparison, the implication was that District D's unwritten policy was similar to that which was stated

above. District L, on the other hand, had few Board approved documents available, making the inference of specific direction from the Board of Education extremely difficult.

Thus, it appears that while Boards of Education tend not to provide the guidance of official policy to compensation administrators, they may signal their intent by means of the other types of written documents which are adopted or approved. The fewer the documents, the more open is the Board's intent to administrative interpretation.

Six of the districts surveyed indicated that negotiated contracts were available for some groups of employees. In those same districts handbooks were prepared for those groups of non-certificated staff which were not covered by negotiated agreement. In general, the material relating to compensation which was included in employee handbooks and negotiated contracts was basic. Salary schedules were shown and fringe benefits were detailed in all six of the documents provided. One of the agreements also included a statement that positions were assigned to grades and classed according to responsibility weights, and another outlined the specific procedure for evaluating and classifying jobs in detail.

Although six respondents stated that administrative procedures for establishing compensation levels were available, only four of the twelve districts were able to provide documentation. Two of the procedure packages had been developed for the districts by outside consultants. One of them had been in effect for some time; the other was in the initial stages of implementation. Two other districts' procedures had been developed internally, based upon research in the

area of compensation management, by the administrators in charge of non-certificated employees. Three of the four districts supplied exemplary copies of the material included in the packages. The fourth district declined to do so, but did produce the material for display during the interview. The compensation procedures included statements of intent to compensate employees equitably, models for obtaining and assembling job information in two cases, grade descriptions and procedures for evaluating jobs (points in three of the districts), salary schedules and in one district, a procedure for establishing ranges and for placing individual employees at a point within a pay range. In all four of the instances where written procedures were available, the administrators were able to respond clearly and concisely to the interview questions, providing comprehensive descriptions of the districts' compensation programs and often covering points of information before the interview questions were asked. The ease of response indicated that the administrators were comfortable with and had a clear understanding of the district's plan and program for compensating non-certificated employees. The respondents' fluency also implied that they were able to interpret the Board's intent with regard to compensation on the basis of the written materials which were available to them. In many cases, but not all, those respondents whose districts did not have written procedures required more prompts to provide details of their districts' compensation programs than did those with written procedures. Those facts are in accord with statements made in the literature on compensation to the effect that the absence of written policies and rules may betoken a less than coordinated approach

to pay administration. While it would be impossible to conclude that districts without written policies and procedures managed their compensation poorly, there did seem to be a positive relationship between the amount of written material available and the ease of explanation of how compensation was determined and managed.

In summary, official Board of Education policies relating to compensation were unavailable; general policies and objectives such as the intent to compensate employees equitably or the desired position in the market place were seldom explicitly stated in writing. Such general policies were occasionally included in a more specific document or, more often had to be inferred from materials which were accepted or adopted by the Board of Education. The most common compensation documents were salary schedules, implying that an attempt was being made to compensate employees equitably. Next most common were employee handbooks and contracts, both of which types of written materials addressed compensation in a basic way. Finally, written rules and procedures for ensuring the equitable compensation of jobs were found in only four of the twelve districts studied, leading to the conclusion that, in terms of official written policy, compensation management is not frequently practiced in school districts.

Actual practice, however, often varies from what is written. The following section deals with the question of what practices and procedures were actually followed in the school districts studied.

Practices and Procedures

Although not frequently guided by written policies or goals, most of the school districts studied did make an effort to manage their

compensation programs for non-certificated employees. Three main goals of compensation management emerged from the review of the literature. They are: 1) to attract, retain and motivate employees; 2) to establish equitable pay rates and to gain employee acceptance of the fairness of pay; and 3) to control compensation costs. Any analysis of the compensation practices of the districts studied must address whether or not the practices are effective in moving the district toward those goals.

The goal of attracting, retaining and motivating employees can be met by the position the district takes in the market place and the way in which the district structures its pay schedule. In several of the interviews, the respondents indicated that the district was concerned with its position in the market place. Such comments as the following were made: "Because we're the biggest district in the area, we have to pay a little more...;" "We want good people so we have to look around to see what others in the area are paying, but we can't compete with, say, Organization X;" "Our reliance on the tax dollar means we have to stay somewhere near the low end, but not the lowest; we have to compete;" "We're right along that industrial corridor so we have to keep our salaries competitive." By their comments, the respondents indicated their awareness of the competitive framework in which they operated, and of the need to develop a position in relation to external alignment of pay rates in order to be effective in attracting and retaining qualified employees. In industry, a competitive pay stance is critical in personnel procurement; in the public sector, although non-monetary rewards are often one of the

attractions, monetary compensation also plays a key role. All districts but one took active steps to determine the going rate for various non-certificated jobs within their general area. Whether by formal or informal methods, the compensation administrators obtained the necessary data and used them to determine an appropriate range of pay for the district to attract quality personnel.

A second factor in motivating and retaining employees is the structure of the salary schedule. In all the districts studied, there were multiple pay structures in effect. That is there were different pay schedules for the various employee groups, the most common being clerical, maintenance, transportation and food service workers. The decision to have multiple structures implies that districts differentiate the value of groups of employees as well as differentiating value within groups, that is among jobs. The effect of maintaining multiple pay structures would be to provide different types and levels of motivation to employees.

All districts had pay ranges for their clerical and office positions, and half had ranges for custodial and maintenance employees. The existence of ranges implies that there was some attempt to provide monetary rewards for employees. For the most part, however, longevity was the only criterion for movement within the pay range. Thus, most of the districts in the study were rewarding membership rather than performance. Only two districts made an effort to reward performance and thereby to provide a performance motivator for employees. Although other respondents indicated that the issue of rewarding performance was a concern to the district, it was seldom addressed by the pay structure,

thus limiting the possibility of incorporating more complex reward dimensions into the district's compensation plan.

The major accomplishment of the kinds of pay structures found in the majority of school systems appears to be retention of employees rather than motivation. Retention did not appear to be a concern in dealing with some employee groups, however. Half the custodial workers and all transportation employees and one fourth of the food service personnel were compensated on a single rate schedule rather than with a pay range. Evidently the payment of a fairly competitive wage was considered adequate to attract employees, and no additional monetary enticement was considered necessary in order to retain the workers. Perhaps because those types of jobs have the most simply and clearly defined responsibilities, the need to build a retention factor into the pay structure was not as great as it was for office workers: less training would be required to fill a vacated cafeteria or transportation position than a clerical or skilled maintenance job.

The second major goal of compensation management is to ensure equitable payment of employees. Internal pay equity is usually sought by means of ranking, classifying or evaluating jobs in some fashion. The school districts in the study all made some effort at differentiating the value of various non-certificated positions. The districts' pay schedules, even the simplest ones, do show different rates of compensation for different jobs. As with the wage structures, there appears to be a distinction between clerical/office jobs and other types of non-certificated positions. Transportation, maintenance, food service and other non-clerical groups, in general, have fewer job

grades, the job grades tend to represent only one or possibly two to four distinct jobs, and the jobs are most often simply ranked by title. The clerical groups, on the other hand, more often than not are divided into seven or more classes, each class containing multiple position titles. The practice of using a classification scheme for office positions appears to be widespread, but the methods used to accomplish the classification vary considerably. For the most part, whole job ranking appears to be used by many school districts to classify and grade office/clerical positions. Although most respondents stated that responsibilities were the basis of the classification, few were able to specify what aspects of the job's responsibilities merited the classification of Class 4, or Secretary II, or Clerk A. As a result, although the pay structures and classifications had the appearance of being components of a formal compensation program, in actual practice most classification schemes were relatively informal and open to a great deal of interpretation. Such openness to differing interpretations of job classifications can lead to dissatisfaction with the compensation program and generalized problems with employee morale, which, in fact, was what had happened in District A. In some cases, however, more clearly defined procedures for job grading were in effect. The procedures ranged from a standard position classification program such as the one described by Baruch to rather elaborate point systems with very clearly stated compensable factors. Thus, in fewer than half of the districts were definite systematic steps taken to ensure internal pay equity. Two main motivations for the development and/or use of formal job evaluation techniques emerged: the one because serious pay

inequities were causing or had caused severe morale problems among employees; the other because the districts were located in an area with many large private sector organizations and both external and internal pay equity required attention in order to remain competitive.

The third objective of managing compensation is the development and exercise of fiscal control over the largest expenditure in the budget: personnel costs. Most of the school systems studied had up-to-date job descriptions, one of the vital documents in monitoring positions. The descriptions were most often used as a recruiting device and for performance appraisal rather than in position management, however. Position management, the process of analyzing and reviewing jobs within the organization to determine the level of skill and experience necessary, to assess whether the specifications are appropriate to the responsibilities and to establish the number of positions needed for effective and efficient operation at the present time and in the future, appeared to be almost nonexistent in the districts included in the study. A regular schedule of job description review and revision was more a matter of words than action among the districts studied, and the impetus for review most often came from an employee who was seeking a reclassification. Thus, job studies tended to be reactive to the employee rather than a result of any direction established at the administrative level. Since changes in job responsibilities can be subtle, the regular review of all job description documents is helpful in the exercise of cost control because classifications and job grading would thereby come under review. By failing to re-analyze jobs and to review job descriptions on a regular

and systematic basis, public school administrators have passed up an opportunity to practice position management, an effective tool in controlling compensation costs.

All the districts in the study had, however, taken the most important step toward controlling compensation costs by developing fixed wage structures which related specific jobs to specific rates or ranges, and clearly defined factors (usually longevity) to variations within the ranges. There was no question in any of the districts studied of deviating from the established practice under any circumstances, thus ensuring fiscal control of compensation costs to a major extent.

To summarize, the compensation related practices in the twelve districts studied appear to move the districts toward two of the goals of compensation management, those of attracting and retaining employees and fiscal control and cost containment, by means of their pay structure design. Only infrequently, however, did the districts make any effort to motivate performance through pay, although to do so was stated as a concern. Achieving the goal of compensating jobs equitably was evenly divided between districts who attempted to do so and those who assumed that pay equity was not an issue. In general, it is possible to state that most school districts appear to place greater emphasis on fiscal control than on human resource management as evidenced by their compensation practices.

The process of taking a systematic approach to establishing an equitable compensation program is addressed by the eight components of Henderson's Job Analysis Information Flow model, which represents the mainstream of the literature on compensation management. How the

practices followed by the districts in the study measure up to recommendations made in the literature, and, more specifically, to Henderson's model is discussed in the following section.

School District Practices and the Literature

The Henderson Model

Each of the eight components of the Henderson model addresses one of the steps taken or one of the issues considered in a systematic approach to managing compensation. The model synthesizes most of what has been written on pay administration over the years into a visual presentation. The fact that the model represents an information flow which is circular implies that maintenance is an important component of a compensation program. The only factor of a systematic approach to compensation that Henderson's model does not specifically address is communication, although it has been discussed extensively in the literature. The components of Henderson's model, and the issues of maintenance and communication will each be dealt with separately in analyzing school district practices.

Job Analysis

Job analysis, the starting point of a systematic compensation management program, is a fact finding process. The literature recommends very strongly that the employee be involved and that more than a single method of analysis be used, to establish the validity of the data gathered.

For the most part, the districts studied included the job incumbent in the analysis process. Except for three cases, however, the

participation of the employee was informal, consisting mainly of writing a narrative description of the job. In only three districts was formal guidance given to the employees, by means of a questionnaire or through specific guidelines, as to the information desired from the job analysis process. In many of the districts, however, the initial work of analyzing the mass of jobs had been completed prior to the respondent's arrival in the position, so the extent of the formality of job analysis could not be determined. By examining the procedures followed when reclassification requests were made, however, it was possible to infer that the process was and is carried out in an informal manner. Although employees were usually involved in the job analysis or in the review of job descriptions, in most cases the process was accomplished in a hit or miss fashion with no questionnaire or structured form to provide guidance. Rather, employees and/or supervisors would be told to list the responsibilities of the job, or to write what the job entails. Without providing some kind of structure to employees for their involvement in the job analysis process, the data collected in the narrative descriptions they are asked to prepare are suspect, insofar as they may not be consistent from one job and employee to another. If the job analyses are inconsistent, the resultant job descriptions will be unequivalent, and if the documents are used for job evaluation purposes, may engender serious inequities in the evaluation and subsequent classification of jobs.

It is for the reason mentioned above, possible inconsistencies, that multiple methods of job analysis are recommended. Although half the districts in the study stated that several means were used to

analyze jobs, the statement could be verified in only three instances. The same districts which provide employees with a structured method of analyzing their jobs also verified the data collected by means of a second measure. Those districts were A, D and K, all of which either had installed or were in the process of installing formal job evaluation systems. Two had utilized a consultant to do so; the third had adapted a model used in an industrial setting to its own needs.

In summary, while all responding districts did make an effort at analyzing the responsibilities and requirements of non-certificated jobs, most of them involving the employee in some way, only one quarter of the districts followed best practices described in the literature by providing the employees with a structure to follow in supplying job analysis data and/or by verifying the information through a second analysis of the job. The implication of the actual practices followed is that gross inconsistencies can occur as the job analysis data are collected and formalized, and can continue unchecked. As data are utilized as the basis for later compensation decisions, the inconsistencies can compound, and will result in less equitable rather than more equitable compensation practices.

Job Description

The product of the job analysis process is a formal, written job description. Because the analysis of a job and the development of a description of that job are so closely intertwined, the process and the product are sometimes hard to differentiate.

The literature is clear on the point that the job incumbent should be involved in the description of the job, yet three quarters of

the sample districts stated that employees were not involved in the preparation of job descriptions. While the employee may be involved in providing some of the job analysis data upon which the description is based, in all of the cases it is the supervisor who prepares the actual document. Preparation of the job description by the supervisor ensures that the desired responsibilities and qualifications are included, but may or may not reflect the reality of the job itself. Input from the employee, whether by means of a review of the final document or by the preparation of a rough draft, helps to close the gap between what someone believes the job should be and what it is. It appears that there is greater emphasis, in school districts, on specifying what is perceived as appropriate to a job, and less on establishing what actually goes on in the job's performance. This emphasis may be a result of the uses to which job descriptions are put. The documents were most often seen as useful tools in performance evaluation, thus accounting for the weight given to desired over actual responsibilities. Job descriptions seem not to be perceived as related to compensation, except in those districts where a formal job evaluation program was in effect.

As with job analysis, the districts that followed the practice of involving the employee in the preparation of job descriptions were those which had used consultants or had themselves installed a formal job evaluation plan, Districts A, D and K. In addition, District J, which utilized a formal position classification approach for its clerical employees, involved them in preparing their job descriptions.

The documents themselves varied somewhat from the universal

model described by Henderson (job title, job summary, responsibilities, results expected or supervision given and job specifications) but always included the job title, a list of responsibilities and the job specifications. Other elements of the job descriptions seemed to have been tailored specifically to the needs of the job evaluation model being used in the district. The less complex and detailed the job descriptions, the more informal the method that was used to evaluate, grade and price jobs, verifying, to an extent, the implication that there was limited awareness of the importance of the documents to compensation management. Where the job description was very simple and rudimentary, it would be impossible to implement a sophisticated job evaluation system. On the other hand, a more elaborate job evaluation system would require more sophistication in the description of jobs, since the documents would be key material in the successful operation of the system. This fact was further borne out by the data. Those districts with formal point systems had job descriptions which reflected the factors included in those systems, verifying the importance of the job description document to a compensation management program.

To sum up, while all districts had job description documents for non-certificated employees, few had involved the job incumbents in the preparation of the documents, thus running the risk of a gap between the described and the actual job. That such a gap existed in some of the districts was borne out by statements made by several of the respondents during the interview process that the job descriptions needed massive revision, implying the worthlessness of job descriptions which do not reflect the job as it is performed. Job descriptions were most

succinctly written where a formal job evaluation system was used, and in those districts were tailored to the needs of the system, confirming the importance of the job description document to the compensation program.

Job Specifications

Job specifications, the minimum requirements of the job, were clearly stated in all the districts studied. The main point made in the literature concerning job specifications is that they must be demonstrably related to the responsibilities of the job. The recommendation has been substantiated by various laws, regulations and court cases, thus making what would otherwise be called best practice, a requirement. Without exception, the districts studied related the specifications for a job to the responsibilities of the job, and the only district which used various test results as part of the job specifications carefully related the skills measured by the tests to those necessary for successful job performance.

The possibility of variation from the recommended practice of relating qualifications to job responsibilities has been precluded by legal means.

Compensable Factors

Compensable factors are those factors for which an organization is willing to pay, and which differentiate the value of one job from the value of another. They may be either overtly stated or may be borne in the mind of the individual responsible for setting the price of a job. From the questionnaire responses, one might conclude that in most districts non-certificated jobs were carefully analyzed as to the

presence, absence or degree of numerous factors before a pay rate was determined. A single school district, L, stated that the method used to determine pay levels was a whole job method. All other respondents identified various factors which they stated were considered when establishing the value of a job. In reality, however, only four of the districts, A, D, H and K had clearly stated compensable factors upon which their job evaluation programs were based. One additional district, I, may also have had compensable factor statements, since clerical positions were classified according to responsibility weights. This finding seems to indicate that, although the perceptions of the respondents were that a great deal of consideration went into the valuing of jobs and that many aspects of a job were taken into account, most school districts use a generalized, whole job approach to job evaluation. The relationship between the use of a formal, quantified job evaluation system and the explicit statement of compensable factors was borne out in the school districts studied.

Among those districts using non-quantified methods to determine pay rates, only one, District J, had written specifications describing job classes against which the various positions could be measured. In the other districts, job responsibilities and job complexity were the two items most often mentioned as the factors considered in setting wage levels. Because the meaning and importance of those factors could vary from person to person, the implication is that the pricing of jobs was a subjective process. Even though certain of the compensable factors used by those districts with quantitative approaches appear open to

considerable interpretation (e.g. "mental versatility"), the use of behaviorally-based definitions and degree descriptions (e.g. "occasionally meets problems not covered by job routine, is expected to watch for exceptional cases and bring them to attention of another person for disposition") provides the evaluator with somewhat more specific guidelines for judging the degree to which the factor is present in a job, than does the simple term complexity. The behavioral meaning of job complexity is left entirely open to subjective judgement, implying that for most districts, job value may change, depending upon who does the valuing. The subjectivity of the compensation process was tempered, however, by the application of market influences and contract negotiations to job pricing. In general, while some school districts appear to use whole methods of grading and pricing jobs, others, notably those with quantitative job evaluation plans, specify compensable factors to be considered. The number of districts using whole job methods is slightly larger than that using factor methods, but not remarkably so. One possible reason for the use of whole job methods over methods of job evaluation which provide an external measure of job worth, that is compensable factors or class specifications, may be the unfamiliarity of school administrators with compensation management concepts and tools. Henderson states that compensable factors are mainly specified in job evaluation programs of the point and factor comparison varieties. Some proprietarily developed systems which are akin to ranking also have explicitly stated compensable factors as well. Where job evaluation is done by ranking or classification, compensable factors are not usually stated overtly, but nonetheless exist, if only

in the mind of the individual pricing the jobs. In formal classification systems, however, class specifications, if clearly stated, imply the compensable factors which should be considered in assigning jobs to a given class.

The districts in this study confirmed Henderson's contention.

Job Evaluation

Four major methods of evaluating jobs, that is of putting a value on each job in relation to other jobs, have been discussed. Those methods are ranking, classification, point system and factor comparison. In addition, other methods have been developed by experts in the field of compensation, notable among them is Hay and Purvis' Guide Chart-Profile system. Ranking and classification, both whole job methods of evaluation, can be done formally, using some type of objective criterion for accomplishing the process or informally from a subjective point of view. All other job evaluation techniques, because they lack the simplicity of whole job methods, require a formal procedure which is clearly delineated.

Of the districts studied, only five used formal job evaluation systems, the remainder depending upon informal, whole job methods of putting a value on non-certificated jobs. The formal job evaluation programs included three point systems, one classification plan, and one plan based on the Guide Chart-Profile Method, or Hay system. The data show that less than half the school systems of a size at which over 85% of private sector firms had installed formal job evaluation plans, have done so. This finding may be explained in several ways. The first explanation is that school district administrators, having been trained

primarily as pedagogical leaders, are unfamiliar with many of the management tools used in the private sector. In other words, they are simply unaware that more objective methods for evaluating jobs exist, and therefore continue to use simple, whole-job approaches not by conscious choice, but because of lack of knowledge. Another possible clue to the use of unsophisticated job evaluation techniques by many school districts may be lack of need. It is possible that there have been no questions regarding the relative value of jobs which could not be satisfactorily answered by applying simple methods. A third reason for lack of interest in more elaborate job evaluation systems could be lack of competition for workers or adequacy of the market place in establishing job rates. Those districts in the sample that were using formal job evaluation plans were located in areas where competition for employees was high, because of the concentration of private sector organizations. In many communities, the school system is the largest employer, and competition for workers is not significant. The findings of this study imply that where there is competition for workers, there is a higher likelihood of the school system installing a formal job evaluation plan. The district could do so in order to ensure equity of wages thereby avoiding disgruntlement among employees who might then leave the district to seek employment with a competitor.

Although most of the districts in the sample stated that they used formal job evaluation procedures, few were able to substantiate their statements with written documentation. While generalized job classes existed in virtually every district, the methods for arriving at the classifications were seldom formalized or written. Except in the

four districts using point systems, and the single district with a formal classification plan, most classification of positions appeared to have been based upon job title or a general set of responsibilities than on any well defined criteria. Certainly to use simple ranking or informal classification is a much simpler approach to job evaluation than is a formal system. It is possible to infer that those districts who approach job evaluation informally have probably not been subjected to pressures, either internal or external, to encourage them to spend a great deal of time, energy and possibly expense to formalize their systems. The informal systems which they use appear to answer their needs for maintaining a satisfactory degree of internal equity as well as for establishing an external alignment which is adequate.

One finding which was universal among the districts studied, was that even where formal job evaluation programs were used, less formal ranking methods were employed with all non-certificated employee groups other than office workers. Transportation, food service and maintenance employees, the three main non-certificated groups beside the clerical group, were all compensated on the basis of simple rankings. The use of simple and informal procedures was probably favored for non-office workers because those groups had a lesser degree of variety of job titles and responsibilities than did the clerical/office group. Maintenance, transportation and food service employees tended to have grades or classes composed of few job titles. The grades were obvious, and no elaborate method was necessary to determine to which grade a specific position should belong. Secretarial groups, on the other hand, had multiple titles, in one instance thirty distinct jobs within one

class, and so required a more formal approach to determining appropriate placement in a class or grade. The finding that more elaborate procedures are used to evaluate and classify clerical jobs than for other non-certificated employee groups confirms the points made throughout the literature that more complex job evaluation programs are appropriate when there are multiple jobs which are similar in some way and yet different.

Classification and Grading

The grading of jobs, that is the assignment of positions to differentiated classes to which pay rates or ranges have been assigned, was found to be based upon formal job evaluation procedures in only five instances, and then only for clerical employees. This fact is probably so because within the clerical group, the similarity of many of the job titles necessitated the establishment and use of some other criterion for determining the classification to which a job should belong. Without some additional specification, it would be difficult, if not impossible, to distinguish between a Personnel Secretary and a Project Secretary, for example. Within other non-certificated groups, grade distinctions between, say, bus drivers and mechanics, or between custodians and skilled maintenance workers could be arrived at by the simple expedient of comparing job titles. Though only three districts stated that job title figured in the grading process, the title of the job appeared to be the basis for assigning a position to a specific grade in at least seven instances for clerical employees, and in all cases for other non-certificated groups. As noted in the discussion of job evaluation, the use of job titles rather than some other criterion

for the grading of non-clerical jobs was probably due to the fact that there were few discrete and distinctive jobs within the transportation, maintenance and food service categories. Within the clerical/office group, the use of job title to grade jobs was undoubtedly due to the lack of explicit criteria for comparison. Even when a listing of all jobs within a classification was available, there were seldom any criteria which specified what qualities or factors the jobs had in common. It must be concluded, then, that, although districts do utilize distinct job classes as the basis for their pay structures, there are seldom any internal standards for assignment of jobs to the various grades.

Wage and Salary Survey

The wage and salary survey is the primary method used to establish external alignment of salaries within the organization with salaries for similar positions outside the organization. Every district in the sample either conducted or obtained some type of survey of pay rates in other organizations. The surveys done by the districts in the sample ranged from informal telephone surveys to the use of published surveys by area, state and national organizations. The literature indicates that pay surveys are primarily a planning tool, and it is as such that they appear to be used by the districts in the study. Survey data were used at the time of negotiations by those districts which dealt with employee unions and associations; they were used by non-union districts to provide information when pay scales were developed; survey data were also used when a new position had to be priced. The collection of pay survey data implies that some type of

competitive posture in terms of pay had been taken by the district. That this, in fact, was so, was confirmed by several of the respondents during the interview process. The stance taken by the districts, which ranged between competitive and below, had an effect on the sources of data used. Districts that were located in an industrial area tended to assume a more competitive posture, and surveyed local industry as well as other school systems. Those districts often utilized more formal means of data collection and also relied on compensation reports which had been prepared by various organizations. Districts that assumed a less competitive posture appeared to use less formal methods of gathering information, and to concentrate on other school districts for external comparisons, although some information from local industry was sought. In general, the conclusion can be drawn that public school administrators are very much aware of the need to compete in the compensation market place, and that pay survey data are used by school districts in planning their compensation programs, even though the plans may not be written or formalized.

Assigning a Monetary Value

Several factors may influence the assignment of a monetary value to a given job. The factors include the job evaluation program, which may be used to determine the value of the job and thereby result in assignment of a pay rate or range, the market, which may be used to establish the going rate for a particular position, and contract negotiations, which may affect the pay rates and fringe benefit packages of both the specific group and other groups of employees. In only five districts, A, D, H, J, and K did a job evaluation program have anything

to do with the establishment of pay rates. Eight districts reported the influence of the negotiation process on pay rates, and five districts stated that market influences were important in determining compensation levels. Only four of the districts stated that they based their entire compensation program on a single factor. The implication is that school districts are concerned about their position in the market place, and about the relationships between groups of employees when setting pay levels, but that efforts to ensure the internal equity of pay levels among individual jobs is somewhat limited. Such a lack of concern about the maintenance of internal equity can have serious consequences in terms of employee morale. In fact, when morale problems develop around compensation, one remedial step which may be taken is the installation of a formal job evaluation system to improve equity, as was done by District A.

The literature recommends that primary consideration be given to basic pay, secondary consideration to differential compensation (e.g. second shift, overtime, etc.). The districts in the sample conformed to the literature on this point; all dealt with basic compensation first, related compensation secondarily. Pricing of jobs and the development of schedules for the different non-certificated employee groups was guided by policy, as recommended in the literature. Earlier it was stated that materials adopted by the Boards of Education had the weight of policy, and all pay schedules were adopted and approved by the Boards. Basic pay structures remained consistent from year to year as rates were updated, unless a major overhaul of the entire compensation program occurred, as with the Hay study in District A. Single rate

structures were used most frequently for maintenance, transportation and food service employees. Ranges were found in four instances for custodial employees and in four cases for the other two groups. In all cases, the ranges were based upon longevity, and the top of the range was reached in a short period of time. Occasionally an increment was given for long term employees. The frequency of single rate pay structures or narrow ranges suggests that there may be a fairly high rate of turnover among those groups of non-certificated employees not classified as office staff. Pay ranges were found in all districts for clerical workers. Longevity was the basis for progression through the ranges in all districts, although in one district, K, job performance had an additional influence upon the employees' rate of pay. The ranges for clerical employees were fairly wide, averaging seven steps for each grade, indicating that school districts expect office staff to remain in the district's employ for a long period of time.

In summary, external alignment appears to be a more important factor to school districts in their establishment of pay rates for non-certificated employees than does internal equity, as evidenced by the fact that all participants in the study rely on market influences and/or negotiations in their assignment of monetary values to jobs, whereas only five of the districts utilize job evaluation data to any extent at all. In addition, there seems to be a differentiation between clerical positions and other groups of non-certificated staff in terms of the types of pay structures, the grading of positions and job evaluation. The implication is that clerical employees may be longer tenured with the district than are other types of employees, although

whether the pay structures were created as a result of that fact or whether clerical employees are longer tenured than others as a result of the way pay structures were developed is unknown.

Other Considerations

Maintenance

The maintenance of a compensation management program has been noted as a key to its continued success and applicability. The major components which should be maintained on a regular basis are the job descriptions, the job evaluation program and the external alignment of jobs. A regular and systematic review of all job descriptions to determine whether responsibilities or duties had changed over time would constitute maintenance, as would periodic re-evaluation of benchmark jobs. In addition, regular survey of other organizations as to wage and salary levels would be a maintenance program aimed at external alignment. All districts in the study performed regular external maintenance in that regular pay surveys were a feature of their compensation programs. Internal maintenance, that is review of job descriptions and relative placement on the wage scale, was performed primarily on a need basis. Only three districts reported that job descriptions were reviewed on a regular basis, and only those five with formal job evaluation plans stated that internal alignment of jobs in terms of pay was checked with any regularity. A danger lies in the avoidance of maintenance of job descriptions by re-analyzing jobs, however. Because changes in job duties and responsibilities can be subtle, without a regular review, positions may alter, and the entire

internal structure be thrown off. The implication is that most school districts assume that if external alignment is checked and a position taken by the district relative to external equity and applied uniformly to all employee groups, internal equity should follow automatically.

There appeared to have been two major reasons for districts with formal job evaluation programs to have chosen to install them. The first was to meet the competition in terms of pay rates, and the second was to rectify severe internal inequities in pay where serious morale problems were resulting. It would seem that only when a major overhaul or replacement of the present compensation system was considered would a total review of the components of the system occur.

In the area of maintenance, then, few, if any districts could be said to follow best practice as recommended in the literature on compensation management.

Communication

A portion of one of the goals of compensation management programs has to do with gaining employee acceptance of the fairness of the compensation plan. To do so can only be accomplished by communicating the plan to the employees to whom it applies. All districts in the study communicated basic compensation information to their employees. Handbooks and printed contracts detailed pay rates and ranges for the employee's group as well as information concerning fringe benefits and differential compensation. Few districts give information about which jobs are assigned to which pay grades or about the basis for evaluating and classifying jobs. The districts with formal job evaluation plans tended to be more open in their communication with

employees. One district had meetings with groups of employees to explain and answer questions about its newly installed plan, and another outlined its pay plan in its employee handbook. One district with a formal job evaluation plan, however, took care to ensure that the plan was kept confidential; this behavior ran counter to all recommendations in the literature. The fact that only districts with formal plans communicated anything beyond basic information to their employees leads to the conclusion that other districts may not have had a fully defensible basis for their classification, grading and pricing of jobs. In one interview the respondent flatly stated that the committee which represented the non-certificated employee group had the responsibility to communicate with its constituency, and that the responsibility to do so was none of the administration's. While not so explicitly stated, a similar conviction seemed to run through many of the interviews, so it is no wonder that communication was limited. On the whole, along a continuum moving from closedness to openness, most districts, like many of their counterparts in the private sector, appear to be closer to closed communications than open in the area of compensation.

In summary, the application or consideration of the components of Henderson's compensation management model by the school districts in the sample was sketchy, at best. The only components universally found were the job description, job specifications, the wage and salary survey, and the assignment of a monetary value. Although all districts claimed to consider certain factors when determining compensation levels, few of the respondents were able to specify what those compensable factors were. The issues of job analysis and job grading

were dealt with by all districts, but only on occasion with any kind of systematic approach. The component of job evaluation appeared to be the key to the districts' approach to compensation management. Those districts with formal job evaluation plans also took an organized approach to the total compensation process, from job analysis to communication. Maintenance was a problem with all but one district performing maintenance of some kind, but with one approaching a full scale maintenance program.

Based upon the findings, it is possible to conclude that all districts in the sample have compensation plans in effect. That is, one or more of the components of the Henderson model could be discerned in the district. Five districts clearly have a systematic approach to compensation, as evidenced by the fact that either seven or eight of the components identified by Henderson are clearly identifiable. Of those five, only two could be considered as having full compensation programs in which they not only utilized a compensation system, but maintained the system as well. Those two districts had both installed their programs recently and had plans for full scale maintenance. Whether the plans would materialize was unknown, so the designation program is given with reservation. Two of the districts had had formal job evaluation systems for some time, and had found that full scale maintenance was unnecessary, as long as spot checking of jobs was done to maintain internal alignment. The question of maintenance is a difficult one, as a full scale maintenance program would be both time consuming and costly in school districts the size of those included in the study. It may be that the level of maintenance given by the districts with established

compensation systems is sufficient for the systems' continued functioning.

Internal Comparison

The school districts included in the sample, even though all were employers of 1000 or more workers, varied considerably in terms of type, wealth, and number of non-certificated staff employed. The districts also varied in the compensation practices they employed. When compared internally, are there characteristics which districts have in common that employ similar compensation management practices?

The first characteristic which becomes obvious when reviewing the practices of the sample is that all districts appear to differentiate between clerical/secretarial/office staff and other groups of non-certificated employees. Where other employee groups are classified and ranked according to job title into a few grades, the clerical group usually has generalized grade or class titles with numerous separate positions within each. While a bus driver is a bus driver and a custodian a custodian, a secretary may be elementary, secondary, personnel, executive, project, program, payroll, special, or any of a multitude of variations. The variety of duties which clerical employees may be called upon to perform and the variety of administrators and other personnel to whom they report has clearly resulted in a proliferation of job titles. Because of the variation, job title alone is seldom used as a classification criterion for clerical workers, whereas job title is usually deemed sufficient for other non-certificated employee classification schemes. The contrast between the complexity of clerical classification schemes and the simplicity of

the grading plans for other non-certificated staff groups was found in most districts, despite the formality of the compensation plans. Even those districts with formal job evaluation programs applied them primarily to clerical staff and utilized simpler ranking schemes for other non-certificated employees. This finding implies that the greater the variety of positions within a group, the more complex the approach needed to the compensation plan for that group.

A second finding which applied to most districts was that while clerical employees had fairly wide ranges, other non-certificated employee groups were often paid at a single rate or had narrow ranges. All ranges but two were based on longevity. From these findings it is possible to infer that clerical employees tend to remain with the districts over a long period of time, while other groups had a higher rate of turnover, or conversely, that districts encourage longevity among clerical employees, while retention of other non-certificated staff is not as important to them. The time and cost of training clerical employees as compared with maintenance, transportation and food service employees may account for the difference.

A third area for investigation was commonalities among the five districts with formal job evaluation plans. The three districts using point systems were all high school districts; the district using a classification plan was the only elementary district in the sample; and the district that had recently installed the Hay plan was a unit school district. Thus it would appear that district type has little bearing on the likelihood of finding a formal compensation system, but that high school districts are more likely than other types of districts to use

job evaluation plans as a part of their compensation program. Upon examination of the demographic data, it can be seen that the three high school districts had by far the highest per pupil equalized assessed valuation of all school districts in the sample. The fourth wealthiest district in the study, as measured by equalized assessed valuation was the elementary district, one of the five having a formal plan. The only unit district with a formal plan was ranked eleventh in terms of wealth. The fact that the wealthiest districts use formal job evaluation plans and that others, with one exception, did not, implies that such plans are costly to install and maintain, and therefore are not usually considered by districts of modest wealth. On the other hand, the installation of a formal system by the second poorest district in the sample implies that such a plan may be cost effective in the long run. In fact, the report prepared for District A by Hay and Associates indicated that the continued application of civil service guidelines to non-certificated job specifications and pay was extremely costly, and that a realignment of positions would prove less so over the long term.

Size of the district, in terms of either total employees or non-certificated employees did not appear to have any relationship to the use or non-use of a formal job evaluation plan. In size, the five districts with formalized programs ranked first, fourth, eighth, tenth and eleventh, thus spanning almost the entire range within the sample. Districts without systematic programs of job evaluation were also spread out through the sample.

In summary, the use of more complex compensation management practices was found for clerical employees than for other groups of

non-certificated workers in almost every case. In addition, pay structures for clerical employees were distinctly different than for maintenance, transportation and food service employees, having broader ranges and more inclusive grades.

Implications for Administration

Assuming that the goals of compensation management, that is to attract, retain and motivate competent employees, to establish equitable pay rates and to control compensation costs, are desirable ones for public school districts, the findings of this study have several implications for educational administrators.

First, policies and procedures should be put into written form and communicated. So doing would help to convey to employees the sense that the district was making a positive effort toward achieving pay equity and would be likely to affect morale positively.

Second, administrators should become at least passingly familiar with common compensation management methods and techniques. With familiarity, choices could be made as to the best plan for the district's needs; without familiarity, decisions concerning compensation are made either by the "BG2" method (By Guess and By Golly), or on the basis of external influences (market pressures or negotiations). The goal of cost containment and control cannot be met without planning, and planning cannot occur in the absence of knowledge.

Third, training, or at the very least, guidelines for job analysis should be developed for and given to both administrators and employees. If both parties are aware of appropriate and effective methods by which to analyze jobs, more accurate job descriptions can be

developed. The benefits of well prepared job descriptions include improved staff procurement, development, and evaluation.

Fourth, school districts should review their total compensation programs from job description, through job evaluation, and job grading to the development of pay structures, on a regular basis. Maintenance programs, although time consuming, can be implemented on a cyclical basis, thereby ensuring the timeliness of all compensation-related documents and procedures. The compensation programs followed by school districts need not be based on elaborate point systems or costly proprietary procedures, but should, whatever methodology is selected, be routinely maintained so that the approach to the compensation program is systematic, organized and managerial.

Finally, school districts should communicate their compensation programs to their employees. The knowledge that no aspects of the compensation program are hidden is reassuring to employees that pay is equitable and that every attempt is being made to keep it so.

Summary

General Board of Education policies relating to compensation of non-certificated employees were unavailable, although the adoption by the Boards of such specific statements as salary schedules, employee handbooks or contractual agreements implied policy positions. Compensation practices of the districts studied appeared to be directed toward the goals of procuring and retaining employees rather than toward motivating them. While all districts wanted to pay employees equitably, less than half took active steps to ensure that wages were properly aligned internally; the majority of districts did not appear to believe

that pay equity either was or could be a concern. Although all districts had a plan for compensating non-certificated employees, only five districts took a systematic approach to compensation, based upon their addressing of practices and issues identified in Henderson's Job Analysis Information Flow model. Only two districts had full compensation programs, including maintenance of the various components, but those programs were still in the planning stages. School districts, in general appear more likely to approach the compensation of office employees in a systematic manner than they do other non-certificated employee groups, and high school districts seem to be leaders in the area of compensation management among school districts. Implications of the study for school administrators follow the recommendations found in the literature, and include the development of written policies, increased familiarity on the part of administrators with compensation management concepts, training of employees in job analysis implementation of maintenance programs for the components of the compensation management program, and the opening-up of communication regarding compensation related practices.

The next chapter summarizes this study in its entirety, and outlines recommendations for further study in the area of compensation management in public school districts.

CHAPTER VI

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Summary

The purpose of this study was to examine the policies and practices of selected school districts in regard to compensation management as it relates to non-certificated employees.

The initial stage of the study consisted of a review of the literature on compensation management in order to determine what practices were recommended by experts in the field. Henderson's Job Analysis Information Flow model was chosen as a basis for the study because it provides a visual model of the most common components of a compensation management program referred to in the literature.

Thirteen public school districts in Illinois were identified as the population to be studied. The districts were selected because each employed a workforce of one thousand or more people, the size at which organizations were found by a survey conducted by the Bureau of Labor statistics to be highly likely to have a formal compensation management program. Twelve of the thirteen districts agreed to participate in the study.

The data were collected in two stages. The first stage consisted of the completion of a mail questionnaire by the district administrator responsible for non-certificated employee management and compensation. The second stage consisted of a personal interview with the same administrator. Both the questionnaire and the interview schedule were designed to elicit information about the presence of the

components of Henderson's model.

Analysis of the data centered around five questions:

1. What written policies relating to the compensation of non-certificated employees are in effect in public school districts?
2. What procedures and practices are followed by public school districts in administering compensation programs for non-certificated employees?
3. How do the compensation management practices followed by public school districts compare with those recommended in the literature, especially with the components of the Henderson model?
4. How does compensation management in the selected districts compare internally among the sample? and
5. What are the administrative implications for public school districts of implementing a formal compensation management program?

Conclusions drawn from the analysis are presented in the following section.

Conclusions

1. The study revealed that Boards of Education tend not to set official policy relating to compensation, but rather imply policy through the acceptance and approval of a variety of compensation related material.

Although all districts had compensation related materials available in written form, the items were specific in nature, and

included salary schedules, employee handbooks, negotiated agreements and the like. Because the materials were either adapted or approved by the Boards of Education, they could be considered to have the weight of policy. The Boards' general positions in regard to compensating non-certificated employees had to be inferred from the details specified in those written materials which were available.

2. The compensation management practices followed by school districts tend to be aimed more toward fiscal control and toward rewarding membership rather than toward motivation of performance and/or human resources management.

The presence of pay schedules in all districts shows that cost containment is a concern, in that specific wage levels are associated with specific jobs, thus preventing uncontrolled compensation costs. The structure of the pay schedules, with the emphasis on single rates or ranges based on longevity appears to be directed more toward retaining employees than toward motivation and reward of superior performance.

3. External alignment with the market place was found to be a more important consideration in establishing pay levels than was external equity among various non-certificated jobs.

The design of the various pay structures for non-certificated employees reveals a concern for providing differential wages based upon job worth, but half the districts appeared to assume that equity was not an issue. Only five districts took steps to compare the value of jobs within the organization by means of job evaluation programs. The remaining seven districts relied solely upon pay surveys and/or contract

negotiations for the determination of relative pay rates.

4. Few school districts take a systematic or programmatic approach to compensation management, with job evaluation being the component which differentiates districts that take a simple planned approach from districts that use more sophisticated techniques to manage compensation.

A compensation plan was defined as the presence of at least one of the components of Henderson's model in the compensation practices of the district. Four of the eight components identified by Henderson were found universally in the sample districts. Those components were the job description, job specification, the wage and salary survey and the assignment of monetary value to jobs.

A compensation system was defined as the presence of seven of the eight components of the Henderson model in the district's practices. Four of the five districts exhibited all eight of the components, including job analysis, job description, job specification, compensable factors, job evaluation, job classification and grading, wage and salary survey and assignment of a monetary value. The single district with seven components in place utilized a whole job approach to evaluating jobs and so did not exhibit the compensable factor component either overtly or by implication.

Although the presence or absence of most of the components of Henderson's model varied randomly among the districts (except for those found universally) the component of job evaluation appeared to differentiate systematic from planning districts. All five of the districts with compensation systems used one or another of the formal

job evaluation methods identified in the literature; none of the districts with simple compensation plans evaluated jobs formally.

Only two of the twelve districts had a plan for maintenance of their compensation systems, the aspect which designated a program. Since each of the two had only recently installed their systems, the maintenance component was still only planned. Therefore the programs were not fully operational, and may actually continue as systems rather than move to the program level.

5. In general, communication of information relating to compensation is limited.

All districts communicate basic salary and fringe benefit information to their non-certificated employees, and most leave it at that. Only those districts with systematic approaches to compensation communicate additional details of their compensation plans, and even among those districts a considerable variation in the amount of information communicated exists.

6. Districts appear to differentiate between clerical/office employees and other non-certificated groups in terms of compensation practice.

In all districts but one, practices for administering the compensation of office employees were more complex than for any other employees. Where formal job evaluation procedures were used, they applied only to office staff; where there was no formal job evaluation plan, salary structures and job grades for office employees were more complex than they were for other groups, having more inclusive classifications, wider pay ranges, and multiple rates.

Recommendations

The findings of this study suggest several recommendations for public school administrators. These recommendations apply to the management of compensation programs for non-certificated employees.

1. Administrators should become familiar with the various tools and techniques available for compensation management so as to consciously choose the method most appropriate for the district's needs.
2. Policies and procedures related to compensation should be clearly articulated and committed to writing to assure consistency of practice throughout the organization and over time.
3. Compensation procedures should be communicated to non-certificated employees to dispel any aura of secrecy and to enhance employee perceptions of equity.
4. Training in job analysis should be given to both administrators and employees so as to improve the preparation of the job description document, which has an impact on many facets of personnel administration.
5. School districts should develop and implement plans for regular review and maintenance of their compensation programs in order to avoid the possibility that inequities will develop and expand.

Compensation management is a complex process requiring time, energy and expertise on the part of the administrator. The benefits of a systematic approach to compensation can, however, outweigh the costs. The information gained during the process contributes significantly to the organization's personnel function, assists in developing a logical, defensible pay structure, and enhances fiscal management and organizational planning.

In addition to the recommendations made to educational administrators, the following are suggestions for further research in the area of compensation management related to non-certificated employees in public school districts:

1. Is there a relationship between the size of a district and the use of a formal compensation management system when a wider range of districts are studied?
2. Maintenance of compensation systems was found to be limited; is the same true in private sector organizations using formal approaches to compensation management?
3. Is there a relationship between open versus closed communication systems and their effects on employee perceptions of compensation equity?
4. How do school districts develop pay structures for non-certificated employees and what are the effects of the structures?

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GLOSSARY OF TERMS

GLOSSARY OF TERMS USED IN COMPENSATION MANAGEMENT

BENCHMARK POSITION - a position which is sufficiently typical to be used as a frame of reference for comparison to and evaluation of other positions.

BROAD-BANDING METHOD (PATERSON METHOD) - a job evaluation method whereby jobs are analyzed in terms of six bands of decision making responsibility.

CLASS - a group of positions which are sufficiently similar in duties and responsibilities to be given the same descriptive title, to require substantially the same qualifications, and to have a similar level of job worth.

CLASSIFICATION SYSTEM - a job evaluation plan in which positions are grouped into classes on the basis of duties, responsibilities and job specifications.

CLASS SPECIFICATION - the official description of the duties, responsibilities and qualification requirements of the positions included in the class.

COMPENSABLE FACTORS - those qualities which are present in all jobs to some degree, and which differentiate among jobs according to their value to the organization.

COMPENSATION - total payment awarded by an organization, including age or salary, fringe benefits and perquisites, in exchange for work performed or services rendered by an employee.

DEGREE - the relative magnitude of a compensable factor's presence in a job. Degrees of the factor Education Management range from "No formal education" to "Doctorate."

DESK AUDIT - a method of fact finding in which a job analyst interviews² an employee at the worksite or directly observes the work.

¹Kenneth Boyers, M. Robert Montilla, and Elmer V. Williams, Elements of Position Classification in Local Government (Chicago: Public Personnel Association, 1955), p. 3.

²Robert J. McCarthy and John A. Buck, "Job Analysis," in Job Evaluation and Pay Administration in the Public Sector, ed. by Harold Suskin (Chicago: International Personnel Management Association, 1977), p. 17.

DIRECT PRICING - the use of labor market data directly to establish the price and relative worth of jobs.

EXTERNAL EQUITY - refers to the relationships within an organization with those outside of the organization in terms of rank and pay.³

FACTOR - a characteristic which is found in all jobs,⁴ but which occurs in varying degree from one job to another.

FACTOR COMPARISON - a method of job evaluation based upon comparison of key jobs in terms of specified compensable factors, which are weighted with actual monetary values.

FRINGE BENEFITS - tangible compensation other than salary or wages which is given to an employee.

GRADE - a ranked grouping of jobs for which a specified pay rate or range has been established.

HAY SYSTEM - a method for evaluating jobs by applying numerical guide charts to ranked job profiles which was devised by Edward Hay and Dale Purves for use with white collar and managerial positions.

INTERNAL EQUITY - the balance between the service rendered by an employee and the compensation paid for that service by the organization; internal equity also refers to the alignment⁵ of jobs within the organization in terms of rank and pay.

JOB - a group of positions that are similar as to kind and level of work.⁶

³Robert J. McCarthy and John A. Buck, "The Meaning of Job Evaluation," in Job Evaluation and Pay Administration in the Public Sector, ed. by Harold Suskin (Chicago: International Personnel Management Association, 1977), p. 18.

⁴Donald E. Hoag and Robert J. Trudel, How to Prepare a Sound Pay Plan, 2nd edn. (Chicago: International Personnel Management Association, 1976), p. 22.

⁵McCarthy and Buck, "Meaning of Job Evaluation," p. 18.

⁶Edwin B. Flippo, Principles of Personnel Management 2nd edn., (New York: McGraw-Hill Book Company, 1966), p. 114.

JOB ANALYSIS - the process of collecting information relating to the operations and responsibilities of a particular job.

JOB CLASSIFICATION - the grouping of jobs into classes on a specified basis.

JOB DESCRIPTION - a written, organized, factual statement of the most important features of a job, including the general nature of the work involved and the types of workers needed to perform it efficiently.

JOB EVALUATION - a systematic method of appraising the value of each job in relation to others. The term refers to the work, not the person performing it.

JOB GRADING - the comparative ranking of job classes so that pay levels can be assigned.

JOB SPECIFICATIONS - a statement of the minimum qualifications needed to perform a job properly.

JOB SUMMARY - a concise summation in one or two sentences of a job's main function which is clear enough to differentiate the job from others.

MAINTENANCE OF A PAY PLAN - a plan for regular and periodic review of one or more components of a compensation program.

NON-QUANTITATIVE JOB EVALUATION METHODS - methods of evaluating jobs which do not rely on the assignment of numerical points of weighting in determining job worth.

PAY - monetary compensation given by an organization in exchange for work performed or services rendered by an employee.

PAY STRUCTURE - a schedule of pay rates or ranges showing grades or classes with minimum and maximum rates for each grade.

POINT SYSTEM - method of job evaluation in which numerical points are assigned to jobs on the basis of the degree to which specified factors are present. Total points for various jobs are compared and a pay rate or range is determined.

⁷ Arthur H. Dick, "Job Evaluation's Role in Employee Relations," Personnel Journal (March 1974): p. 176.

⁸ Alfred R. Brandt, "Describing Hourly Jobs," in Handbook of Wage and Salary Administration, ed. by Milton L. Rack (New York: McGraw-Hill, Inc., 1972), pp. 1.19-1.20.

POSITION - a group of tasks assigned to one individual.

POSITION ANALYSIS QUESTIONNAIRE (JEANNERET METHOD) - a method of job evaluation whereby job analysis data can be used directly to establish job values.

PROBLEM SOLVING METHOD (CHARLES METHOD) - a job evaluation method which establishes job worth on the basis of responsibility for solving problems.

QUANTITATIVE JOB EVALUATION METHODS - methods of evaluating jobs whereby numerical or monetary values or weights are used in determining job worth.

RANKING - a method of job evaluation by which jobs are placed in hierarchical order.

SALARY - compensation paid to employees on a weekly, bi-weekly, monthly or other basis than hourly.

SUB-FACTORS - specific definitions of universal factors. Education is a common sub-factor of the universal factor Knowledge.

TIME SPAN OF DISCRETION (JACQUES METHOD) - a job evaluation method which uses the amount of time lapsed between assignment of a task and review of performance as a measure of job worth.

UNIVERSAL FACTORS - general compensable factors such as skill, knowledge and responsibility which are considered to be characteristic of all jobs in some degree.

WAGE - compensation paid to workers on an hourly basis.

WAGE AND SALARY SURVEY - collection of data about the pay rates for selected jobs or classes of jobs outside the organization.

APPENDIX A

LETTER OF INVITATION TO PARTICIPATE



Community Unit School District No. 303

EVAN SHELBY ADMINISTRATION CENTER

DR. DONALD J. D'AMICO
Supt. of Schools

DR. JOHN G. VANKO
Ass't Supt. for Instruction

RAY E. REYNOLDS
Ass't Supt. for Business

SUSAN L.S. BISINGER
Director, Elementary Curriculum

DR. BARRY A. DALABA
Administrative Assistant - Business

JOHN C. WHITCHER
Supt. of Support Services

December 18, 1981

Dear

I am presently conducting a study of compensation management policies and procedures as they relate to non-certificated employees in large public school districts. This study is being conducted with the support and under the direction of Dr. M. P. Heller of Loyola University. Based on recent Illinois State Board of Education statistics, your district is one of thirteen in Illinois which has more than 1,000 employees, and therefore, qualifies to be part of the study.

If you choose to cooperate in the study, I would ask you, or the administration in your district who handles non-certificated staff matters, to do the following: 1) Complete a short questionnaire, and 2) grant me a brief interview to gather information about how your district goes about establishing wage levels and determining salaries.

The questionnaire is attached; it should take no more than 15-20 minutes to complete. I will call you shortly to arrange for an interview appointment should you be willing to participate in the study. All districts studied will remain anonymous; results will be shared with cooperating superintendents, if desired.

As a doctoral candidate at Loyola University, I will appreciate every consideration in this matter. Thank you.

Sincerely,

Susan L. S. Bisinger

SLSB:hms

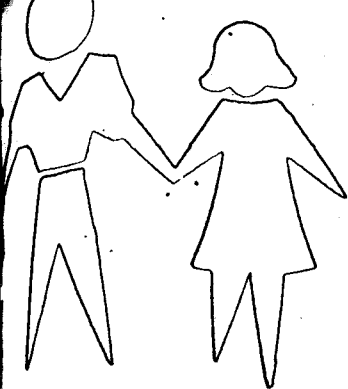
Enc.

APPENDIX B

LETTER TO SECONDARY VALIDATION PANEL

Community Unit School District No. 303

EVAN SHELBY ADMINISTRATION CENTER



DR. DONALD J. D'AMICO
Supt. of Schools

DR. JOHN G. VANKO
Ass't Supt. for Instruction

RAY E. REYNOLDS
Ass't Supt. for Business

SUSAN L.S. BISINGER
Director, Elementary Curriculum

DR. BARRY A. DALABA
Administrative Assistant - Business

JOHN C. WHITCHER
Supt. of Support Services

Thank you for agreeing to serve as one of the panelists for the secondary validation of my dissertation questionnaire. As I told you earlier, the study deals with practices and procedures for determining compensation for non-certificated employees. The target sample group is the administrators who handle such pay-related matters in Illinois school districts with over 1000 employees.

I have attached a copy of the questionnaire, along with the tentative interview schedule which will be used as a follow-up. The purpose of the questionnaire is to gather mainly factual baseline information about the districts' non-certificated pay practices. The questionnaire will be followed up by an interview which is designed to glean additional elaborative detail.

Your input will help me to both refine the questionnaire and clarify the appropriate interview questions.

Please make any comments and/or notes you wish to regarding either instrument. For example, are questions unclear, irrelevant, too specific or too open to many interpretations? How could I improve them? How would you react to the questions?

In addition, will you please indicate about how long it takes you to complete the questionnaire; It appears somewhat intimidating, I'm afraid, but is really fairly simple and straightforward.

If you have any questions, feel free to call me at work (584-1100) or home (369-1406). I've enclosed a stamped, self-addressed envelope for you to return the materials in. Once again, thank you for your help!

Sincerely,

Susan L.S. Bisinger

APPENDIX C
QUESTIONNAIRE

QUESTIONNAIRE
on
COMPENSATION MANAGEMENT
Related to
Non-Certificated
Employees

Instructions:

1. Circle the number; not the whole answer.
 2. Add comments next to your answer, if you wish.
 3. "Job evaluation" refers to determining the value of the job itself, NOT to evaluating an employee's performance in the job.
 4. Please enclose samples/copies of any pertinent documents if possible (eg. job descriptions, salary schedules, policy or procedural statements).
 5. Please return the completed questionnaire and any pertinent documents in the enclosed envelope by
-

Thank you in advance for completing this questionnaire.

If you would like to receive a report of the results of this study, please give your name and address below:

Q-1 Which groups of non-certificated staff are employed by the Board of Education (as opposed to an external contractor)? (Circle all numbers that apply.)

- 1 SECRETARIES
- 2 CLERICAL/OFFICE PERSONNEL
- 3 CUSTODIANS
- 4 MAINTENANCE/GROUNDS PERSONNEL
- 5 BUS DRIVERS/TRANSPORTATION PERSONNEL
- 6 TEACHER HELPERS/MONITORS
- 7 FOOD SERVICE/CAFETERIA PERSONNEL
- 8 ADMINISTRATORS/MANAGERS
- 9 OTHER (Please specify.) _____

Q-2 Which department administers non-certificated staff? (Circle all numbers that apply.)

- 1 BUSINESS OFFICE
- 2 PERSONNEL OFFICE
- 3 OTHER (Please specify.) _____

Q-3 What is the title of the administrator most directly and heavily involved with non-certificated compensation activities, and to whom does that administrator report?

TITLE: _____

REPORTS TO: _____

Q-4 Which compensation-related activities does that department engage in? (Circle all numbers that apply.)

- 1 CONTRACT NEGOTIATIONS
- 2 DEVELOP SALARY SCHEDULE(S)
- 3 PREPARE JOB DESCRIPTIONS
- 4 EVALUATE JOBS
- 5 CLASSIFY JOBS
- 6 DETERMINE JOB REQUIREMENTS
- 7 ASSIGN JOBS TO PAY LEVEL ON SALARY SCHEDULE
- 8 APPROVE INDIVIDUAL PAY RATES/RAISES
- 9 SET INDIVIDUAL PAY RATES/RAISES
- 10 DETERMINE FRINGE BENEFITS
- 11 WORK WITH CONSULTANT(S) ON COMPENSATION
- 12 PREPARE/MAKE REPORTS TO SUPERINTENDENT/BOARD OF EDUCATION ON COMPENSATION MATTERS RELATING TO NON-CERTIFICATED STAFF
- 13 PREPARE INFORMATION FOR EMPLOYEES ON PAY
- 14 PREPARE INFORMATION FOR EMPLOYEES ON FRINGE BENEFITS
- 15 ESTABLISH PROCEDURES RELATED TO COMPENSATION
- 16 OTHER (Please specify.) _____

Q-5 Does your district have any written statement(s) which apply to pay or compensation of non-certificated employees? (Circle all numbers that apply.)

- 1 NO
- 2 SALARY SCHEDULE(S)
- 3 NEGOTIATED CONTRACT(S)
- 4 OFFICIAL BOARD POLICY
- 5 PHILOSOPHY STATEMENT
- 6 OBJECTIVES/GOALS
- 7 ADMINISTRATIVE PROCEDURES
- 8 OTHER (Please specify.) _____

(Please enclose any available written material.)

The following questions concern some of the compensation-related activities that school districts may engage in. Taken together, these areas form various parts of the district's compensation program for non-certificated staff.

Q-6 Does the district have written job descriptions for non-certificated positions? (Circle one number.)

- 1 NO (If "No," proceed to Q-11.)
- 2 FOR SOME POSITIONS
- 3 YES, FOR ALL POSITIONS

(Please enclose a sample.)

Q-7 What kinds of information is included in the job descriptions? (Circle all numbers that apply.)

- 1 TITLE OF JOB
- 2 CLASS OF POSITION
- 3 REQUIREMENTS FOR JOB
- 4 RESPONSIBILITIES/DUTIES
- 5 SUPERVISION RECEIVED
- 6 SUPERVISION GIVEN
- 7 EXAMPLES OF WORK DONE
- 8 CONDITIONS UNDER WHICH WORK IS DONE
- 9 TOOLS/MATERIALS/EQUIPMENT USED
- 10 RELATIONSHIPS BETWEEN THIS AND OTHER POSITIONS
- 11 SALARY RANGE
- 12 OTHER (Please specify.) _____

Q-8 For the purpose of initial development and/or revision of job descriptions for non-certificated positions, how is information about the duties and responsibilities collected? (Circle all numbers that apply.)

- 1 QUESTIONNAIRE COMPLETED BY EMPLOYEE
- 2 QUESTIONNAIRE COMPLETED BY SUPERVISOR
- 3 JOB DESCRIBED IN WRITTEN FORM BY EMPLOYEE
- 4 JOB DESCRIBED BY SUPERVISOR
- 5 JOB DESCRIBED BY ADMINISTRATOR IN CHARGE OF COMPENSATION
- 6 OBSERVATION BY THIRD PARTY OF JOB BEING DONE
- 7 INTERVIEW BY THIRD PARTY WITH EMPLOYEE
- 8 INTERVIEW BY THIRD PARTY WITH SUPERVISOR
- 9 OTHER (Please specify.) _____

Q-9 Who is involved in the preparation of the job description document? (Circle all numbers that apply.)

- 1 EMPLOYEE
- 2 SUPERVISOR
- 3 ADMINISTRATOR IN CHARGE OF COMPENSATION
- 4 SUPERINTENDENT
- 5 OTHER (Please specify.) _____

Q-10 Is there a specific review/revision schedule for job descriptions? (Circle one number.)

- 1 ANNUALLY
- 2 EVERY 2 YEARS
- 3 EVERY 3 YEARS
- 4 OCCASIONALLY
- 5 OTHER (Please specify.) _____

On some job descriptions, a statement of employee qualifications is included; on others it is not. In either case, some specification of the qualifications required of employees is usually made. These next questions deal with the job specifications or employee qualifications.

Q-11 In general, what kinds of requirements/specifications does the typical non-certificated job have? (Circle all numbers that apply.)

- 1 EDUCATION LEVEL
- 2 EXPERIENCE
- 3 SPECIFIC SKILLS
- 4 CERTIFICATION
- 5 PHYSICAL ABILITIES
- 6 PERSONALITY
- 7 APPEARANCE
- 8 OTHER (Please specify.) _____

Q-12 On what basis are the job specifications determined? (Circle one best number.)

- 1 LAW
- 2 BOARD POLICY
- 3 RESPONSIBILITIES/DUTIES OF JOB
- 4 JOB IN GENERAL
- 5 OTHER (Please specify.) _____

Q-13 How are non-certificated jobs graded? (Circle one number that is best.)

- 1 JOBS ARE GROUPED INTO CLASSES
- 2 JOBS ARE PLACED IN RANK ORDER ONE BY ONE
- 3 JOBS WITH THE SAME OR SIMILAR TITLES ARE GROUPED TOGETHER
- 4 JOBS ARE CLUSTERED TOGETHER ON THE BASIS OF RESPONSIBILITIES AND OTHER FACTORS
- 5 JOBS ARE RELATED TO RANK OF SUPERVISOR
- 6 OTHER (Please specify.) _____

Q-14 What kinds of factors are taken into account in setting general salary levels for non-certificated staff? (Circle all numbers that apply.)

- 1 NOT BROKEN DOWN - WHOLE JOB IS LOOKED AT
- 2 EDUCATION/EXPERIENCE REQUIRED
- 3 SPECIALIZED KNOWLEDGE NEEDED
- 4 JOB RESPONSIBILITIES
- 5 WORKING CONDITIONS
- 6 AMOUNT OF INTERPERSONAL RELATIONSHIP NEEDED
- 7 CONFIDENTIALITY REQUIRED
- 8 SUPERVISION
- 9 HOURS WORKED
- 10 LENGTH OF CONTRACT PERIOD
- 11 PERSON TO WHOM THE EMPLOYEE REPORTS
- 12 TITLE OF THE JOB
- 13 OTHER (Please specify.) _____

Q-15 Do you use a formal procedure for evaluating non-certificated jobs, and if so, what type? (Circle one.)

- 1 NOT APPLICABLE (If "not applicable," proceed to Q-17.)
- 2 RANKING
- 3 CLASSIFICATION METHOD
- 4 FACTOR COMPARISON
- 5 POINT SYSTEM
- 6 HAY PROFILES
- 7 OTHER (Please specify.) _____

Q-16 How often are non-certificated jobs re-evaluated? (Circle one number.)

- 1 NOT APPLICABLE
- 2 ANNUALLY
- 3 EVERY 2 YEARS
- 4 EVERY 3 YEARS
- 5 OTHER (Please specify.) _____

Q-17 If there is no formal procedure for evaluating non-certificated jobs, how are salary levels assigned? (Circle all numbers that apply.)

- 1 MATCH PAY RATES IN THE COMMUNITY
- 2 MATCH PAY RATES IN OTHER DISTRICTS
- 3 NEGOTIATING WITH INDIVIDUAL EMPLOYEES
- 4 COLLECTIVELY BARGAIN WITH EMPLOYEE UNION(S)
- 5 ADMINISTRATION MAKES RECOMMENDATION TO BOARD
- 6 COMPARE INDIVIDUAL JOBS TO SEE WHICH IS WORTH MORE
- 7 PLACE JOBS IN RANK ORDER AND PAY ACCORDINGLY
- 8 OTHER (Please specify.) _____

Q-18 What is the total number of separate salary schedules for non-certificated employees? _____

(Please enclose copies of salary schedules if available.)

Q-19 Do you deal differently with employee groups that are unionized than with those that are not in terms of pay administration?

- 1 NO
- 2 YES
- 3 NOT APPLICABLE

Q-20 What factors are taken into account when assigning fringe benefits to a job? (Circle all numbers that apply.)

- 1 PERCENTAGE OF TIME WORKED
- 2 LENGTH OF CONTRACT YEAR
- 3 YEARS OF SERVICE IN DISTRICT
- 4 SALARY LEVEL
- 5 JOB GRADE OR CLASS
- 6 INDIVIDUAL NEEDS
- 7 CONTRACTS WITH OTHER GROUPS OF EMPLOYEES
- 8 OTHER (Please specify.) _____

Q-21 How is wage/salary and fringe benefit information communicated to non-certificated employees? (Circle numbers of all channels that are regularly used.)

- 1 BROCHURES
- 2 EMPLOYEE HANDBOOKS
- 3 INDIVIDUALLY THROUGH PERSONNEL DEPARTMENT WHEN HIRED
- 4 ORALLY BY SUPERVISOR OR OTHER INDIVIDUAL
- 5 INFORMATIONAL SHEETS
- 6 INDIVIDUAL CONTRACT
- 7 NEGOTIATED CONTRACT
- 8 TRAINING SESSIONS
- 9 TALKS AT MEETINGS
- 10 OTHER (Please specify.) _____

(Please enclose samples of any written material.)

Q-22 When is compensation information communicated? (Circle all numbers that apply.)

- 1 AT TIME OF HIRING
- 2 AT ANNUAL REVIEW BY SUPERVISOR
- 3 WHEN EMPLOYEE ASKS A QUESTION
- 4 ON A REGULAR BASIS THROUGH THE YEAR
- 5 OCCASIONALLY
- 6 WHEN THERE IS A POLICY CHANGE
- 7 WHEN A NEW SALARY SCHEDULE IS ADOPTED BY THE BOARD OF EDUCATION
- 8 OTHER (Please specify.) _____

Q-23 What type of compensation information is communicated? (Circle all numbers that apply.)

- 1 INDIVIDUAL'S SALARY AND BENEFITS
- 2 GENERAL INFORMATION ABOUT INDIVIDUAL'S PAY RANGE
- 3 GENERAL INFORMATION ABOUT ALL SALARY RANGES AND RATES
- 4 METHODS FOR DETERMINING SALARY
- 5 FACTORS AFFECTING COMPENSATION
- 6 PROCEDURES FOR DETERMINING THE "PRICE" OF A JOB
- 7 OTHER (Please specify.) _____

Q-24 Does the district attempt to correlate its wage levels with other organizations in the area, and if so, with which others? (Circle all numbers that apply.)

- 1 NOT APPLICABLE
- 2 OTHER SCHOOL DISTRICTS OF THE SAME TYPE (K-8, K-12, 9-12)
- 3 OTHER SCHOOL DISTRICTS REGARDLESS OF TYPE
- 4 OTHER EDUCATIONAL INSTITUTIONS (PRIVATE SCHOOLS, JUNIOR COLLEGES, ETC.)
- 5 OTHER PUBLIC JURISDICTIONS (CITY, STATE, COUNTY ORGANIZATIONS)
- 6 OTHER NOT-FOR-PROFIT ORGANIZATIONS (HOSPITALS, CLINICS, ETC.)
- 7 PRIVATE INDUSTRIAL FIRMS
- 8 OTHER (Please specify.) _____

Q-25 How do you obtain information about wage levels in other organizations? (Circle number of most frequent method used.)

- 1 NOT APPLICABLE
- 2 PHONE CALL
- 3 LETTER
- 4 QUESTIONNAIRE
- 5 SALARY SURVEY USING BENCHMARK JOBS
- 6 ASKING EMPLOYEES
- 7 INFORMALLY
- 8 PUBLISHED REPORT
- 9 OTHER (Please specify.) _____

Q-26 How often does the district gather the salary information referred to in questions 24 and 25? (Circle one number.)

- 1 NOT APPLICABLE
- 2 EVERY 6 MONTHS
- 3 ANNUALLY
- 4 EVERY 2 YEARS
- 5 OTHER (Please specify.) _____

The next questions deal with the overall picture of non-certificated employee compensation in your district. Please keep the total program in mind when you respond.

Q-27 Approximately how long has the district been following the compensation practices now in effect?

- 1 1 YEAR OR LESS
- 2 1 - 3 YEARS
- 3 3 YEARS OR MORE

- Q-28 How effective has the present system been? (Circle number of the best answer.)
- 1 EFFECTIVE
 - 2 NEUTRAL
 - 3 INEFFECTIVE
- Q-29 Has the district, in the last five years, worked with an outside consultant or firm on matters relating to the compensation of non-certificated employees, and if so, with whom?
- 1 NO
 - 2 YES (Please identify.) _____
- Q-30 Does the district contemplate a change in policies or practices in the near future, and if so, in what direction? (Circle all numbers that apply.)
- 1 NO CHANGE
 - 2 ELIMINATE PRESENT PROGRAM
 - 3 MORE FORMAL PROGRAM
 - 4 LESS FORMAL PROGRAM
 - 5 HIRE A CONSULTANT
 - 6 OTHER (Please specify.) _____
- Q-31 If the district now uses or is considering implementing a formal job evaluation system, why has it chosen to do so? (Circle all numbers that apply.)
- 1 NOT APPLICABLE
 - 2 EMPLOYEE MORALE
 - 3 IMPROVE PAY EQUITY
 - 4 ATTRACT BETTER EMPLOYEES
 - 5 E.E.O.C.
 - 6 GRIEVANCES
 - 7 TO CONTROL COSTS
 - 8 OTHER (Please explain.) _____
- Q-32 Do you have any additional comments that you wish to make?

Once again, thank you for taking the time to complete this questionnaire. Please return it, along with any relevant documents, to:

Susan L. S. Bisinger, Director of Elementary Curriculum
Community Unit School District #303
210 S. Fifth Street
St. Charles, IL 60174

APPENDIX D
INTERVIEW SCHEDULE

INTERVIEW FORM

1. Suppose your district has structured a new position, one which deals with, say, the computerized billing of fees, tuition, transportation and other allowable special education costs. Could you walk me through the way that job would be fitted in with other jobs in terms of pay?

2. What about jobs that are now in existence? How does the district go about keeping the pay scales fair?

3. How would a request for reclassification be handled? For example, if I were the employee and I said, "I do just as much work as Suzie over there and my job is just as important, maybe more important -- I ought to get paid as much as she does." What procedures would be followed?

4. Are there any written policies or procedures which deal with pay-related matters or are most of your practices generally understood without the need for written policies? If you have written documents, may I have a sample of them?

5. What are the advantages and the disadvantages of the way your district handles pay administration?

IF APPROPRIATE:

6. You indicated on your questionnaire that both the business office and personnel office were involved in non-certificated staff matters. Would you outline the responsibilities/activities of each?

IF APPROPRIATE:

7. You noted that there are differences between the handling of union and non-union employee groups in compensation matters. Would you please explain what you meant?

APPENDIX E
JOB DESCRIPTIONS

DISTRICT A

POSITION TITLE ACCOUNT CLERK/PERSONNEL	POSITION NO. 4111
LOCATION Administration	DATE 8-24-82
REPORTS TO Supervisor - Professional Personnel Services	Range 4
JOB FUNCTION Responsible for placement of substitute teachers in all school buildings in the district.	
ORGANIZATION SUPERVISED Substitute callers (5).	
PRINCIPAL ACTIVITIES I. Schedules substitute teachers in vacant classrooms at the request of the building principal when regular staff is absent utilizing substitute callers. A. Contacts substitute callers daily for reports on: 1. Available substitute teachers. 2. Number of classes filled and unfilled. 3. Any additional requests or problems. B. Receives calls from school principals for any additional requests for substitutes. II. Recommends the hiring of substitute teachers A. Arranges and conducts interview. B. Organizes and maintains personnel files of substitutes. III. Maintains certification records of all professional staff employed in the district. IV. Bookkeeping A. Responsible for compilation of payroll data for all substitutes utilized in the district. B. Responsible for funded program charge-offs for substitute utilization report. V. General Typing and Filing A. Maintains master list of substitutes available in the district. B. Bulletins - school starting times, pay period schedules, salary schedules, teacher certification, special meeting notices.	

This description is written primarily for position evaluation purposes. It describes duties and responsibilities which are representative of the nature and level of work assigned to the position. The principal activities are representative and not necessarily all-inclusive.

POSITION TITLE ACCOUNTS CLERK/PERSONNEL	POSITION NO. 4111
LOCATION	DATE
REPORTS TO	
JOB FUNCTION	
ORGANIZATION SUPERVISED	
PRINCIPAL ACTIVITIES V. General Typing and Filing (Cont'd) C. General reports - financial, statistical and attendance related; some examples are: absence reason records, certification data, payroll requisitions, and various substitute utilization reports. VI. Machines A. Typewriter. B. Calculator. C. Copier/Duplicator. VII. Shall assume any other duties as may from time to time be delegated by supervisor.	

This description is written primarily for position evaluation purposes. It describes duties and responsibilities which are representative of the nature and level of work assigned to the position. The principal activities are representative and not necessarily all-inclusive.

TITLE: Custodian I

QUALIFICATIONS:

1. Ability to follow oral and written instructions.
2. Ability to perform job responsibilities while students are present.
3. Good physical health certified by physician.

REPORTS TO:

Building Head Custodian

JOB GOAL:

Maintain cleanliness of female washrooms and other housekeeping tasks as assigned.

PERFORMANCE RESPONSIBILITIES:

1. During the school day performs cleaning chores in female washrooms and locker rooms.
2. Reports immediately any vandalism or problems.
3. Performs light housekeeping chores such as vacuuming, dusting, washing, of interior windows and furniture cleaning.
4. Other duties as assigned by Principal or Head Custodian.

NOTE:

This individual will not be required to buff or strip floors, lift heavy objects or work outside of building.

C A T A L O G I N G A S S I S T A N TNATURE OF WORK

This is specialized work involving the cataloging and processing of books and other media.

An employee of this class prepares original and revised copy with the aid of information supplied through standard cataloging references. Work is subject to continuing observation for prompt completion of assigned duties and for accuracy.

SUPERVISION

Coordinator of Special Projects, Audiovisual and Library Services
Technical Processing Supervisor

ILLUSTRATIVE EXAMPLES OF WORK

Catalogs books and other media.

Processes audiovisual materials.

Assists Technical Processing Supervisor in answering questions and preparing bibliographies for faculty and administrators.

Performs related work as required.

REQUIREMENTS OF WORK

Graduation from high school supplemented by college level courses in library science, or any combination of experience and training which provides the following knowledge, abilities and skills:

General knowledge of science and humanities.

Knowledge of the scope and use of bibliographic reference books.

Knowledge of standard office machines.

Ability to deal courteously and tactfully with district personnel.

DISTRICT E

DEPARTMENT OF PERSONNEL

JOB DESCRIPTION SecretaryREQUIREMENTS

Ability to perform simple sorting and checking tasks
 Ability to file
 Ability to operate duplicating and office machines
 Ability to communicate with staff and public
 Ability to complete assigned tasks with minimum supervision

PLUS:

Secretary I - 35 wpm typing

Secretary II -40 wpm typing

Secretary III-50 wpm typing
 accurate spelling
 and grammar

Secretary IV- 50 wpm typing
 80 wpm shorthand-or
 use of dictaphone
 correct use of
 business English
 accurate spelling
 and grammar

Secretary V- 55 wpm typing
 90 wpm shorthand-or
 use of dictaphone
 correct use of
 business English
 accurate spelling
 and grammar

Secretary VI- 60 wpm typing
 100 wpm shorthand
 or use of dicta-
 phone
 correct use of
 business English
 accurate spelling
 and grammar

SPECIFIC RESPONSIBILITIES

All secretaries perform general clerical duties with individual variances as required by the nature of administrator's position.

DISTRICT F

Position Description

POSITION TITLE: Payroll Analyst

REPORTS TO: Supervisor of Payroll

CLASSIFICATION: V WEEKS PER FISCAL YEAR: 52 HOURS PER WEEK: 40

DATE ESTABLISHED/REVIEWED: _____

DUTIES AND RESPONSIBILITIES:

Assists the Supervisor of Payroll in meeting all aspects of the District's payroll requirements, to include the following specific responsibilities:

1. Preparation of, accounting distribution for, and transmittal of monthly retirement reports for IMRF and teachers on federal supported programs and quarterly reports for social security.
2. Maintain manual sick leave balances for less than full time teachers, and vacations and sick leave balances for all other employees.
3. Administer all record keeping required for the group life insurance program, to include premium determination, monthly transmittal of premium to the carrier, and related accounting distribution.
4. Work closely with data center personnel in providing detail accounting distribution for gross payrolls.
5. Effect salary payment of coaching increments.
6. Edit computer-prepared timesheets and transmit to user locations.
7. Distribute payroll checks and earnings statements.

(Use reverse side if necessary)

QUALIFICATIONS:

- Competence in general clerical skills; aptitude for numbers.
- Patience and understanding in dealing with people; effective communication.
- Typing, operation of adding machine and calculator desirable.
- Willingness to work cooperatively with others.

DISTRICT G

Title: Executive Office Personnel

Executive Office Personnel are full year employees whose positions require a high degree of decision making ability and who possess above average skills for the demands that are placed upon them. They must be able to demonstrate that they are capable of performing above average work in one or more of the following areas:

1. an ability to be highly organized in their tasks and be able to make decisions on their own when necessary.
2. to be able to communicate effectively with people either in person or on the phone
3. to possess an above average ability to type (where required)
4. to be able to take shorthand (where required)
5. to be able to work in advanced accounting, purchasing or payroll situations (where required)
6. to show mature judgment when handling confidential information, correspondence, etc.
7. requires the ability to work effectively with supervision that may be only general instructions and complete tasks without constant recourse to supervisors advice or counsel
8. may require partial responsibility for directing the efforts of others

Report to: Director of Accounting Services

Performance Responsibilities:

1. Writes up deposits.
2. Posts to and balances cash book.
3. Reviews and prepares trust account reports for the Board.
4. Writes up adjusting journal entries for most items.
5. Enters A.J.'s and C.R.'s on IBM 3741; corrects data entry edits.
6. Handles correspondence and typing; orders supplies for department.
7. Records and balances investment schedule.
8. Assists in balancing treasurer's report.
9. Assists in supervising personnel or any other tasks to help the department function efficiently.
10. Assists auditors with audit; types and prepares for mailing all necessary audit forms.
11. Handles ledger sheets for accounting department.

12. Treasurer's disbursement (investments).

Evaluation: Performance of this job will be evaluated twice each year in accordance with provisions of the Policies and Procedures Regarding Office Personnel.

DISTRICT I
JOB DESCRIPTION

Position: Accounts Payable Clerk - A

Organizational Relationship: Directly responsible to the Accounting Supervisor and indirectly responsible to the Associate Superintendent for Business Affairs.

General Duties: To assist in the clerical and recordkeeping functions necessary for the effective functioning of the accounting department.

Specific Duties:

1. Sort all mail concerned with accounts payable.
2. Open mail and date stamp all mail.
3. Collate invoices, purchase orders and receiving tickets and verify that invoices and receiving tickets are in agreement with original purchase orders.
4. Verify all computation on invoices.
5. Keep record of all utility payments by schools and accounts.
6. Verify and code all cafeteria invoices and payments.
7. Check telephone bills and bill schools for personal calls.
8. Where purchase orders have not been issued, verify that merchandise has been received, that invoice is proper and check to make sure purchase order is received.
9. Key all invoices.
10. Do correspondence regarding questions on invoices and/or purchase orders.
11. Check all incoming statements.
12. File all invoices after payment.
13. Type imprest checks.
14. Key imprest checks and file.
15. Key new vendors and encumbrances.
16. Fill in at switchboard when necessary.
17. Other duties as assigned.

DISTRICT J

TITLE: GROUNDSPERSON

QUALIFICATIONS: Must be able to perform the services required for general grounds maintenance.
Should have knowledge and experience in general landscaping and lawn maintenance.
Must have the ability to operate and maintain lawnmowers, snowblowers, and related equipment.

REPORT TO: Supervisor of Grounds Personnel or Director of Buildings and Grounds

CONTRACT: 12 Months

SALARY: Merit

JOB DESCRIPTION: In carrying out the job's basic function, this person under the direction of the Supervisor of Grounds must perform duties in connection with grounds and maintenance.

Primary Responsibilities

Examples of work performed might include but not be limited to:

1. Routine manual work in planting, fertilizing, spraying of lawns, shrubs and trees.
2. Be responsible for pruning of trees, shrubs and mowing and trimming of the ground areas.
3. Be responsible for keeping parking lots and sidewalks assigned to the Groundsperson clear of snow.
4. Clean parking lots and keep blacktop areas in good repair.
5. Keep tools and mechanical equipment owned by district in clean condition and good repair.
6. Remove all debris from school grounds and dispose of in proper places.
7. Report all injuries and accidents directly to the Head Groundsperson.
8. At times of year when outside work is not required, the Groundsperson will do any inside work as directed by the Head Groundsperson.
9. Assist with the delivery of school equipment.
10. Perform such other duties as may be assigned or requested by the Head Groundsperson or the Director of Buildings and Grounds Office.

- I. Position Title: Building Maintenance
- II. Reports to: Head Building Maintenance
- III. Duties and Responsibilities:
 - A. Typical daily duties include:
 1. Routine cleaning of building interiors.
 2. Routine servicing of lavatory fixtures, drinking fountains, shower rooms.
 3. Disposal of garbage and waste.
 4. Sweeping, dusting, vacuuming and mopping.
 5. Unloading of vehicles delivering supplies.
 - B. Periodical duties include:
 1. Cleaning and repair of windows, glass doors, glass in classrooms, chalkboard and trays.
 2. Cleaning electrical fixtures.
 3. Floor upkeep, waxing and polishing, buffing.
 4. Servicing and treating custodial equipment.
 5. Assist in snow removal.
 6. Assist in general upkeep of the campus.
 7. Assist in general upkeep of the building.
 - C. This is semi-skilled work in general cleaning. An employee in this class does the heavy cleaning and minor maintenance in an assigned area, alone or with a crew. The work is done on a schedule and according to maintenance department standards and is reviewed by the head of maintenance.
- IV. Qualifications:
 - A. Educational: Preferably high school graduate.
 - B. Experience: Previous experience with cleaning materials and equipment.
 - C. Personal: Certification of good health signed by a licensed physician. Good personality and character, be able to get along with people and be a team worker. The employee must have the ability to understand and follow instructions, deal courteously with the public, and possess knowledge of materials and equipment.

APPENDIX F
SALARY SCHEDULES

DISTRICT A

1981-82 Salary Schedule

SALARY SCHEDULE FOR THE CLERICAL STAFF

Range No.	Occupational Class Title(s)	Step A	Step B	Step C	Step D	Step E
1	Data Entry Operator Clerk-Typist Switchboard Op./Receptionist	4.63	4.86	5.11	5.36	5.63
2	Offset Press Operator	4.86	5.11	5.36	5.63	5.91
3	Senior Clerk Typist Secretary	5.11	5.36	5.63	5.91	6.21
4	Account Clerk	5.36	5.63	5.91	6.21	6.52
5	Senior Secretary	5.63	5.91	6.21	6.52	6.84
6	Office Manager	5.91	6.21	6.52	6.84	7.18
7	Administrative Secretary	6.21	6.52	6.84	7.18	7.54

DISTRICT A

CUSTODIAL SALARY SCHEDULE

1980-80

EFFECTIVE JULY 1, 1980 THRU JUNE 30, 1981

CLASSIFICATION	Hourly Rate		
	STEP I	STEP II	STEP III
Custodian Fireman	5.08	6.08	6.40
Custodian	5.02	5.96	6.21
Truck Messengers and Stockmen	5.46	6.45	6.73
Part-time School Term & Other	4.25		

Any full-time employee assigned a full eight-hour shift starting at 2:30 P.M. or later will be paid a shift differential of 10% of his hourly base rate.

DISTRICT A

SALARY SCHEDULE FOR GROUNDS MAINTENANCE EMPLOYEES ON HOURLY RATE

1980-81

EFFECTIVE JULY 1, 1980 THRU JUNE 30, 1981

CLASSIFICATION	STEP I	STEP II	STEP III
Grounds Maintenance Man II	6.15	7.04	7.10
Grounds Maintenance Man I	5.08	6.08	6.35
Laborer	5.02	5.96	6.21

Any full-time employee assigned a full eight-hour shift starting at 2:30 P.M. or later will be paid a shift differential of 10% of his hourly base rate.

DISTRICT A

BUILDING ENGINEERS' SALARY SCHEDULE

1980-81

EFFECTIVE JULY 1, 1980 ENDING JUNE 30, 1981

CLASSIFICATION	Hourly Rates		
	STEP I	STEP II	STEP III
Building Engineer III	8.46	8.69	9.03
Building Engineer IIB	8.08	8.17	8.46
Building Engineer IIA	7.69	7.79	8.08
Building Engineer IE	7.55	7.60	7.69
Building Engineer ID	7.42	7.47	7.55
Building Engineer IC	7.25	7.33	7.42
Building Engineer IB	7.06	7.18	7.25
Building Engineer IA	6.68	No further steps	
Assistant Building Engineer	5.92	6.18	6.51

Any full-time employee assigned a full eight-hour shift starting at 2:30 P.M. or later will be paid a shift differential of 10% of his hourly base rate.

DISTRICT A

SALARY RANGE SCHEDULE FOR TRANSPORTATION DEPARTMENT HOURLY EMPLOYEES

<u>Hourly Position</u>	<u>Hourly Range</u>
1) Mechanics	\$ 7.50 - 10.00
2) Lubrication Specialists	5.00 - 6.00
3) Make Ready-Gasoline & Preparation	4.00 - 4.50
4) Bus Washers	3.75 - 4.25

Positions 1 thru 4 - See attached Employees Benefit Package

5) Office Manager	Clerical Salary Schedule
6) Typist	Clerical Salary Schedule
7) Bookkeeper	Clerical Salary Schedule

Positions 5 thru 7 - Under Employee Benefit Program as provided under Secretarial and Clerical Agreement.

DISTRICT A

EXHIBIT III

SALARY SCHEDULE FOR BUS DRIVERS

- | | |
|---|-------------|
| 1) 0 to 1 year of School Bus Driving Experience | \$ 5.00 hr. |
| 2) 2 years of School Bus Driving Experience | \$ 5.20 hr. |
| 3) 3 or more years of School Bus Driving Experience | \$ 5.40 hr. |

DISTRICT A

I. CLASSIFICATION AND COMPENSATION PLAN FOR THE TRADES STAFF

A. Salary Scale and Classification (Hourly Wage)

1. Plumbers and Steamfitters	\$13.10
Foreman	14.02
2. Bricklayers	11.56
Foreman	12.20
3. Carpenters	11.27
Foreman	11.91
4. Painters	11.01
Foreman	11.43
Sub-Foreman	11.22
5. Electricians	13.08
Foreman	13.93

B. Salary Scale and Classification (Hourly Wage) - newly hired employees after May 11, 1981, in these job categories:

<u>Job Category</u>	<u>Present at 85%</u>	<u>Job Category</u>	<u>Wage Range</u>
Carpenters	\$11.27	Maintenance Carpenters	\$7.78 - \$ 9.72
Steamfitters	13.10	Maintenance Steamfitters	8.24 - 10.30
Plumbers	13.10	Maintenance Plumbers	8.24 - 10.30
Electricians	13.08	Maintenance Electricians	8.14 - 10.18
Painters	11.01	Maintenance Painters	7.60 - 9.50
Brickmason	11.56	Maintenance Brickmason	7.90 - 9.97

C. Longevity Plan:

The Longevity factor is to be 2% of each five (5) years of service, and is to be added to the basic hourly rate.

DISTRICT B

HOURLY SECRETARIAL SALARY SCHEDULE

1981-82

	I	II	III	IV	V
0)	4.90	4.99	5.11	5.35	5.57
1)	4.97	5.06	5.20	5.43	5.64
2)	5.05	5.14	5.30	5.52	5.72
3)	5.13	5.22	5.38	5.63	5.80
4)	5.22	5.33	5.47	5.72	5.89
5)	5.33	5.42	5.57	5.81	5.98
6)	5.42	5.51	5.67	5.94	6.09
7)	5.51	5.61	5.76	6.06	6.22
8)	5.61	5.71	5.88	6.18	6.34
9)	5.71	5.80	6.00	6.29	6.45
10)	5.80	5.90	6.12	6.45	6.61
11)	5.90	6.00	6.24	6.61	6.78
12)	6.08	6.19	6.48	6.93	7.13

DISTRICT B
SALARY SCHEDULE
1981-1982

	A	B	C	D	E
Group 1	11,735 5.62	12,758 6.11			
Group 2			14,595 6.99	16,119 7.72	16,662 7.98
Group 3	14,157 6.78	14,804 7.09	16,015 7.67	17,999 8.62	18,354 8.79
Group 4	14,804 7.09	16,015 7.67	17,706 8.48	18,270 8.75	18,562 8.89
Group 5	15,013 7.19	16,224 7.77	18,207 8.72	18,416 8.82	18,688 8.95
Group 6	16,015 7.67	16,996 8.14	18,562 8.89	18,834 9.02	19,418 9.30
Group 7	16,286 7.80	17,289 8.28	18,834 9.02	19,272 9.23	19,690 9.43
Group 8	16,558 7.93	17,560 8.41	19,126 9.16	19,418 9.30	19,961 9.56
Group 9	16,871 8.08	17,832 8.54	19,418 9.30	19,690 9.43	20,170 9.66
Group 10	16,996 8.14	18,145 8.69	19,690 9.43	19,961 9.56	20,546 9.84
Group 11	17,143 8.21	18,270 8.75	19,836 9.50	20,107 9.63	20,692 9.91
Group 12	17,706 8.48	18,416 8.82	20,107 9.63	21,235 10.17	22,237 10.65

A - Beginning
 B - 60 Days

C - 12 Months
 D - 20 Months

E - 30 Months

In addition to the above scheduled amounts, each head custodian for a building will be paid an annual stipend of \$225 for the weekend check of buildings. This amount shall be paid in six (6) equal installments with the regular paycheck on the last working day of each month November through April.

DISTRICT B

SALARY

Drivers	\$ 6.61
Dispatchers	7.00
Driver Trainer	6.81
Mechanics Helper	6.81
Mechanics Aide	5.71
Mechanics Assistant	4.36
Driver Aide	4.73
Mechanics and Body Mechanics	9.09
Head Mechanic	9.47
Lead Body Shop	9.21

DISTRICT B

FOOD SERVICE SALARY SCHEDULE 1981-82

<u>Classification</u>	<u>Starting Rate</u>	<u>90 Days Service</u>	<u>12 Mo. Service</u>	<u>24 Mo. Service</u>	<u>36 Mo. Service</u>
Baker	5.23	5.34	5.44	5.54	5.67
Cook	5.23	5.34	5.44	5.54	5.67
Food Service Technician	4.61	4.69	4.74	4.82	4.95
Satellite Leader	5.23	5.34	5.44	5.54	5.67
Food Service Managers		A. 7.58 B. 8.18 C. 8.52			

DISTRICT C
SALARIES AND REGULATIONS FOR ADMINISTRATIVE-CLERICAL PERSONNEL
EFFECTIVE JULY 1, 1981

Clerical Classifications: (rates per hour)

	1	2	3	4	5	6	7	8
*Secretary to the Superintendent	6.46	6.64	6.82	7.00	7.18	7.36	7.54	7.72
*Accounting Specialist	5.97	6.15	6.33	6.51	6.69	6.87	7.05	7.23
*Class A Secretary	5.97	6.15	6.33	6.51	6.69	6.87	7.05	7.23
*Class B Secretary	5.21	5.39	5.57	5.75	5.93	6.11	6.29	6.47
*Class C Secretary	4.88	5.06	5.24	5.42	5.60	5.78	5.96	6.14
*Clerk-Typist	4.66	4.84	5.02	5.20	5.38	5.56	5.74	5.92
*Cafeteria Bookkeeper	4.94	5.12	5.30	5.48	5.66	5.84	6.02	6.20
*Accounting Clerk	4.76	4.94	5.12	5.30	5.48	5.66	5.84	6.02
*Chief Personnel Clerk	5.97	6.15	6.33	6.51	6.69	6.87	7.05	7.23
*Personnel Clerk	4.76	4.94	5.12	5.30	5.48	5.66	5.84	6.02
*Switchboard Operator- Receptionist	4.88	5.06	5.24	5.42	5.60	5.78	5.96	6.14
*Asst. Duplicating Machine Operator & Relief Switch- board Operator-Receptionist	4.76	4.94	5.12	5.30	5.48	5.66	5.84	6.02
*Administrative Records Clerk	5.21	5.39	5.57	5.75	5.93	6.11	6.29	6.47

*Employees who have, during or prior to the 1980-81 school year, attained the 8th step on the schedule will be granted an 8.80% increase in their hourly wage for the 1981-82 year.

DISTRICT C

SALARIES AND REGULATIONS FOR SCHOOL OFFICE PERSONNEL
EFFECTIVE JULY 1, 1981

High School Clerical Classifications: (rates per hour)

	1	2	3	4	5	6	7	8
*Principal's Secretary	4.94	5.12	5.30	5.48	5.66	5.84	6.02	6.20
*Secretary	4.63	4.81	4.99	5.17	5.35	5.53	5.71	5.89
*Treasurer	4.63	4.81	4.99	5.17	5.35	5.53	5.71	5.89
*Clerk-Typist	4.52	4.70	4.88	5.06	5.24	5.42	5.60	5.78
*Data Processing Clerk	4.63	4.81	4.99	5.17	5.35	5.53	5.71	5.89
*Library Assistant	4.52	4.70	4.88	5.06	5.24	5.42	5.60	5.78

Elementary School Clerical Classifications: (rates per hour)

	1	2	3	4	5	6	7	8
*Secretary	4.63	4.81	4.99	5.17	5.35	5.53	5.71	5.89
*Clerk-Typist	4.52	4.70	4.88	5.06	5.24	5.42	5.60	5.78

*Employees who have, during or prior to the 1980-81 year, attained the 8th step on the schedule, will be granted a 8.80% increase in their hourly wage for the 1981-82 school year.

DISTRICT C

SALARIES AND REGULATIONS FOR CUSTODIANS
EFFECTIVE JULY 1, 1981
(Wages Stated per hour)

<u>Regular Custodian</u>	
Beginning	\$ 7.39 per hour
6 months	7.50 per hour
12 months	7.61 per hour
<u>Senior Custodian - Elementary</u>	\$ 8.09 per hour
<u>Head Custodian - High School</u>	\$ 8.23 per hour
<u>Fireman - High School</u>	\$ 7.81 per hour
<u>Engineer - High School</u>	\$ 8.23 per hour
<u>Swing Custodian</u>	\$ 8.23 per hour
<u>Bonus</u>	

Custodians working 35 hours, Monday through Friday, 4 hours on Saturday, and 1 hour on Sunday will receive a bonus of \$3.60 per hour for the 5 hours (4 + 1) worked over the regular 35 hours.

DISTRICT C

SALARIES AND REGULATIONS FOR MAINTENANCE PERSONNEL
EFFECTIVE JULY 1, 1981
(Wages Stated per hour)

Skilled Crafts

A.	Painter Foreman	\$11.37 per hour
B.	Painter	10.76 per hour
C.	Carpenter	11.39 per hour
D.	Journeyman Mill Worker	9.35 per hour
E.	Electrician	11.97 per hour
F.	Glazier	10.81 per hour
G.	Carpenter Foreman	11.63 per hour

Extra Compensation (applies only to skilled crafts)

Spray Painter	\$.45 per hour
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Non-Skilled Maintenance

A.	Special Maintenance	
	Beginning	\$ 9.44 per hour
	Maximum	\$ 9.74 per hour
B.	General Maintenance	
	Beginning	\$ 8.56 per hour
	Maximum	\$ 8.74 per hour

Differentials/Extra Compensation (applies only to non-skilled maintenance)

A.	Special Equipment Operator	\$.20 per hour
B.	Mechanic	\$.20 per hour
C.	Warehouse Foreman	\$.20 per hour
D.	Merit *	
	After 5 years	\$.05 per hour
	After 10 years	\$.10 per hour

DISTRICT C

SALARIES AND REGULATIONS FOR TRANSPORTATION PERSONNEL

EFFECTIVE JULY 1, 1981

(Wages Stated per hour)

Maintenance Personnel

A. Foreman - Bus Maintenance

Beginning	\$ 9.59 per hour
Maximum	\$ 9.92 per hour

B. Bus Mechanic

Beginning	\$ 8.76 per hour
Maximum	\$ 8.93 per hour

C. General Garage Help

Beginning	\$ 7.97 per hour
Maximum	\$ 8.15 per hour

Extra Compensation

A. Second Shift \$.20 per hour

B. Merit *	After 5 years	\$.05 per hour
	After 10 years	\$.10 per hour

DISTRICT C

SALARIES AND REGULATIONS FOR CAFETERIA PERSONNEL
EFFECTIVE JULY 1, 1981

Managers:

Senior High School	<u>Per Year</u>
Starting -----	\$9,680
After 12 months -----	10,230
After 24 months -----	10,790
Elementary School	<u>Per Hour</u>
Hot Lunch Program -----	\$4.98

Other Cafeteria Personnel:

<u>Cooks and Bakers</u>	<u>Per Hour</u>
Starting -----	\$4.48
After 6 months -----	4.90
General Help - Elementary and High School -----	4.29
Substitutes -----	3.72
Elementary Lunchroom Supervisor -----	4.93

Students:

Student Cafeteria Help -----	\$1.50
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DISTRICT C
 SALARIES AND REGULATIONS FOR ADMINISTRATIVE-
 DATA PROCESSING PERSONNEL
 EFFECTIVE JULY 1, 1981

Clerical Classifications: (rates per hour)

	1	2	3	4	5	6	7	8
*Key Punch Operator	4.66	4.84	5.02	5.20	5.38	5.56	5.74	5.92
*Control Clerk-Verifier	4.76	4.94	5.12	5.30	5.48	5.66	5.84	6.02
*Machine Operator	5.10	5.28	5.46	5.64	5.82	6.00	6.18	6.36

*Employees who have, during or prior to the 1980-81 year, attained the 8th step on the schedule will be granted an 8.80% increase in their hourly wage for the 1981-82 school year.

Extra Compensation

Second Shift Data Processing Workers ----- \$.20 per hour
 (Second shift to begin at 3:00 p. m. or after)

Other Personnel: (rates per hour)

	1	2	3	4	5	6	7	8
*Programmer Operator	6.45	6.74	7.03	7.32	7.61	7.90	8.19	8.48
*Systems Analyst (Programmer)	8.60	8.89	9.18	9.47	9.76	10.05	10.34	10.63

*Employees who have, during or prior to the 1980-81 year, attained the 8th step on the schedule, will be granted an 8.80% increase in their hourly wage for the 1981-82 school year.

Extra Compensation:

Second Shift Data Processing Workers
 (second shift to begin at 3:00 p. m. or after ----- \$.20 per hour

DISTRICT C

SALARIES AND REGULATIONS FOR AIDES
EFFECTIVE JULY 1, 1981

*Aides (Work year - 181 days)

	<u>Per Year</u>
Step 1 -----	\$8,784
Step 2 -----	8,911
Step 3 -----	9,038
Step 4 -----	9,165
Step 5 -----	9,292

DISTRICT C
SALARIES AND REGULATIONS
FOR
NON-CERTIFICATED AUXILIARY PERSONNEL
EFFECTIVE JULY 1, 1981

Clerical Substitutes: (rates per hour)

	1	2	3	4	5	6	7	8
*Clerical Substitutes	4.07	4.25	4.43	4.61	4.79	4.97	5.15	5.33

*Employees who have, during or prior to the 1980-81 year, attained the 8th step on the schedule, will be granted an 8.80% increase in their hourly wage for the 1981-82 school year.

Hourly Employees:

Study Hall Clerks-----	\$ 6.71 per hour
**Summer School Clerks and Aides -----	5.27 " "
Substitute Teacher Aides -----	5.27 " "
Occupational Training Clerks -----	Minimum Wage
Accompanist -----	\$11.00 per hour
Part-Time Bus Drivers -----	6.17 " "
Part-Time Bus Drivers-Training Rate -----	Minimum Wage

Bus Monitors:

*Per Day -----	\$18.70
*Per Session -----	9.35

Summer and Part-Time Maintenance:

Unskilled -----	\$ 6.41 per hour
Bookbinder Helper -----	6.51 per hour
Teacher Aides Carrying Regular Extra Assignments ----	6.73 per hour

DISTRICT C

SALARIES AND REGULATIONS FOR LIBRARY MANAGERS
EFFECTIVE JULY 1, 1981

*Library Managers (Work Year - 181 days)

	<u>Per Year</u>
Step 1 -----	\$9,302
Step 2 -----	9,438
Step 3 -----	9,574
Step 4 -----	9,710
Step 5 -----	9,846

DISTRICT C

SALARIES AND REGULATIONS FOR SECURITY PERSONNEL
EFFECTIVE JULY 1, 1981

1. <u>Guard (Work Year - 201 days)</u>	
Step 1 -----	<u>Per Year</u> \$13,300
2. <u>*Agents (Truant Officers) - Work Year - 201 days)</u>	
Step 1 -----	14,390
Step 2 -----	15,730
3. <u>Sergeants (Truant Officers) - Work Year - 201 days</u>	
Step 1 -----	15,950
Step 2 -----	16,350
Step 3 -----	16,890
4. <u>Extra Compensation</u>	
Second Shift -----	\$.20 per hour

*Agents

Must successfully complete P.T.I. training and 12 months of
satisfactory service.

DISTRICT C

SALARIES AND REGULATIONS FOR SCHOOL NURSES AND HEALTH TECHNICIANS
EFFECTIVE JULY 1, 1981

*School Nurses (Work year - 181 days)

	<u>Per Year</u>
Step 1 -----	\$12,105
Step 2 -----	12,463
Step 3 -----	12,821
Step 4 -----	13,179
Step 5 -----	13,537

**DISTRICT D
EDUCATIONAL SUPPORTIVE PERSONNEL PROGRAM
POSITION GRADES**

GRADE I

Unclassified

GRADE II

Cataloging Clerk II
Clerk Typist

GRADE III

Business Services Clerk
Central Switchboard Operator
Clerk-Hearing Impaired Program
Film Inspection Clerk
Film Librarian
P.E. Area Assistant
Shop Clerk-Central Maintenance
Switchboard Operator/Receptionist
Tape Duplication Specialist

GRADE IV

Assistant Bookkeeper-Imprest
& Activity
Audiovisual Assistant
Cataloging Clerk I
Clerk-Continuing Education
Clerk-S.T.E.P.
Clerk-YAEP
Division Department Clerk
Library Assistant
Personnel Services Clerk
Production Assistant-HSAC
Purchasing Clerk
Resource Room Assistant
Special Education Clerk

GRADE V

Athletic P.E. Clerk
Attendance Clerk
Budget Clerk
Business Clerk
Career Center Assistant
Cataloging Assistant
Composer Operator-DPS
Guidance Assistant
Insurance Clerk II
Machine Operator
Production Specialist-DPS
Payroll Clerk
Production Technician-HSAC
Purchasing Payables Clerk

GRADE VI

Data Processing Operator
General Security
Graphic Artist
Registrar
Secretary-Assistant Principal
Secretary-CETA Program/YOU
Secretary-Continuing Education
Secretary-Coordinator
Secretary-Director of Physical Plant
Secretary-Director of Purchasing &
Transportation
Secretary-DPS
Secretary-Food Services
Secretary-Guidance
Secretary II-Supt. for Personnel Services
Secretary II-Superintendent
Senior Purchasing/Payables Clerk
Special Education Assistant

GRADE VII

Bookkeeper-Food Services
Bookkeeper Imprest & Activity
Buyer
Insurance Clerk I
Secretary-Computer Operator
Secretary-Assistant to the
Superintendent
Payroll Assistant
Secretary-S.T.E.P. Program

GRADE VIII

Budget Supervisor
Photographer-DPS
Secretary-Asst. Supt. for
Personnel Services
Secretary-Assoc. Supt. for
Instructional Services
Secretary-Assoc. Supt. for
Business Services
Secretary-Principal

GRADE IX

Production & Mail Supervisor
Computer Operator 2nd Shift
Certified Interpreter

DISTRICT D
EDUCATIONAL SUPPORTIVE PERSONNEL

<u>GRADES</u>		<u>STEPS</u>								
10 Month	12 Month	1	2	3	4	5	6	7	8	9
2	1	4.69	4.88	5.08	5.28	5.49	5.71	5.94	6.18	6.43
3	2	4.88	5.08	5.28	5.49	5.71	5.94	6.18	6.43	6.69
4	3	5.08	5.28	5.49	5.71	5.94	6.18	6.43	6.69	6.96
5	4	5.28	5.49	5.71	5.94	6.18	6.43	6.69	6.96	7.24
6	5	5.49	5.71	5.94	6.18	6.43	6.69	6.96	7.24	7.53
7	6	5.71	5.94	6.18	6.43	6.69	6.96	7.24	7.53	7.83
8	7	5.94	6.18	6.43	6.69	6.96	7.24	7.53	7.83	8.14
9	8	6.18	6.43	6.69	6.96	7.24	7.53	7.83	8.14	8.47
	9	6.43	6.69	6.96	7.24	7.53	7.83	8.14	8.47	8.81

Progression on the salary schedule will become effective on an annual basis as of July 1.

DISTRICT D
WAGE SCHEDULE
1981-82
CUSTODIAL AND MAINTENANCE PERSONNEL

CUSTODIAL

	Start	6 Months	12 Months	Annual Pay 2088 hrs. (after 12 mos. serv.)
Grade I				
Days	\$ 7.95	\$ 8.32	\$ 8.77	\$18,311.76
2nd Shift	8.15	8.52	8.97	18,729.36
3rd Shift	8.20	8.57	9.02	18,833.76
Grade II				
Utility Custodian	8.72	9.11	9.63	20,107.44
District Delivery Assistant Grounds	9.09	9.48	10.02	20,921.76
Grade III				
Lead Custodian	9.86	10.32	10.90	22,759.20
2nd Shift lead	10.06	10.52	11.10	23,176.80
3rd Shift lead	10.11	10.57	11.15	23,281.20

MAINTENANCE

Grade I

Maintenance Helper	9.34	9.76	10.30	21,506.40
Ground Maintenance	9.58	10.01	10.58	22,091.04

Grade II

General Maintenance AV Technician	10.62	11.11	11.74	24,513.12
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Grade III

Master Maintenance	11.13	11.78	12.22	25,515.36
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**DISTRICT D
FOOD SERVICES SALARY SCHEDULE
1980 - 1981**

LEVEL I

General Worker (3 hours)	*\$3.74 – \$4.73
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LEVEL II

General Worker (5 hours)	*\$3.74 – \$4.97
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LEVEL III

General Worker - Float Record Clerk Cook & Baker Helpers	\$4.32 – \$5.64
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LEVEL IV

Cook Baker	\$5.08 – \$6.26
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*Substitutes and hourly starting \$3.74 - increased to \$3.84 when placed on Work Agreement (minimum 3 month probation requirement).

DISTRICT E

ASSOCIATION OF EDUCATIONAL SECRETARIES

1981-82 Salary Schedule

DAILY RATE

LONGEVITY

Position	Grade Level	DAILY RATE								LONGEVITY			
		1	2	3	4	5	6	7	8	10	15	20	25
Secretary I Receptionist Clerk	1	33.86	35.42	37.13	38.72	40.42	42.07	43.71	45.42	2.44	3.25	4.07	4.88
Secretary II	2	35.32	37.01	38.60	40.30	41.89	43.60	45.29	47.00	2.44	3.25	4.07	4.88
Secretary III Accounts Clerk A Purchasing Clerk	3	36.79	38.49	40.14	41.77	43.42	45.06	46.77	48.47	2.44	3.25	4.07	4.88
Secretary IV Accounts Clerk B Warehouse Inventory Control Clerk Payroll Clerk	4	38.41	40.08	41.71	43.36	45.02	46.59	48.30	50.00	2.44	3.25	4.07	4.88
Secretary V Accounts Clerk C Data Input Operator	5	39.83	41.54	43.18	44.84	46.49	48.12	49.83	51.53	2.44	3.25	4.07	4.88
Secretary VI Purchasing Clerk	6	41.36	42.96	44.65	46.31	47.89	49.59	51.25	52.94	2.44	3.25	4.07	4.88

DISTRICT E

OPERATION, MAINTENANCE & WAREHOUSE

LOCAL

1981 1982

SALARY GRADE	POSITION		YEARS OF SERVICE								
			1.	2.	3.	4.	5.	10.	15.	20.	25.
6	Ass't. Custodian	Mo.	747	783	801	846	875 - 897	875 - 914	875 - 932	875 - 949	875 - 967
7	Bus Driver Warehouse Messenger	Mo.	793	821	853	867	921 - 943	921 - 960	921 - 978	921 - 995	921 - 1013
8	Utility	Mo.	898	935	967	997	1026 - 1048	1026 - 1065	1026 - 1083	1026 - 1100	1026 - 1118
9	Elementary Head Custodian	Mo.	957	997	1026	1056	1085 - 1107	1085 - 1124	1085 - 1142	1085 - 1159	1085 - 1177
10	Middle School Head Custodian Delivery Truck Driver	Mo.	1003	1042	1073	1102	1131 - 1153	1131 - 1170	1131 - 1188	1131 - 1205	1131 - 1223
11	High School Head Custodian	Mo.	1049	1085	1118	1148	1177 - 1199	1177 - 1216	1177 - 1234	1177 - 1251	1177 - 1269
12	Chief Storekeeper Maintenance Mechanic I	Mo.	1126	1163	1193	1225	1254 - 1276	1254 - 1293	1254 - 1311	1254 - 1328	1254 - 1346
14	Physical Plant Supervisor Maintenance Mechanic II Utility Foreman	Mo.	1217	1254	1285	1318	1345 - 1367	1345 - 1384	1345 - 1402	1345 - 1419	1345 - 1437
15	Master Mechanic	Mo.	1256	1292	1323	1356	1384 - 1406	1384 - 1423	1384 - 1441	1384 - 1458	1384 - 1476

DISTRICT E

NON-REPRESENTED EMPLOYEES
246 Days
1981 - 82 Salary Schedule
(Paid Holidays NOT Included)

	<u>Position</u>	<u>Step 1</u>	<u>Step 2</u>	<u>Step 3</u>	<u>Step 4</u>	<u>Step 5</u>	<u>Step 6</u>	<u>Step 7</u>	<u>Step 8</u>	
I	Microfilm Specialist	Annual	\$10,070.00	\$10,490.00	\$10,909.00	\$11,329.00	\$11,750.00	\$12,169.00	\$12,588.00	\$13,008.00
	Systems Programmer	Bi-Weekly	387.31	403.46	419.58	435.73	451.92	468.04	484.15	500.31
	Trainee	Daily	40.93	42.64	44.35	46.05	47.76	49.47	51.17	52.88
II	Accountant-Payroll	Annual	11,150.00	11,629.00	12,109.00	12,588.00	13,069.00	13,548.00	14,027.00	14,506.00
	Computer Operator*	Bi-Weekly	428.85	447.27	465.73	484.15	502.65	521.08	539.50	557.92
	Order Processor (VMD) Property Controller (VMD) Multilith Operator	Daily	45.33	47.27	49.22	51.17	53.13	55.07	57.02	58.97
III	Asst. Dir. of Food Svcs	Annual	13,522.00	14,000.00	14,479.00	14,958.00	15,436.00	15,915.00	16,394.00	16,873.00
	Admin. Asst.-Personnel	Bi-Weekly	520.08	538.46	556.88	575.31	593.69	612.12	630.54	648.96
	Admin. Asst.-Student Svcs Technical Assistant (VMD)	Daily	54.97	56.91	58.86	60.80	62.75	64.70	66.64	68.59
IV	Accountant	Annual	16,274.00	16,752.00	17,232.00	17,710.00	18,189.00	18,667.00	19,147.00	19,625.00
	Program Assistant (VMD)	Bi-Weekly	625.92	644.31	662.77	681.15	699.58	717.96	736.42	754.81
		Daily	66.15	68.10	70.05	71.99	73.94	75.88	77.83	79.78
V	Controller	Annual	18,906.00	19,385.00	19,864.00	20,343.00	20,822.00	21,300.00	21,779.00	22,257.00
	Custodial Supervisor	Bi-Weekly	727.15	745.58	764.00	782.42	800.85	819.23	837.65	856.04
		Daily	76.85	78.80	80.75	82.70	84.64	86.59	88.53	90.48
VI	Director, Visual Mats. Dep.	Annual	22,257.00	22,737.00	23,215.00	23,694.00	24,171.00	24,650.00	25,129.00	25,608.00
	Supervisor of Purchasing and Warehousing	Bi-Weekly	856.04	874.50	892.88	911.31	929.65	948.08	966.50	984.92
	Systems Analyst**	Daily	90.48	92.43	94.37	96.32	98.26	100.20	102.15	104.10
VII	Manager of Data Processing	Annual	24,890.00	25,369.00	25,848.00	26,327.00	26,805.00	27,283.00	27,761.00	28,241.00
		Bi-Weekly	957.31	975.73	994.15	1,012.58	1,030.96	1,049.35	1,067.73	1,086.19
		Daily	101.18	103.13	105.07	107.02	108.96	110.91	112.85	114.80
VIII	Asst. Dir. of Bus. Svcs.	Annual	26,505.00	26,984.00	27,463.00	27,941.00	28,421.00	28,899.00	29,378.00	29,856.00
	Asst. Dir. of Opns. & Maintenance	Bi-Weekly	1,019.42	1,037.85	1,056.27	1,074.65	1,093.11	1,111.50	1,129.92	1,148.31
		Daily	107.74	109.69	111.64	113.58	115.53	117.48	119.42	121.37

DISTRICT E

FOOD SERVICES
&
SPECIAL EDUCATION ATTENDANTS

1981 - 1982 Hourly Rates

GRADE	POSITION	1	2	3	4	5	5+
1	Special Ed Attendant Kitchen Helper	3.64	3.79	3.91	4.03	4.17	4.32
2	Kitchen Department Head	3.86	3.97	4.10	4.21	4.40	
3	Elem. Kitchen Manager	4.35	4.52	4.67	4.81	4.99	
4	M.S. Kitchen Manager	4.67	4.81	4.98	5.15	5.34	
5	H.S. Kitchen Manager	4.81	4.98	5.12	5.28	5.42	

DISTRICT G

1981-82 OFFICE EMPLOYEE HOURLY RATE SALARY SCHEDULE

	LEVEL:	I	II	III
STEP				
1		4.72	4.12	3.80
2		4.97	4.37	4.05
3-4		5.57	4.90	4.52
5-6		6.15	5.37	4.96
7-8		6.81	5.90	5.48
9-10		7.47	6.45	5.98

DISTRICT G

SUPPORTIVE STAFF HOURLY RATE SCHEDULE

I. Custodial	1980-81
1. Building Supervisor	8.40
2. Working Night Leadman	6.80
3. Custodian	6.60
4. Task Force	4.90
5. Housekeeper	5.35
6. Night Housekeeper	6.25

II. Maintenance	
1. Working Leadman	8.60
2. Working Asst. Leadman	8.15

**DISTRICT G
TEACHER AIDE HOURLY RATE
SALARY SCHEDULE**

Hours Step	0-29	30-59	60-89	90-119	120+
1	5.06	5.12	5.18	5.23	5.29
2	5.12	5.18	5.23	5.29	5.36
3	5.18	5.23	5.29	5.36	5.43
4	5.23	5.29	5.36	5.43	5.50
5	5.29	5.36	5.43	5.50	5.58
6	5.36	5.43	5.50	5.58	5.66
7	5.43	5.50	5.58	5.66	5.74
8	5.50	5.58	5.66	5.74	5.82

DISTRICT I

OFFICE PERSONNEL SALARY GUIDE
1981-82

Step	CLASS II	CLASS III	CLASS IV	CLASS V
0	\$4.70	\$4.50	\$4.30	\$4.00
1	4.90	4.70	4.50	4.20
2	5.20	5.00	4.80	4.45
3	5.50	5.30	5.10	4.70
4	5.88	5.66	5.45	
5	6.21	5.99	5.77	
6	6.59	6.37	6.15	
7	6.92	6.70	6.48	

DISTRICT I

ARTICLE VICUSTODIAL AND MAINTENANCE SCHEDULE
1981-83

Position	Hourly 1981-82	Hourly 1982-83
1. Head Engineer High School, Skilled Crew Chiefs (3 or more crew)	\$9.54	\$10.40
2. Skilled: Carpenter, Glazier, Electrician, Auto Mechanic, Plumber, Painter, AV Repair, Locksmith, Welder, Heating Engineer, Roofer, or other skilled trade classification	9.20	10.03
3. Semi-skilled: Assistant engineers, K-8 heads (schools over 50,000 sq.ft.), Warehouse Foreman	8.43	9.19
4. Chiefs: Crew chief, field crew, K-8 heads (schools under 50,000 sq.ft.), truck driver, Utility, Warehouse receiving clerk	8.18	8.92
5. Cafeteria custodian	7.86	8.57
6. Custodian	7.80	8.50
7. Laundry	6.71	7.31

DISTRICT J

1981-82

TWELVE MONTH SECRETARIES AND CLERKS

Salary Schedule

1. Pay based on merit and skills required for position. The 1981-82 salaries range based on 1950 hours:

Grade II	\$10,500	-	\$14,950	(9)
Grade III	10,900	-	13,950	(6)
Grade IV	10,000	-	14,100	(12)
Grade V	10,500	-	17,400	(9)
Grade VI	16,600	-	18,900	(6)
Grade VII				(0)

DISTRICT J

1981-82

TEN MONTH SECRETARIES

Salary Schedule

1. Pay based on years of experience in the district (Grade V).

<u>Step</u>	<u>Salary</u>
0	\$7000
1	7300
2	7725
3	8135
4	8550
5	9000
6	9425
7	9875
8	10300
9	10800
10	11275
11	11750
12	12200
13	12650
14	13300

DISTRICT J

<u>SUPERVISORS</u>				
Buildings & Grounds	(5)	\$21,750	-	\$27,150
<u>MAINTENANCE A</u>	(12)	15,600	-	21,600
<u>MAINTENANCE B</u>	(9)	13,150	-	15,300
<u>A. V. MAINTENANCE</u>	(2)	15,000	-	18,850
<u>GROUNDSPERSONS</u>	(6)	12,000	-	15,200
<u>CUSTODIANS</u>	(95)	12,000	-	19,200
<u>STORES & CONTOLS, DRIVERS</u>	(6)	12,000	-	19,500

1981-82

DISTRICT J

TEACHER AIDES

Salary Schedule

1. Pay based on years of experience in the district. (Grade IV)

<u>Step</u>	<u>Salary</u>
0	\$6200
1	6500
2	6865
3	7145
4	7575
5	7930
6	8260
7	8600
8	8930
9	9260

DISTRICT J

1981-82

TEN MONTH LIBRARY CLERKS

Salary Schedule

YRS. EXP.										CERT
	0 HRS.	4 HRS.	8 HRS.	12 HRS.	16 HRS.	20 HRS.	24 HRS.	28 HRS.	32 HRS.	LTA
0	4.00	4.30	4.45	4.55	4.65	4.75	4.85	4.95	5.50	
1	4.25	4.60	4.75	4.90	5.00	5.10	5.20	5.35	5.85	
2	4.40	4.80	5.00	5.15	5.30	5.40	5.55	5.65	6.25	
3	4.65	5.00	5.20	5.30	5.45	5.55	5.70	5.80	6.55	
4	4.80	5.20	5.30	5.45	5.65	5.75	5.90	6.00	6.70	
5	5.00	5.35	5.50	5.65	5.75	5.95	6.10	6.20	6.90	
6	5.15	5.50	5.70	5.85	5.95	6.10	6.20	6.35	7.05	
7	5.35	5.70	5.90	6.00	6.15	6.30	6.40	6.55	7.25	
8	5.50	5.95	6.05	6.20	6.30	6.45	6.60	6.70	7.50	
9	5.70	6.15	6.30	6.45	6.60	6.70	6.80	6.95	7.65	
10	5.90	6.30	6.45	6.60	6.75	6.90	7.00	7.15	7.85	
11	6.05	6.60	6.70	6.80	6.95	7.10	7.20	7.35	8.05	
12	6.20	6.75	6.85	7.00	7.10	7.25	7.35	7.50	8.25	
13	6.40	6.90	7.00	7.10	7.25	7.40	7.55	7.70	8.40	

1981-82

DISTRICT J

TUTORS

Salary Schedule

1. Pay based on years of experience in the district (Grade III).

<u>Step</u>	<u>Salary</u>
0	\$4.50
1	5.00
2	5.60
3	6.25
4	6.95

DISTRICT K

SECRETARIAL/CLERICAL SALARY SCHEDULE
1981-82

<u>JOB GRADE</u>	<u>IN-HIRING RATE</u>	<u>TRAINING RANGE</u>	<u>FULLY SATISFACTORY RANGE</u>	<u>MIDPOINT FULLY SATISFACTORY RANGE</u>	<u>SUPERIOR RANGE</u>
I	\$ 765	\$ 765- 845	\$ 845- 925	\$ 885	\$ 925-1,005
II	820	820- 910	910-1,000	955	1,000-1,090
III	875	875- 975	975-1,075	1,025	1,075-1,175
IV	955	955-1,055	1,055-1,155	1,105	1,155-1,255
V	1,030	1,030-1,140	1,140-1,250	1,195	1,250-1,360
VI	1,105	1,105-1,225	1,225-1,345	1,285	1,345-1,465
VII	1,190	1,190-1,320	1,320-1,450	1,385	1,450-1,580

DISTRICT K

CUSTODIAL SALARY SCHEDULE
1981-82

	<u>1980-81</u>	<u>PROPOSED 1981-82</u>
<u>CLASS A</u>		
Beginning monthly salary	\$1,100.00	\$1,200.00
For satisfactory performance after 6 months	1,155.00	1,260.00
For satisfactory performance after 12 months	1,230.00	1,340.00
For satisfactory performance after 18 months	1,315.00	1,435.00
<u>CLASS B</u>		
Beginning monthly salary	\$ 825.00	\$ 900.00
For satisfactory performance after 6 months	870.00	950.00
For satisfactory performance after 12 months	920.00	1,000.00
For satisfactory performance after 18 months	970.00	1,060.00

DISTRICT K

CAFETERIA SALARY SCHEDULE
1981-82

	<u>1980-81</u>	<u>PROPOSED</u> <u>1981-82</u>
General Classification	Up to \$4.50 per hour	Up to \$4.90 per hour
Special Assignments	Up to \$5.30 per hour	Up to \$5.80 per hour
Cooks or Chefs	Up to \$875.00 per month	Up to \$955.00 per month
School Supervisor	\$100.00 per month	\$150.00 per month

DISTRICT K

NURSES SALARY SCHEDULE
1981-82

<u>STEP</u>	<u>1980-81</u>	<u>PROPOSED</u> <u>1981-82</u>
1	\$11,675	\$12,250
2	12,250	12,860
3	12,825	13,595
4	13,400	14,205
5	13,975	14,950
6	14,550	15,570
7	15,125	16,335
8	15,700	17,000

DISTRICT K

SALARY SCHEDULE

1981-82

1980-81

PROPOSED
1981-82

TEACHER AIDES

First Year	\$6,300 per year	\$6,400 per year
Second Year	6,800 per year	6,900 per year
Third Year	7,240 per year	7,450 per year
Fourth Year	7,670 per year	7,925 per year
Fifth Year and Over	8,000 per year	8,300 per year

PARAPROFESSIONALS

In-hiring Rates	\$3.75 to \$4.10 per hour	\$4.05 to \$4.45 per hour
Satisfactory Performance	Up to \$5.05 per hour	Up to \$5.50 per hour

DISTRICT K

HIGH SCHOOL STUDENT SALARY SCHEDULE
Effective July 1, 1981

		<u>1980-81</u>	<u>PROPOSED 1981-82</u>
1	No Experience	\$3.15	\$3.35
2	One Year's Experience	3.30	3.55
3	Two Year's Experience	3.45	3.75
4	Three Year's Experience	3.60	3.95

To merit an increase from one step to the next, a student must work part time for one full school year or full time all summer. A student may move up only one step per year even though work has been performed both during the year and all summer.

DISTRICT L

1981-82 Clerical/Secretarial Salary Schedule

<u>Years</u>	<u>Clerk</u>	<u>Secretarial</u>	<u>Business Operations</u>
0-3 months	\$ 8,408	\$ 8,618	\$ 8,618
1	8,523	8,751	8,751
2	8,637	8,926	8,926
3	8,751	9,155	9,155
4	8,981	9,318	9,318
5	9,209	9,499	9,499
6	9,323	9,727	9,727
7	9,438	9,957	9,957
8	9,667	10,185	10,185
9	9,895	10,413	10,413
10	10,010	10,643	10,643
11	10,125	10,871	10,871
12	10,353	11,101	11,101
13	11,269	11,955	11,955
	Senior Status	12,765	12,765

DISTRICT L

1981-82 Maintenance Salary Schedule

<u>Years</u>	<u>Sweepers and Dusters</u>	<u>Maintenance and Grounds</u>	<u>Structural</u>
0-3 months	\$7,942	\$10,947	\$12,878
1	8,264	11,269	13,415
2	8,314	11,457	13,952
3	8,663	12,040	14,596
4	8,896	12,389	
5	9,576	12,739	
6		13,088	
7		13,902	
	Senior Status	14,515	

DISTRICT L

Bus Drivers
Salary and Fringe Benefits

Salary - Hourly Rate	<u>Drivers</u>	<u>Driver Assistants</u>
Step 1	\$6.03	\$4.81
Step 2	\$6.48	\$4.96
Step 3	\$7.13	\$5.19
Type III Drivers	\$5.38 (1 step only)	

APPENDIX G

JOB EVALUATION CRITERIA

DISTRICT D

E.S.P. JOB EVALUATION CRITERIA

TO WHOM IT MAY CONCERN:

The following data relates to the various components that are used in evaluating any E.S.P. position. Each component has seven levels. When a given level is assigned to a particular component and given a point value as related to the job evaluation form, this denotes required degrees within a particular component.

It should be noted that the first three components - education, experience and judgment are the equivalent of about one-third of the total job evaluation.

Each position or job is analyzed, and not the person holding that job.

We feel that this criteria, when used to rate each E.S.P. position, will provide a fair measure of the value of the job.

Organizational Rank

- 5 NON-SUPERVISORY (STENO TO SUPT)
- 10 DIV/DEPT/SUPV
- 15 ASST. PRIN / COORDINATOR
- 20 CABINET, ADM COUNCIL
- 25 SUPT.

GRADE LEVEL POINT VALUE

Based on 45 points per Grade Level

Grade II	330 through 374
Grade III	375 through 419
Grade IV	420 through 464
Grade V	465 through 509
Grade VI	510 through 554
Grade VII	555 through 599
Grade VIII	600 through 644

EDUCATION OR
ACADEMIC ACHIEVEMENT

This component measures the requirements for the use of such educational background, whether general, trade or professional, to satisfactorily perform the work. It ranges from grammar school through various degrees or levels of schooling, self-study, experience, formal training, etc., required for a particular job or position.

DEFINITIONS

Level

1. A little less than or about the equivalent to grammar school. Reading, writing, and arithmetic normally acquired at completion of grammar school to be used in the interpretation of orders and instructions.
2. Grammar school plus some additional education such as vocational school, special courses or general academic education equivalent to one or two years of high school
3. High school (4 years). Includes high school courses such as industrial, commercial, or general academic. Or combinations of high school, business school, vocational school, or special courses equivalent to four years of high school.
4. High school plus substantial experience, special courses, trade school or specialized training of one or two years length: the general knowledge acquired in the usual high school curriculum plus additional schooling in some specific subject.
5. College or university degree or equivalent knowledge: the specialized knowledge of a particular profession normally acquired in a four year college course.
6. Advanced knowledge in a particular field or profession equivalent to a Master's degree: advanced study necessary to the satisfactory performance of the position.
7. Intensive knowledge obtained from post-graduate work equivalent to a Doctorate in a particular science, field, or profession, or an advanced profession requiring three to four years of college work beyond the basic four year course.

DISTRICT D

PHYSICAL ENVIRONMENT

This component measures the adequacy of facilities and surroundings for the most effective performance of the job.

DEFINITIONSLevel

1. Facilities and surroundings provide controls of environment which are ideal.
2. Agreeable conditions with all modern conveniences, clean, well-lighted and ventilated, reasonable noise level. Job has no effect on personal comfort.
3. Average conditions where some disagreeable elements may be present but not continuous. May be inherent problems of facilities, location, or duties.
4. Working conditions include minor disagreeable features but which can be adapted to within a short period of time. Exposure to abnormal conditions not usually continuous nor severe.
5. Unpleasant working conditions where exposure to elements such as dirt, grease, noise, heat, poor ventilation is continuous.
6. Disagreeable working conditions where performance is required under constant noise or fumes, temperature variations, dampness, inadequate lighting or minor variations.
7. Poor working conditions where performance is required under extreme variations of heat, cold, noise, fumes, dirt or any other obnoxious element.

DISTRICT D

EDUCATION OR
ACADEMIC ACHIEVEMENT

This component measures the requirements for the use of such educational background, whether general, trade or professional, to satisfactorily perform the work. It ranges from grammar school through various degrees or levels of schooling, self-study, experience, formal training, etc., required for a particular job or position.

DEFINITIONSLevel

1. A little less than or about the equivalent to grammar school. Reading, writing, and arithmetic normally acquired at completion of grammar school to be used in the interpretation of orders and instructions.
2. Grammar school plus some additional education such as vocational school, special courses or general academic education equivalent to one or two years of high school
3. High school (4 years). Includes high school courses such as industrial, commercial, or general academic. Or combinations of high school, business school, vocational school, or special courses equivalent to four years of high school.
4. High school plus substantial experience, special courses, trade school or specialized training of one or two years length: the general knowledge acquired in the usual high school curriculum plus additional schooling in some specific subject.
5. College or university degree or equivalent knowledge: the specialized knowledge of a particular profession normally acquired in a four year college course.
6. Advanced knowledge in a particular field or profession equivalent to a Master's degree: advanced study necessary to the satisfactory performance of the position.
7. Intensive knowledge obtained from post-graduate work equivalent to a Doctorate in a particular science, field, or profession, or an advanced profession requiring three to four years of college work beyond the basic four year course.

**DISTRICT D
EDUCATIONAL SUPPORTIVE PERSONNEL
POSITION EVALUATION PLAN WORKSHEET**

Job or Position Title: _____

Identifying Information: _____

TABLE OF VALUES								VALUE
COMPONENTS	LEVELS							
	1	2	3	4	5	6	7	
ACADEMIC ACHIEVEMENT	40	60	80	100	120	140	160	
ACQUIRED KNOWLEDGE	25	50	75	100	125	150	175	
JUDGMENT AND RESOURCEFULNESS	25	50	75	100	125	150	175	
GUIDANCE RECEIVED	10	20	30	40	50	60	70	
INTERPERSONAL RELATIONSHIPS	20	40	60	80	100			
INTEGRITY OF INFORMATION	10	20	30	40	50	60		
APPLIED CONCENTRATION	10	20	30					
ENERGY AND ENDURANCE	10	20	30	40	50			
PHYSICAL ENVIRONMENT	5	10	20	30	40	50	60	
IMPACT OF ERRORS	10	20	30	40	50	60	70	
RESPONSIBILITY FOR SAFETY OF OTHERS	5	10	15	20	25	30		
PROBABLE DANGER	5	10	15	20	25	30	35	
NON-SUPERVISORY DIRECTION OF OTHERS	10	20	30	40	50	60	70	
ORGANIZATION RANK	5	10	15	20	25			
TOTAL								
MANAGEMENT FACTOR _____ TIMES TOTAL _____ EQUAL _____								
DATE _____								

DISTRICT J

GRADE DESCRIPTIONS

- GRADE I** Performs routine and/or clerical work including sorting, filing, typing, duplicating, childcare and answering telephone. (High School Work Program, Lunchroom Supervisors, Clerk Aides, Summer Help).
- GRADE II** Performs routine tasks, also assumes responsibility for specific tasks under general directions of supervisors, and/or performs tasks requiring greater use of skill or judgment than Grade I. (Accounting Clerk, Receptionist, Media Clerk, Science Clerk, Reproduction Clerk, Substitute Caller).
- GRADE III** Under general supervision, following detailed instructions or standardized procedures, performs one or more specific tasks within a department that requires a high level of skill and technical competence. (Teacher Aides, Purchasing Clerk, Warehouse Clerk, Maintenance Clerk, Insurance Clerk, Payroll Clerk, Accounts Payable Clerk, Tutors).
- GRADE IV** Has a degree of skill and technical competence, responsible for self-direction, initiates and follows through with jobs requiring some judgment. May assist other workers. (Library Clerks, Supportive Service Secretaries, Directors' Secretaries, Coordinators Secretaries, Records Clerk, Building & Grounds Secretary, Environmental Secretary, C.A.R.E Secretary).
- GRADE V** Has a special degree of skill and technical competence in a specific area of operation. Responsible for direction and training of personnel within this area. Must make most decisions and judgements. (Building and Grounds Secretary, Payroll Clerk, Purchasing Secretary/Buyer, Transportation Secretary, Superintendents' Clerk, Payroll Group Leader, Accounts Payable Leader).
- GRADE VI** Has a high degree of skill and proven technical competence in an operation. Assumes responsibility for self-direction. Assumes responsibility for direction of other workers within the operation. Follows through with jobs requiring extensive judgemental decisions. (Superintendents' Secretaries).
- GRADE VII** Highly skilled in broad range job requirement. Has broad view and understands total operation. Works with minimal direction. Assumes major management responsibilities.

DISTRICT K

A PLAN FOR
EVALUATION OF OFFICE POSITIONS

<u>Factor</u>	<u>Point Range</u>
1. Prerequisite Training	1 To 11-
2. Physical Skill	0 To 6-
3. Knowledge	
3A. Knowledge of Job Procedures and Methods	1 To 11-
3B. Knowledge of Organization	0 To 7-
3C. Knowledge of Company Policies	0 To 7-
4. Mental Versatility	1 To 8-
5. Responsibility	
5A. Responsibility for Personal Contacts	0 To 8-
5B. Responsibility for Valuables and for Confidential Information	0 To 8-
5C. Responsibility for Accuracy	1 To 9-
6. Independent Action	1 To 10-
7. Effort	1 To 8-
8. Supervision Exercised	0 To 8-

NOTE:

The above point ranges are flexible, as the maximum point values indicated for each factor may be extended to accommodate unusual job requirements.

DISTRICT K

JOB GRADING CHART

JOB GRADE	EVALUATION POINTS
VII	81 →
VI	71 - 80
V	61 - 70
IV	51 - 60
III	41 - 50
II	31 - 40
I	← 30

DISTRICT K

MENTAL VERSATILITY

FACTOR 4.

This factor refers to the mental versatility, ingenuity or creativeness required in the job. It may be expressed in terms of the contributions necessarily made by the employee in dealing with unfamiliar situations, analyzing non-routine problems, interpreting data, initiating new ideas, participating in creative or developmental work and in performing similar non-routine functions.

<p>1. Rarely meets problems not covered by job routine; little if any need to analyze material or data handled.</p>	1	<p>Clerk, Dean of Students - 1</p> <p>Bkstr Clk - 1</p>
<p>2. Occasionally meets problems not covered by job routine; is expected to watch for exceptional cases and bring them to attention of another person for disposition.</p>	2-3	<p>Library Circ. Clerk - 2</p> <p>Attendance Clerk - 2</p> <p>Reproduction/Mail Clerk - 2</p> <p>Audio Clerk - Library - 3</p> <p>Acct. Payable Clerk - 3, 4</p> <p>Payroll Clerk - 3</p> <p>Secretary I - 3</p> <p>Scheduling Clerk - 3</p> <p>Switchboard/Receptionist - 3</p> <p>Senior Bookstore Clerk - 3</p> <p>Bookkeeper - 3</p>
<p>3. Meets some problems not covered by job routine. May examine simple reports for correctness or variation from normal; may decide how to dispose of minor problems not provided for in job routine.</p>	4-5	<p>Bookkeeper, Student Activities - 4</p> <p>Chief Payroll Clerk - 4</p> <p>Registrar - 4</p> <p>Secretary, Business Manager - 5</p> <p>Secretary, Principal - 5</p> <p>Coordinator, Student Scheduling - 5</p>
<p>4. Meets significant number of problems not covered by job routine. May analyze data or interpret results within limits established; may analyze simple reports for trends or significant changes; may adapt job practices to meet varied circumstances in data or material handled.</p>	6-7	<p>Teacher Personnel Secretary - 6</p> <p>Hd. Scheduling Clerk - 6</p> <p>Executive Secretary, Superintendent - 7</p>
<p>5. May exercise developmental or creative ability; may analyze more complex reports; may apply language, mathematical and graphic skills incident to the analysis of data or problems; may plan or develop methods, procedures or systems in accordance with general principles applicable in the field.</p>	8-	

DISTRICT K
SUPERVISION EXERCISED
FACTOR 3.

This factor is applicable only to those jobs assigned a bona fide supervisory responsibility. For such jobs, it includes the number of individuals supervised and a consideration of the character of supervision rendered--i. e., the scope, complexity, judgment requirement.

CHARACTER OF SUPERVISION	NUMBER OF PERSONS SUPERVISED		
	Column A 0-3 0 to 5	Column B 6 to 15	Column C 15 or more
<p>Row 1 0</p> <p>No supervision given.</p>	<p>Repro/Ml Clk 0/0</p> <p>Bkpr 0/0</p> <p>Attend Clk 0/0</p> <p>Swbd Receipt 0/0</p> <p>Sched Clk 0/0</p> <p>Bkstr Clk 0/0</p> <p>Pay Clk 0/0</p> <p>Acct Pay Clk 0/0</p>		
<p>Row 2 1-3</p> <p>Routine supervision (assigning work and checking results) which follows standardized procedures.</p>	<p>Secy-Bus Mgr 1/0</p> <p>Secy-Tchr Per 1/0</p> <p>Sr Bkstr Clk 1/0</p> <p>Hd Sched Clk 1/0</p> <p>Coord Stud Sched 1/0</p> <p>Registrar 1/0</p> <p>Chf Pay Clk 1/1</p> <p>Secy-Prin 2/1</p>	<p>Stud Act Bkpr 1/2</p> <p>Circ Clk-Lib 1/2</p> <p>A.V. Clk 1/2</p>	
<p>Row 3 4-</p> <p>General supervision of a unit. Held responsible for results of unit.</p>	<p>Exec Secy-Supt 4/1</p>		

APPROVAL SHEET

The dissertation submitted by Susan L. S. Bisinger has been read and approved by the following committee:

Dr. M. P. Heller, Director
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The final copies have been examined by the director of the dissertation and the signature which appears below verifies the fact that any necessary changes have been incorporated and that the dissertation is now given final approval by the committee with reference to content and form.

The dissertation is therefore accepted in partial fulfillment of the requirements for the degree of Doctor of Education.

December 7, 1982
DATE

M. P. Heller
DIRECTOR'S SIGNATURE