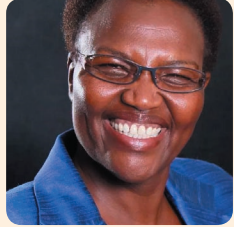




## JOB EVALUATION FOR PUBLIC SERVICE 2016

### STATEMENT BY THE CHAIRPERSON



**Mrs. Sarah Serem**  
CHAIRPERSON

For a long time, Kenyans desired an independent body that will determine the salaries and remuneration paid out of public funds to employees within the public sector. Kenyans wanted transparency and fairness in wage determination, and by extension, prudent management of public funds. It was, therefore, with great relief that the Constitution of Kenya 2010 established the Salaries and Remuneration Commission (SRC).

In June 2015, His Excellency the President launched the job evaluation exercise for public service. The exercise addressed deep-rooted problems of wage inequities and disparities in the public service that have been in existence since independence and beyond.

Kenya has been experiencing low morale and disaffection amongst the public servants and this has been a major contributor to poor service delivery and industrial unrest. The impact is not only costly to the economy, but also a big letdown to the taxpayer who rightfully expects quality public services, however is continuously left disappointed.

The Commission has continued to re dedicate itself to the aspirations and values Kenyans voted for in the Constitution and is informed by the desire to have a public service grading structure that would ensure the principle of equal pay for work of equal value. This is important to stabilise public institutions and ensure that they play their role of service delivery effectively and break the cycle of public servants moving from one government department to another due to pay.

The Commission wants a situation where industrial relations are driven by the desire to serve Kenyans in the best possible way. It is in this context that the country witnessed the successful conclusion of the Collective Bargaining Agreements (CBAs) for the teaching service. This was a breath of fresh air for everyone and a sigh of relief for our children who will be going to exam halls without apprehension and fear of impending teachers' strike. This is as a result of the strategies and efforts made by the Commission to streamline wage determination in the public service.

The Commission is making every effort and playing its part in ensuring that we have a healthy industrial relations in the public sector, where CBA negotiations can be concluded to the best interest of the parties and the entire nation. It is our hope that job evaluation and other strategies that we have implemented translate to a sustainable wage bill to ensure resources are increased towards development.

Job evaluation for the public service is a transformation in the way we manage human resource in public service institutions. It is a paradigm shift from the system that has existed since independence and it requires open minds and a focus on the bigger picture. It is the first of its kind and size, and will serve as a baseline.

Our vision is a public service that is a centre of excellence in service delivery, motivated workforce, fairness and equity in wages and reduced compression ratio between the highest and the lowest paid public officers.

In the short run, the wage bill may not be seen to reduce because the Commission has to deal with historical inequities. However, in the long run, we project a stabilised wage that will allow additional financial resources to be set aside for development.

### STATEMENT BY THE COMMISSION SECRETARY



**Mrs. Anne Gitau**  
COMMISSION SECRETARY

The Salaries and Remuneration Commission embarked on job evaluation to harmonise the grading structure for the public service. The Commission successfully completed grading more than 40,000 jobs in the civil service; commissions and independent bodies; counties; and commercial, strategic, service and regulatory state corporations. More jobs will be graded for the two remaining sectors, disciplined service; and public universities, research and tertiary institutions.

Whereas job evaluation determines the relative value or worth of a position, job grading goes a step further to place the positions evaluated with a comparable set of requirements such as the job content, duties, qualification, reporting structure and ultimately the job score. This is then followed by assigning jobs to similar or different levels/grades.

The Commission used the Paterson Job Grading Philosophy, which has been in use since the 1960s and has been widely applied with great success globally. Paterson examines the characteristics of WORK and PAY. The primary purpose is to relate these two aspects of productivity in a way which both management and workers find reasonable, equitable and fair. The philosophy is based on decision-making as a key factor, as all jobs are required to make decisions, but at varying degrees. It is simple and easy to understand and ALL jobs graded are in the same system. Grading is decided by a panel and NOT an individual.

The Paterson Job Grading Philosophy has 5 bands. All bands have 5 grades except for Band A which has 3 grades. Each grade is a representation of the level of decision making and function of job as described in the table below. Band E represents the highest jobs or top management jobs in an institution, while band A represents lower level jobs that require basic skills. It is important to note that the job bands (A, B, C, D) are not a representation of the current job group.

Band	Sub Band	Decisions Made	Level of Job/Function
E	E Upper	Programming/Long Term Strategy/Strategy Execution Decision	Top management
	E Lower		
D	D Upper	Interpretation of Policy	Senior management and high level specialists
	D Lower		Middle management & middle level specialists
C	C Upper	Process/System	Junior management and high level skilled officers
	C Lower		Skilled/Advanced Operational staff
B	B Upper	Automatic/Operative/Sub System Decisions	Low level supervisory
	B Lower		Semi-skilled Operational staff
A	A	Defined Decisions	Basic skills

During job grading, the worth of one job, relative to another, was determined systematically and objectively, without due regard for personalities. Key inputs and basis for job grading were approved and verified job descriptions

by the heads of the respective institutions.

The Commission through its Job Evaluation policy has instituted an appeals process to address job holders who may be dissatisfied with the evaluation of their job. The employee will raise an appeal process through his/her employer.

### JOB EVALUATION

#### What is Job Evaluation?

It is the process of determining the relative worth of one job compared to another in an institution.

#### Job Evaluation is NOT

- o Assessing an individual's performance on the job
- o An assessment of the incumbent on the role
- o A way of judging job holder's performance
- o A way of directly allocating pay rates

#### Objectives of Job Evaluation

- o To determine comparable and relative worth of the jobs; indicated under the scope of work;
- o To provide criteria for classifying the jobs;
- o To provide a rationalised, harmonised, and equitable job-grading structure; and
- o To provide basis for salary structure.

#### Benefits of Job Evaluation

- o To facilitate the development and implementation of an equitable and harmonized remuneration and benefits structure for the Public Service;
- o Proper management of public wages;
- o Stabilisation of wages in both public and private sectors; and
- o Determination of the true worth of jobs in public service and commensurate pay structures.

#### Job Evaluation Process

- o Stakeholder sensitisation;
- o Training of job analysts;
- o Administration of Job Analysis Questionnaires (JAQs);
- o Validation of the JAQs;
- o Development of job descriptions;
- o Validation of job descriptions manuals;
- o Job evaluation;
- o Development of a grading structure; and
- o Salary survey and development of a salary structure

#### How Job Evaluation was Carried Out

The process of job evaluation started by sensitizing top managers of each of the 228 public institutions that participated in the exercise. Each institution nominated officers from their Human Resources (HR) department for intensive two-days training on job analysis and data collection. The officers formed job analysis teams (JATs) for their institutions, who were tasked with collection of information about jobs in their institutions and were wholly responsible on the quality of information filled in the job analysis questionnaires (JAQs).

Before a job was evaluated, information about the job was collected from human resource managers from all the public institutions using a job analysis questionnaire (JAQ). Each unique job (not staff) had a JAQ filled. The JAQs were reviewed and verified by supervisors of the jobs and HR managers before they could be accepted by the Commission. Information from the JAQs was used to develop job descriptions (JDs), which formed the JD manuals for each institution. The JD manuals that were signed off by the respective CEOs/Head of HR functions provided the primary information that was used to evaluate each job.

Before a JD manual could be accepted for job evaluation, the HR managers and CEOs of respective institutions had to verify and sign off the JD manuals. It is from the signed off JD manuals that the Commission evaluated the over 40,000 unique jobs in the public service.

#### Stakeholders Engagement

The Commission trained job analysts and equipped them with skills to collect information about jobs. The information was then verified and validated by the human resource and the final job description manuals validated and signed off by the CEOs.

The following categories of stakeholders were engaged at different stages of the job evaluation exercise:

- i. The top management of each institution including all county governments;
- ii. Technical officers from HR departments; and
- iii. The JATs, HR, and CEOs of each and every institution.

The table below shows the total number of analysts trained in the various sectors and the number of institutions that participated in the exercise.

Sector	Job Analysts Trained	No. of Institutions
Service & Regulatory State Corporations	247	95
Commercial and Strategic State Corporations	147	47
Civil Service (including CBTs)	255	21
County Government	1,942	47
Constitutional Commissions, Independent Offices and Teaching Service	198	18
<b>Total</b>	<b>2,889</b>	<b>228</b>

#### Factors Used to Evaluate the Jobs

Based on HR practice, the Commission identified ten (10) factors to be used for evaluating jobs. These are described below:

- i. **Accountability:** This was to measure whether a job has a financial responsibility; i.e. Direct or indirect influence on any financial measures for the whole or part of the institution;
- ii. **Decision making:** This was to measure the level of decision-making of the job in the institution given the type of problems that the job holder will be required to solve;
- iii. **Impact:** This looked at the impact of the decisions by the job holder including the sphere of its influence; i.e. influence in practices, policies or strategy and the level of influence;
- iv. **Problem solving:** This measured the complexity of the problems the job is required to solve;
- v. **Job knowledge:** The knowledge and skills that would be required for appointment to the job;
- vi. **Managerial skills:** Technical, human and conceptual skills;
- vii. **Interpersonal skills:** The type of communication, verbal and/or written, that the job holder will need to understand in order to perform the job;
- viii. **Working conditions:** The exposure of an employee in a working

environment;

- ix. **Responsibility:** This measured among others the managerial, operational and financial responsibility of the job;
- x. **Independent judgement:** This measured whether a job can make independent judgement or has to consult for advice. Evaluating possible causes of conduct, and acting or making a decision after the various possibilities.

#### Achievements of the Job Evaluation

The Commission has achieved the following through the job evaluation exercise:

- A harmonised Grading Structure across the public sector;
- Revised Job Descriptions and, where there were none, developed new Job Descriptions;
- Built capacity across the public sector on job evaluation;
- Developed a framework for remuneration and benefits for the public service;
- Completed a salary survey in support of development of a salary structure; and
- Placement of roles in their appropriate positions within the grading structures.

#### Job Evaluation Results

##### a. Job Evaluation in the Counties

Job Evaluation was undertaken in the 47 Counties. The total number of jobs evaluated were 20,382. A majority of these jobs were found to be in Band "C" accounting for 57% of all Jobs. Band "A" and "E" jobs accounted for only 1% of the jobs evaluated.

##### b. Job Evaluation for the Civil Service

The total number of jobs evaluated in this sector was 3,010 at the time. The results indicated that 4 in every 10 jobs were Band "C" jobs. There were less than 1 percent jobs in Band "A" indicating either very few roles in the band or the roles played by those in grade A have been outsourced.

##### c. Constitutional Commissions and Independent Offices

This sector has 16 Constitutional Commissions and two independent offices as established in the Constitution. Sixteen (16) out of 18 institutions were evaluated in this sector. The total number of jobs evaluated in the 16 Institutions were 1,881. Thirteen (13) of the 16 institutions in the sector had over 50% of the jobs analysed being from the support function departments.

##### d. Job Evaluation for the Teaching Service

Initially, out of the 300,000 teaching force, only 32 jobs were identified. However, because of the need to provide a career path for the administrative positions, an additional 61 jobs were identified and agreed by all stakeholders, making the total number of jobs in the teaching service 93.

The largest group of Teachers were in Job Group "G" comprising about 30% of the teachers in the country. Under the Paterson grading, these are mainly at discretionary level of decision making. The highest role was in job group P, Q, R that was mapped to grade D1 in the Paterson Banding. Job evaluation introduced a new level of career path for teachers. Those in administration shall be absorbed in Band "D" from "D2 to D5".

##### e. Service and Regulatory State Corporations

All roles in 95 institutions out of 102 State Corporations were evaluated. The total number of jobs evaluated in the institutions was 8,349.

##### f. Commercial and Strategic State Corporations

All roles in 47 out of 51 institutions were evaluated. The total number of jobs evaluated in the institutions was 5,723.

#### Policy Implications of Job Evaluation for the Public Service

The Commission has developed a harmonised grading structure across the public sector. Each role has a grade that is transferrable within the public sector without distorting the structure and disadvantaging the job holder.

Job evaluation has considered all factors associated with the public sector jobs for purposes of compensation, including job complexities, risks, decision making, physical and mental pressure, among others. These therefore renders the remunerative allowances that form part of the compensation pay redundant.

The current public sector salary structure rewards employees every year without recognition of performance. The system in essence compensates for the number of years and not the value add to the job. That means, the longer the person has been working in the public service, the higher the remuneration. This automatic annual increment is one of the causes of escalation of wages without corresponding productivity. While we recognize the need to compensate inflation and other factors that erode employees pay, the same review will be considered against the performance of the economy. The new structure will focus more on productivity and performance. This calls for a robust performance management system to be put in place to support this new dispensation.

The Commission has been receiving requests to address pay stagnation for some public officers. This problem shall now be addressed by specific pay entry points that will be adjusted from time to time by the Commission. Before July of every year, the commission will work out a compensation benefit for officers based on performance of the economy to take care of cost of living adjustments.

The new grading structure addresses the problem of frequent staff movements which has been motivated by pay disparities and inequities, hence creating stability in public service.

Through the job evaluation exercise, all public institutions now have well-structured job description manuals. This will enable the institutions to define roles and functions better leading to better performance and accountability.

Besides the job evaluation exercise, the Commission has conducted salary survey for public service. The salary will be anchored on the job evaluation grading structure. As per article 230 (4) (b) and article 41 of the constitution of Kenya, the Commission has developed scenarios that will be used to advise the public service employing agencies. It is expected that these entities shall initiate negotiations with respective unions, where applicable, on salaries based on the Commission's advice and in consideration of the principle of affordability and sustainability.

The recommended grading structure and the new salary structure will be effective the next financial year, 2017/18.

### WAY FORWARD

The release of the job evaluation results and grading structure is a start towards the implementation of a harmonised grading structure. For effective implementation, the Commission shall;

- a) Hold further stakeholder engagements to share and receive feedback on job evaluation results;
- b) Engage other employing institutions in addressing gaps (Grading, job titles, and competency framework) identified by the job evaluation;
- c) Liaise with the relevant government agencies to institutionalise robust performance management systems; and
- d) Conclude the remaining two sectors and prepare a final report of the job evaluation for the public service.