



# ACT PUBLIC SERVICE

## CLASSIFICATION REVIEW

### ELEMENT 3

### INTERIM REPORT

### *The Shared Salary Spine*

*a platform for consistency, mobility, adaptability, efficiency and integrity*

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9 March 2012





## 1 EXECUTIVE SUMMARY

### BACKGROUND

At the initiative of the Australian Capital Territory (ACT) Government, there has been a commitment to review the classification structures of the ACT Public Service (ACTPS) in Enterprise Agreements since 2003-2004. Whilst the initial scope was limited, it was expanded in the 2004-2007 agreement. In current ACTPS certified agreements, the parties most recent expression of their plans for the review are expressed in detail at clause D7 (refer Annexe E). In 2010 Recommendation 58 of the *Hawke Report* proposed “a simplified employment framework ... and a simplified classification structure” as an integral part of broader restructuring and refocusing of the ACTPS.

Black Circle Pty Ltd was commissioned to undertake this Review in response to these requirements.

### AIMS AND OBJECTIVES

The aims of the Review are to:

- a) Achieve greater consistency across the ACT Public Service in classifying positions and to improve work equity between positions having equivalent Work Level Standards and work value requirements;
- b) Facilitate recruitment to the ACTPS by making the competencies, qualifications and remuneration levels for ACTPS vacancies more accessible, and intelligible, to potential applicants;
- c) Improve mobility within the ACTPS by removing structural barriers;
- d) Accommodate the changing needs of a modern public sector workforce, including the consideration of the most effective way of moving to a single salary spine; and
- e) Rationalise and simplify the classification structure for the ACTPS, which currently includes 236 classifications, in order to improve administrative efficiency.

### SCOPE

The scope of this Review excludes the following groups of employees: Statutory Officeholders; Members of the Senior Executive Service including Chief Executives & Executives; Medical Officers, Nursing Staff; Fire Brigade Officers, Ambulance Officers, Bus drivers & Transport Officers; Teachers, School Leaders, Vocation Education and Training (VET) Teachers & VET Teachers-Managers. A specification of the classification groups included is attached at Annexe D.

## **WORKPLAN**

The Review followed a workplan of five elements:

Element 1: Recommend the most effective way of creating a new vocational stream structure;

Element 2: Recommend appropriate market based salary levels for each proposed vocational stream;

Element 3: Consider the most effective way of moving to a single salary spine for the ACTPS;

Element 4: Simplify and reduce current classifications wherever possible;

Element 5: Recommend an implementation process and related transitional arrangements.

This Interim Report covers only Element 3.

## **PROPOSALS**

This Report describes the methodology and the associated Work Level Standards used for modelling the previously described Career Clusters onto a proposed Shared Salary Spine.

Simplification of classification structures and transitional matters will be addressed in detail in subsequent Elements of the Review.

This Report will contribute to Elements 4 and 5 of the Review, scheduled for completion by 16 March 2012.

## **STATUS:**

An Exposure Draft of the Report on Element 3 was submitted to CMCD on 23 December 2011, for circulation to Advisory Panel members for clarification and feedback by 27 January 2012. This Interim Report has been completed in the light of the feedback received (refer to Annexe M: for further details).

## **RECOMMENDATIONS:**

1. That the methodology and the associated Work Level Standards used for modelling the previously described Career Clusters onto a proposed Shared Salary Spine be accepted.
2. That the Review proceed to the agreed workplan.

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## 6 INTRODUCTION

### 6.1 BACKGROUND

At the initiative of the ACT Government, there has been a commitment to review the classification structures of the ACT Public Service in Enterprise Agreements since 2003-2004. Whilst the initial scope was limited, it was expanded in the 2004-2007 agreement. In current ACTPS certified agreements, the parties most recent expression of their plans for the review are expressed in detail at clause D7. This clause is reproduced at Annexe E. In February 2011 Recommendation 58 of the *Hawke Report* proposed “a simplified employment framework ... and a simplified classification structure” as an integral part of broader restructuring and refocusing of the ACTPS. This Review has been conducted in response to these requirements. Three Reports have been issued:

22 July 2011: Interim Report on Element 1 - final release (O’Shea & Smith 2011))

28 February 2012: Interim Report on Element 2 - final release (O’Shea 2012a)

23 December 2011: Interim Report on Element 3 – Exposure Draft

### 6.2 AIMS AND OBJECTIVES

The aims of the Review are to:

- (a) Achieve greater consistency across the ACTPS in classifying positions and to improve work equity between positions having equivalent Work Level Standards and work value requirements;
- (b) Facilitate recruitment to the ACTPS by making the competencies, qualifications and remuneration levels for ACTPS vacancies more accessible, and intelligible, to potential applicants;
- (c) Improve mobility within the ACTPS by removing structural barriers;
- (d) Accommodate the changing needs of a modern public sector workforce, including the consideration of the most effective way of moving to a single salary spine; and
- (e) Rationalise and simplify the classification structure for the ACTPS, which currently includes 236 classifications, in order to improve administrative efficiency.

### **6.3 AUTHORISATION**

The Terms of Reference for the Review were agreed by the *ACTPS Review Project Advisory Panel*, comprised of:

1. the Senior Manager (Workplace Relations), CMCD;
2. a second Government representative from Joint Council or delegate; and
3. union representatives from The Association of Professional Engineers, Scientists & Managers, Australia (APESMA), Australian Manufacturing Workers' Union (AMWU), Communications Electrical Plumbing Union (CEPU), Construction, Forestry, Mining and Energy Union (CFMEU), Health Services Union (HSU) and Community and Public Sector Union (CPSU).

### **6.4 SCOPE**

#### **6.4.1 Scope of Investigation**

The scope of this Review excludes the following groups of employees:

- Statutory Officeholders;
- Chief Executives & Executives;
- Medical Officers,
- Nursing Staff;
- Fire Brigade Officers,
- Ambulance Officers,
- Bus drivers & Transport Officers;
- Teachers & School Leaders,
- Vocational Education & Training (VET) Teachers & VET Teacher-Managers.

A specification of the classification groups included was provided to the Advisory Panel on 12 May 2011, and confirmed on 31 May 2011 (refer Annexe D).

Whilst the following organisations may be included in any analysis of comparative data, the results of the Review will not apply to them: Legal Aid, Legislative Assembly Members Staff, ACTTAB and ACTEW-AGL.

#### **6.4.2 Scope of Report**

A workplan of five elements was established:

*Element 1: Recommend the most effective way of creating a new vocational stream structure;*

*Element 2: Recommend appropriate market based salary levels for each proposed vocational stream;*

*Element 3: Consider the most effective way of moving to a single salary spine for the ACTPS;*

*Element 4: Simplify and reduce current classifications wherever possible;*

*Element 5: Recommend an implementation process and related transitional arrangements.*

This Interim Report covers only Element 3.

### **6.4.3 Workplan for Element 3:**

The Consultant will consider and recommend the most effective way of moving to a single salary spine for the ACTPS by:

- (a) generating a comparison document using relevant examples from the public sector including Tasmania, South Australia and the Commonwealth;
- (b) consulting with stakeholders (CMD, Unions and Agencies);
- (c) developing an appropriate benchmarking methodology to align classifications at equivalent work value;
- (d) identifying exemplar positions for use in benchmarking through consultation with agencies;
- (e) reviewing and understand existing ACTPS competency profiles and Work Level Standards for identified classifications;
- (f) providing a draft report recommending an appropriate single salary spine model for the ACTPS using the agreed benchmarking methodology; and
- (g) reporting on, and recommending any changes to competency profiles and Work Level Standards that would be required under the recommended single salary spine model.

### **6.5 STATUS:**

An Exposure Draft of the Report on Element 3 was submitted to CMCD on 23 December 2011, for circulation to Advisory Panel members for clarification and feedback by 27 January 2012. This Interim Report has been completed in the light of the feedback received (refer to Annexe M: for further details).

### **6.6 ACKNOWLEDGEMENTS**

The consultants acknowledge the further assistance provided by unions in providing reference information and making themselves available for consultation as rapidly as possible. In addition, the consultants acknowledge the generosity with their time that stakeholders and representatives of other jurisdictions brought to consultations and discussions.

## **7 WORK ROLES: THEORETICAL AND CONCEPTUAL PERSPECTIVES**

### **7.1 THE ORGANISATIONAL PERSPECTIVE**

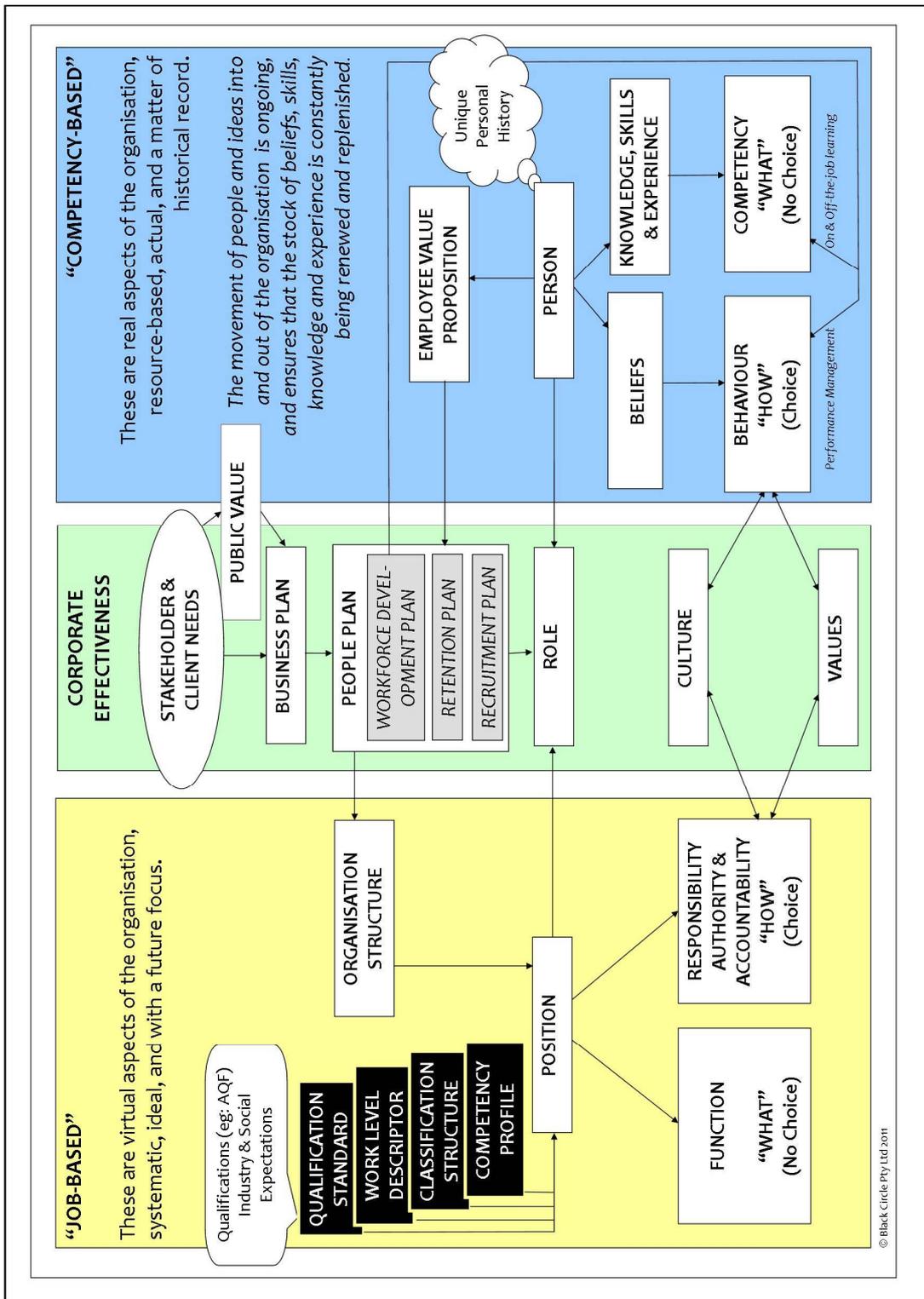
The starting point for any consideration of Work Roles is an appreciation of Stakeholder and Client Needs (Hoogwout 2005, Thus & Staes 2008), which may be modulated and refined through the Public Value model (Moore 1995; Coats & Passmore 2008; Evans 2011). For Work Roles that are not involved in the direct delivery of services to ACTPS clients, the *Chain of Service* (Porter 1985) requires that it exist to provide services to staff in Work Roles that do. Looked at from this perspective, all the activity entailed in the model is directed to meeting stakeholder and client needs and expectations—an entirely appropriate perspective for a service-oriented public sector organisation.

Here, a Work Role is a unique combination of organisational need and individual ability. Neither the Position nor the Person by themselves are sufficient to describe what will or should be done, nor how well it will or should be done, to meet client and stakeholder needs. Practices such as broad-banding of positions and promotion to level implicitly recognise this relationship between positions and persons. Thus if a position can be either of two levels and work is available at both levels, then it is the impact of the individual that will determine the actual level. Furthermore, this relationship highlights and promotes the critical importance of performance management in ensuring the delivery of corporate outcomes.

The Work Role accordingly occupies a central position in this model. The succession of roles an employee takes in the organisation corresponds to the trajectory of the employee's career within the organisation. This trajectory can be influenced by performance management and learning and development activities. On this basis, our sense is that the function known as "people management" would be more satisfactorily described as "role management".

Corporate Effectiveness is implemented through the Business Plan, which contributes to and is supported by the People Plan (and corresponding resource plans for Technological Assets, Financial Resources and so on). The People Plan includes planning for Recruitment, Retention and Workforce Development, including training, performance management, succession planning and the like. It implements the Organisation Structure and provides the detailed implementation path for the longer-term Recruitment Strategy, Retention Strategy, Indigenous Participation Strategy, and so on. Work Roles are accordingly linked directly back to client and stakeholder needs and expectations via the Business Plan (Buchanan *et al* 2001).

The following diagram illustrates these relationships.



**Figure 1: The Context of Work Roles in the Public Sector**

The model is mainly relational and procedural, but also indicates the wider context within which the Classification Review Project is being undertaken, and clarifies its scope<sup>1</sup>. Several issues dealt with under Element 3 of the Review are related to one another through this model, and it also highlights considerations that the client will need to attend to once the Project enters in its next phase in 2012.

<sup>1</sup> Some in-scope outputs from this Review are indicated with white text on black background.

With modern work tasks requiring high degrees of specialisation in a wide range of functions, clearly these may not always be able to be addressed by individuals any more. It has been suggested (Galbraith *et al* 1993) that where work is inter-dependent in this way, or is rapidly moving, so is the work team is the natural unit. It follows then that the componentry of the work team is the Work Role, which is able to adapt to new circumstances by virtue of the contribution of the Person.

The model has two parts giving effect to the Business Plan and its associated roles:

- The first part is the job-based domain of the model, outlined on the left-hand side of the diagram. This is logical, static, virtual, explicit, ideal: it deals with systematic and technical aspects of the organisation. It is also the future-focused domain, as its purpose is (or should be) to establish the basis for moving ahead with the programs developed to meet identified client needs. Jobs are the basis for the design of all major human resource systems (Ash, Levine & Sistrunk 1983). All of the outputs from the ACTPS Classification Review Project lie in this domain.
- The other part is the competency-based domain of the model, shown on the right-hand side of the diagram. This deals with resource-based factors from the real world—it is physical, and dynamic. Particularly important for making sense of the employment relationship is the idea that a person comes to an organisation with a unique personal history. The knowledge, skills, experience, and the beliefs that the person will bring into the workplace are thus unique. Each person will accordingly have a unique relationship with the organisation—their Employee Value Proposition (EVP) (Smith 2010b)—which must be taken into account when developing and implementing the People Plan for it to be fully successful.

However, earlier researchers (eg: Lawler (1994)) have used the terms “job-based” and “competency-based” to designate two ends of a spectrum of practice. *In our model, the two are different, co-existing aspects of the organisation.*

Broadly speaking, “capability frameworks” such as the *APS Integrated Leadership System* (Australian Public Service Commission 2007) attempt to bring together a set of concepts (such as ideal competencies, desired behaviours and performance requirements) which we have shown separately on this diagram. While frameworks of this kind may assist organisations to move their human resource management practices from job-based towards competency-based, they are still explicit tools of the systematic domain (on the left-hand side of the diagram).

The functions of a position—what is or will be done—are established by client need and by industry and social expectations, and will accordingly change over time (Buchanan *et al* 2001). Functions in the job-based domain correspond to the competencies that a person brings to the workplace to deliver those functions (competency-based domain). Just as organisations have no choice about what functions they will perform to meet the current needs and expectations (job-based domain), so a person has no choice about the competencies they are required to possess at any one time in order to perform those functions. It may be necessary to acquire additional competencies, to maintain existing competencies, or to permit competencies to deteriorate as the functional requirements of the role change over time.

Within the “job-based” domain a position in the ACTPS is characterised as follows:

- it has a level within the Classification Structure;
- it draws its key characteristics from Work Level Standards; and
- it may specify qualifications and competencies

But these functional terms are not in themselves sufficient. Equally important are responsibility, accountability and authority, which account for how a job is to be performed. This aspect corresponds to the actual behaviours that people exhibit in the workplace, or—put another way—how they deliver their competencies. Performance management is primarily focused around strengthening the alignment of personal behaviours with organisational requirements.

Organisations have considerable choice around what levels of responsibility, accountability and authority to confer on members. Behaviour is also a choice for individuals. In our view, therefore, the often mentioned triangular dynamic between culture, values and behaviour is incomplete. A more complete account of the dynamic includes the responsibility, accountability and authority which an organisation confers on its members. These form the organisational contribution to the behaviours, the ‘degrees of freedom’ corresponding to the personal choices (behaviours) of the individual fulfilling the role. These relationships are depicted in the lower half of the diagram.

*Whilst the outputs from this Review lie in the left-hand, job-oriented domain, they must be developed in this overall context.*

“The challenges and opportunities for research, theory, and practice development that a change to a competency-based approach raises are many and diverse. For example, new pay systems are needed, new selection systems are needed, indeed whole new concepts about what constitutes selection validity and career development are needed.”

(Lawler 1994)

## 7.2 THE FINANCIAL PERSPECTIVE

Ranking and relating Work Roles to each other may be externally focused or internally focused.

At the former end of the spectrum, Roles are compared with those in the wider external labour market through market pricing: this was the focus of the Report on Element 2 of this Review (O'Shea 2012). Focus on market pricing will tend to de-emphasise internal consistency (Milkovich & Newman 1996). But even here, internal issues must be considered. Thus, for example, recruitment, retention, quality or other policy factors will favour specific levels within the market—lower, median or upper quartile levels, for example.

Turning to the other end of the spectrum, pay structures provide an internal framework for relating Roles to each other. It is suggested that employee morale—and hence performance—is affected by their perceptions of fairness (Rhoades & Eisenberger 2002), including in respect of the pay of others around them, particularly those they see as peers and those immediately above and below (Milkovich & Newman 1996). Three key dimensions of internal equity are the number of levels, the size of pay differentials between levels, and criteria used (Livernash 1957). The first and second are discussed in this Section, whilst the third is discussed in Section 8.6 in the context of Compensable Factors.

The Terms of Reference for this Review (Section 6.2 (d)) require that a Shared Salary Spine be addressed; accordingly this is the only pay structure discussed herein.

### 7.2.1 The backbone – a Shared Salary Spine

At core, the concept of a *Shared Salary Spine* is simply that of a limited number of pay points that are shared across employment streams. More formally:

*“pay spine An extended series of pay or salary points which can be divided up into a series of grades to create a graded salary structure. ... They are sometimes created as part of a movement towards single status, the extensive range of points covering rates of pay typical of both manual and non-manual occupations.”* ('pay spine' 2001)

Consistent with and extending from the previous discussion (Livernash 1957), the key variables here are:

- The minimum point of the spine;
- The maximum point of the spine;
- The number of pay points on the spine; and
- The pattern of separation of the pay points.

There are several justifications for using a Shared Salary Spine structure.

- a) By sharing pay points across vocational streams, cross-vocation anomalies and inequities may be avoided;
- b) linking employment streams via a Shared Salary Spine facilitates flexible work practices, by enabling people to move across employment streams unimpeded by industry-specific remuneration-related barriers;
- c) Bias and inequity derived from gender, cultural, and other sources of workforce diversity may be reduced or eliminated;
- d) Reward of responsibility and competency acquisition may be supported by such a standardised approach;
- e) Recruitment practices may be simplified and made more transparent;
- f) Limiting the available number of pay points to the agreed set implemented in the Shared Salary Spine reduces the costs associated with maintenance of pay structures.

From all this it becomes apparent that the concept of a Shared Salary Spine is firmly based in the systematic, "job-based" dimension of the organisation (refer previous Section) and is accordingly intrinsically static. Three critical functions flow from this.

1. Mechanisms must be established for setting the appropriate pay point(s).
2. Rules for moving between pay points must be established and maintained.
3. There is an ongoing maintenance function associated with successful implementation of a Shared Salary Spine, focused around managing the impact of the following influences:
  - Workforce productivity changes;
  - Wage relativities;
  - Inflationary or Cost-of-Living pressures; and
  - Relative changes in Work Value.

The following discussion provides a series of exemplars of experiences in the use of the Salary Spine concept.

## 7.2.2 International Exemplars

### UK NATIONAL HEALTH SERVICE

In 1999 the National Health Service (NHS) first contemplated use of the Salary Spine concept (Department of Health [UK] 1999) in respect of over a million health industry employees<sup>2</sup>. It planned to reach agreement with NHS staff associations and trade unions on the new system within the same year, and commence implementation in April 2001. This target date proved to be “hopelessly optimistic” (Buchan & Evans 2008): it was not until December 2002 that an ‘understanding’ was finally reached and documented between the national negotiators from management and unions. National rollout commenced two years after that, in December 2004 (*Agenda for Change* 2010) and 2 years later—in December 2006—more than 99% of relevant employees had transitioned to the new structures and arrangements (Buchan & Evans 2008).

The current implementation<sup>3</sup> has 54 pay points and nine or twelve overlapping ‘bands’ (depending how they are counted) for various groupings of staff (*Pay Circular (AforC) 2/2011* 2011). A job evaluation system based on 16 factors was developed to assess positions and locate them on the Salary Spine, and standardised job profiles have been developed to assist in ensuring consistency (Buchan & Evans 2008). The bands cover staff as follows:

Band	Coverage
1	Administration, catering, domestic, portering.
2	Administration, catering, clinical support worker, patient transport, pharmacy assistant.
3	Microbiology assistant, secretary, security, emergency care support workers, occupational therapy assistants, physiotherapy assistants, speech therapy assistants.
4	Mortuary, radiography or occupational therapy assistant, office manager, medical secretary, operating department practitioner (during training or entry level), assistant psychologists, nursing auxiliaries and nursery nurses, ambulance practitioners, physiotherapy assistants, speech therapy assistants.
5	Nurse & midwife (old D and E grades), dental technician (entry level), Diagnostic/Therapeutic Radiographers, dietician, occupational therapist, paramedic, emergency medical technician, senior pharmacy technician, physiotherapist, assistant psychologists (higher grade), Clinical Physiologists, operating department practitioner (qualified), Speech & Language Therapists (newly qualified).
6	Junior Sister/ specialist senior staff nurse, Senior II Radiographer (diagnostic/therapeutic) Art therapist, specialist dental technician, paramedic practitioner, emergency nurse/care practitioner, health visitor, nurse specialist, trainee clinical psychologist, pharmacist, Senior Clinical Physiologists, Senior Physiotherapist, Senior Occupational Therapist. Physician Assistant.
7	Senior sister, Senior Radiographer (diagnostic/therapeutic team leader), Chief dental technician, management - clinical & administrative, qualified psychologist, specialist pharmacist, Chief Clinical Physiologists, Senior Physiotherapist, Senior Occupational Therapist.
8	Advanced pharmacists, nurse & midwife consultants, Superintendent Radiographers (diagnostic/therapeutic), higher management, psychologists, senior therapists (divided into 4 bands - a, b, c, d), Senior Chief Clinical Physiologists, Senior Physician Assistant.
9	Consultant Psychologists who run large services, Chief Pharmacists managing large/multiple departments.

**Table 1: Health industry functions as banded in the NHS pay structure**

<sup>2</sup> Dentists, doctors and executive management levels were excluded.

<sup>3</sup> Initially there were two pay spines: one for nurses and health professionals, one for all other staff. (Buchan & Evans 2008).

The following Table illustrates current values of pay points on the Salary Spine (Pay Circular (AforC) 2/2011 2011).

Point	Band 1	Band 2	Band 3	Band 4	Band 5	Band 6	Band 7	Band 8				Band 9
								Range A	Range B	Range C	Range D	
1	13,903	13,903										
2	14,258	14,258										
3	14,614	14,614										
4		15,029										
5		15,444										
6		15,860	15,860									
7		16,395	16,395									
8		17,003	17,003									
9			17,368									
10			17,854									
11			18,402	18,402								
12			18,827	18,827								
13				19,500								
14				20,183								
15				20,804								
16				21,176	21,176							
17				21,798	21,798							
18					22,676							
19					23,589							
20					24,554							
21					25,528	25,528						
22					26,556	26,556						
23					27,625	27,625						
24						28,470						
25						29,464						
26						30,460	30,460					
27						31,454	31,454					
28						32,573	32,573					
29						34,189	34,189					
30							35,184					
31							36,303					
32							37,545					
33							38,851	38,851				
34							40,157	40,157				
35								41,772				
36								43,388				
37								45,254	45,254			
38								46,621	46,621			
39									48,983			
40									51,718			
41									54,454	54,454		
42									55,945	55,945		
43										58,431		
44										61,167		
45										65,270	65,270	
46										67,134	67,134	
47											69,932	
48											73,351	
49											77,079	77,079
50											80,810	80,810
51												84,688
52												88,753
53												93,014
54												97,478

**Table 2: Pay bands and pay points on the NHS pay spine, at 1 April 2011**

The following Table illustrates the pay points shown on the previous Table as a percentage of the base .

Point	Band 1	Band 2	Band 3	Band 4	Band 5	Band 6	Band 7	Band 8				Band 9
								Range A	Range B	Range C	Range D	
1	100.0%	100.0%										
2	102.6%	102.6%										
3	105.1%	105.1%										
4		108.1%										
5		111.1%										
6		114.1%	114.1%									
7		117.9%	117.9%									
8		122.3%	122.3%									
9			124.9%									
10			128.4%									
11				132.4%								
12			135.4%	135.4%								
13				140.3%								
14				145.2%								
15				149.6%								
16				152.3%	152.3%							
17				156.8%	156.8%							
18					163.1%							
19					169.7%							
20					176.6%							
21					183.6%	183.6%						
22					191.0%	191.0%						
23					198.7%	198.7%						
24						204.8%						
25						211.9%						
26						219.1%	219.1%					
27						226.2%	226.2%					
28						234.3%	234.3%					
29						245.9%	245.9%					
30							253.1%					
31							261.1%					
32							270.0%					
33							279.4%	279.4%				
34							288.8%	288.8%				
35								300.5%				
36								312.1%				
37								325.5%	325.5%			
38								335.3%	335.3%			
39									352.3%			
40									372.0%			
41									391.7%	391.7%		
42									402.4%	402.4%		
43										420.3%		
44										440.0%		
45										469.5%	469.5%	
46										482.9%	482.9%	
47											503.0%	
48											527.6%	
49											554.4%	554.4%
50											581.2%	581.2%
51												609.1%
52												638.4%
53												669.0%
54												701.1%

**Table 3: NHS pay spine pay points, at 1 April 2011, as a percentage of the base.**

A variety of special arrangements are aligned with the Spine, including payment of a “London allowance” that is calculated as a percentage of Spine pay points, and tying of supplements to cater for such arrangements as “on-call” to specified Bands (*The New NHS/HPSS Pay System – An Overview 2003*).

The key drivers behind the move to the new Spine-based pay structure were broadly grouped around improving three aspects of working life in the NHS: patient care and new ways of working; recruitment, retention and morale; and pay equity and equality of opportunity (Agenda for Change Project Team 2004, p.2). To achieve these outcomes the three core elements (*Agenda for Change 2010*) of the Agenda for Change are: the Knowledge and Skills Framework (KSF) (discussed in Annexe F: ); job evaluation (discussed in Section 7.3.2), and harmonised terms and conditions. In this context the Shared Salary Spine is primarily a tool for harmonisation.

A 12-month evaluation conducted in 2003-2004 of role redesign initiatives in the NHS found that skill-mix changes, job widening, job deepening and development of new roles all had implications for employee relations in terms of remuneration, management and accountability, and education and training (Hyde *et al* 2005).

When reviewed in 2007 (Buchan & Evans 2008), it became clear that implementation planning had not extended to undertaking post-implementation review, to setting or tracking key performance indicators, or to tracking costs. Implementation costs were variously assessed in the range 2.5-6.0% of annual wages in the first full year of implementation. Implementation timelines proved to be too ambitious: whilst a majority (around 99%) of employees had transitioned to the new pay structure by December 2006, only 67% had a full KSF job outline from which to plan ongoing skills development and career progression<sup>4</sup>.

Turning to outcomes achieved, in terms of improving morale, less than half of surveyed staff thought they would be better off, or even that the new processes were undertaken well and fairly. On the other hand, managers reported that the benefits it appears to have delivered include: “‘fairness’, moving different staff groups on to harmonized conditions; equal pay claim ‘protection’; and scope to introduce new roles and working practices” (Buchan & Evans 2008, Section 5). These managers suggested that the core outcomes including patient care and operational efficiency would take another 2 to 5 years to be realised, and even then may not be realised globally.

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<sup>4</sup> Nonetheless, this implies that around 700,000 people did have one. The example application of the Knowledge and Skills Framework described at Annexe F: makes clear the sheer size of this task on the national scale. It is worth noting that the Australian National Training Framework is available to support a similar function here.

## UK HIGHER EDUCATION SECTOR

The reform of pay structures in the UK Higher Education sector commenced with the *Independent Review of Higher Education Pay and Conditions* (Bett 1999). That Review was prompted by the realisation that Higher Education (HE) staff in the UK were paid well below comparable public and private sector rates. Problems identified included the following (Dearing 1997):

- the sector was being hindered by then-current pay and conditions bargaining arrangements.
- reward focused on research to the detriment of teaching, leadership, and the like;
- lack of project management and other management capabilities;
- changing roles (eg: library staff taking on responsibilities for “teaching students how to learn”);
- “outdated ways of organising staff into hierarchies (eg unskilled, semi-skilled, technician, etc)”;
- inadequate support of staff development.

A further pressure has come from the increasing impact of gender equity responsibilities on employers (Andalo 2007).

As part of a package of measures negotiated from 2001 (Baty 2001), since 2004 there has been a national pay spine consisting of 51 points and comprised of ten overlapping grades with a minimum and maximum for all staff below the level of professors. All Higher Education institutions were required to implement the pay spine and associated procedures by 1 August 2006 (*Higher Education – pay background* 2011).

Individual universities negotiate with local union representatives to establish grading structures for their staff (including academic staff) that map onto the national spine (Rani 2009). With major universities typically having thousands of staff (Cambridge had 9,110 at July 2010 (*Facts and Figures January 2011* 2011)), these organisations are clearly comparable in scale to the ACTPS. As well, they cover a wide range of technical, clerical, educational and managerial roles, a significant subset of the range required by the ACTPS. A minor point of tension may be created where employees of Higher Education institutions have responsibilities aligned with other sectors: for example, medical staff at the London School of Economics were aligned with the NHS Spine rather than the Higher Education Spine (*Salary Scales for 2010* 2011).

Job evaluation is undertaken using the points-based Higher Education Role Analysis (HERA) System (*Single Salary Spine Structure 2009*). The following Figure illustrates that Salary Spine and maps the HERA points boundaries onto it, thus delineating the overlapping grades in use at one institution, namely the University of Cambridge. It should be noted that the national Spine has been extended by this University to meet its specific requirement to “compete effectively for staff in local, national and international labour markets and thereby maintain its current pre-eminence in teaching and research” (*Frequently Asked Questions 2010*).

Point on scale	Grades												Point on scale	
	T	1	2	3	4	5	6	7	8	9	10	11		12
													561 and over	
92													*	92
91													*	91
90													CB4 *	90
89													*	89
88													*	88
87													*	87
86													*	86
85													*	85
84													CB3 *	84
83													*	83
82													*	82
81													*	81
Cambridge extension to national spine													*	80
79													*	79
78													CB2 *	78
77													*	77
76													*	76
75													*	75
74													*	74
73													*	73
72													CB1 *	72
71													*	71
70													*	70
69													*	69
68													521 - 560	68
67													6*	G12
66													5*	66
65													481 - 520	4*
64													6*	3*
63													5*	2*
62													436 - 490	4*
61													13*	3
60													12*	2
59													11*	1
58													386 - 435	14*
57													10*	G10
56													13*	9
55													12*	8
54													11	7
53													10	6
52													346 - 385	9
51													14*	8
50													13*	7
49													12*	6
48													11*	5
47													10*	4
46													9*	3
45													8*	2
44													7*	1
43													276 - 310	11*
42													8*	6
41													10*	7*
40													9*	6
39													8*	5
National spine (Framework Agreement)													7*	4
38													6*	3
37													5*	2
36													4*	1
35													3*	0
34													201 - 230	6*
33													10*	5
32													9*	4
31													8*	3
30													7*	2
29													6*	1
28													171 - 200	10*
27													9*	4
26													8*	3
25													7*	2
24													6*	1
23													5	G3
22													100 - 170	4
21													9*	3
20													8*	2
19													7*	1
18													6*	G2
17													5	
16													4	
15													3	
14													2	

Figure 2: UK Higher Education Pay Spine, as adapted by University of Cambridge

Other special circumstances are addressed in other ways. The "London weighting" is illustrated in the Table below with rates (for "post-92" institutions) current as of October 2010 (UK single HE pay spine 2011).

Location	Rate	Location	Rate	Location	Rate
Inner	£3,094	Outer	£2,065	Fringe	£811

Table 4: "London weighting" for Higher Education employees in the UK

The following Table maps national salary rates onto the national Salary Spine, illustrating more general circumstances (HESA n.d.).

Spine Point	Salary from Aug 2010	Salary as a percentage of the base paypoint	Percentage difference between paypoints
1	13,203	100.00%	-
2	13,552	102.64%	2.64%
3	13,911	105.36%	2.65%
4	14,226	107.75%	2.26%
5	14,608	110.64%	2.69%
6	15,001	113.62%	2.69%
7	15,353	116.28%	2.35%
8	15,782	119.53%	2.79%
9	16,226	122.90%	2.81%
10	16,696	126.46%	2.90%
11	17,179	130.11%	2.89%
12	17,677	133.89%	2.90%
13	18,190	137.77%	2.90%
14	18,718	141.77%	2.90%
15	19,261	145.88%	2.90%
16	19,822	150.13%	2.91%
17	20,409	154.58%	2.96%
18	21,021	159.21%	3.00%
19	21,652	163.99%	3.00%
20	22,325	169.09%	3.11%
21	22,971	173.98%	2.89%
22	23,661	179.21%	3.00%
23	24,370	184.58%	3.00%
24	25,101	190.12%	3.00%
25	25,854	195.82%	3.00%
26	26,629	201.69%	3.00%
27	27,428	207.74%	3.00%
28	28,251	213.97%	3.00%
29	29,099	220.40%	3.00%
30	29,972	227.01%	3.00%
31	30,870	233.81%	3.00%
32	31,798	240.84%	3.01%
33	32,751	248.06%	3.00%
34	33,734	255.50%	3.00%
35	34,745	263.16%	3.00%
36	35,788	271.06%	3.00%
37	36,862	279.19%	3.00%
38	37,990	287.74%	3.06%
39	39,107	296.20%	2.94%
40	40,280	305.08%	3.00%
41	41,489	314.24%	3.00%
42	42,733	323.66%	3.00%
43	44,016	333.38%	3.00%
44	45,336	343.38%	3.00%
45	46,696	353.68%	3.00%
46	48,096	364.28%	3.00%
47	49,539	375.21%	3.00%
48	51,025	386.47%	3.00%
49	52,556	398.06%	3.00%
50	54,133	410.01%	3.00%
51	55,758	422.31%	3.00%

**Table 5: 2010-2011 Pay Points (UK£) on the UK national HE Salary Spine**

## UK LOCAL GOVERNMENT

In the UK local government arena, it was agreed in 1997 to bring together 1.4 million manual and non-manual employees onto a single nationally-set pay spine, in the context of the Single Status Agreement (SSA) aimed *inter alia* at eliminating gender-based pay inequity (Wright 2011).

There are no nationally determined grades for any employees who are covered by the pay spine. Individual local authorities determine the pay points and levels of pay for their employees on the 49 point structure<sup>5</sup> (*Green Book FAQs* 2008). Accordingly the scale of the organisations that are using this national pay spine is two orders of magnitude lower, at around 3,255 employees per local authority: the City of London, around 3,500 people (*Jobs and Careers* 2011); the City of Westminster, around 4,500 (*Westminster City Council* 2011); the City of Edinburgh, around 16,341 (*Information on the Council and Edinburgh –Key facts and figures* 2011); Cardiff Council, over 18,000 (*Cardiff Council* 2010). Clearly the ACTPS compares in both size and function with larger UK local authorities.

The National Joint Council (NJC) job evaluation scheme is most commonly used for assessing positions, but is not exclusive (LGE 2006): the 'Hay' scheme is typically used for strategic, specialist and technical management roles; as well the GLPC scheme. Some organisations use a mix of two or even all three of these methods for different groups of employees (Wright 2011).

A survey of 107 local authorities in 2006 (24% of all local authorities in England and Wales) that had adopted the new pay structure<sup>6</sup> showed that there is measurable variation in implementation practice and justification (LGE 2006). Responsiveness of the pay framework is exemplified by regional variation in pay scaling—thus southern authorities appear to have placed jobs evaluated at a given level on higher scale points than northern authorities. As well, performance-related pay arrangements are more common in the south.

Conversely, the survey showed considerable consistency in job ranking, with variations ranging between 3 and 18 points in the median job evaluation points scores likely for a given pay point. The average (mean) interval between pay points is about 10 job evaluations points. The following Table (LGE 2006) shows the median and average (mean) job evaluation points for the entire sample for each pay point between 4 and 49.

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<sup>5</sup> Whilst there are points from 50 upwards, these cover such roles as Chief Officer that are out of scope of this Review

<sup>6</sup> By 2009—over a decade after initial contemplation—only half of all local authorities had done so (Wright 2011).

Pay Point	Median Score	Average (Mean)	Difference in Median Score
4	243.04	240.27	
5	249.50	251.90	6.46
6	259.21	262.93	9.71
7	270.25	273.77	11.04
8	285.00	284.16	14.75
9	295.00	293.78	10.00
10	304.00	302.35	9.00
11	314.75	312.06	10.75
12	325.62	323.95	10.87
13	333.50	332.71	7.88
14	345.12	344.18	11.62
15	356.50	354.08	11.38
16	367.24	363.24	10.74
17	376.29	344.14*	9.05
18	386.50	355.45*	10.22
19	397.38	393.10	10.88
20	404.55	403.08	7.17
21	414.07	411.74	9.51
22	423.78	421.95	9.71
23	430.00	419.69	6.23
24	438.50	429.13	8.50
25	450.00	437.76	11.50
26	460.83	447.54	10.83
27	472.00	456.33	11.17
28	478.00	465.06	6.00
29	491.00	490.13	13.00
30	503.50	500.27	12.50
31	511.42	505.70	7.91
32	518.93	516.19	7.52
33	530.88	525.99	11.94
34	540.50	480.82*	9.63
35	549.50	545.89	9.00
36	557.62	555.68	8.12
37	567.50	565.83	9.88
38	577.00	574.78	9.50
39	582.50	586.31	5.50
40	592.41	598.52	9.91
41	604.00	609.23	11.59
42	621.88	621.98	17.88
43	636.00	634.63	14.12
44	646.00	646.77	10.00
45	648.93	652.28	2.92
46	662.75	666.85	13.82
47	668.13	679.30	5.38
48	681.27	692.13	13.14
49	694.13	703.86	12.86

**Table 6: UK Local Government Salary Spine: Job Evaluation Scores & Pay Points<sup>7</sup>**

<sup>7</sup> All values including those asterisked are reproduced accurately from the published data (LGE 2006)

Key findings from this research suggest that (LGE 2006):

- Quite narrow pay bands are adequate to meet a wide range of local government responsibilities, as exemplified by 50% of all authorities that had completed pay reviews—77% introduced between 10 and 14 bands with the average width of pay band being 5.83 pay points;
- 70% of respondents maintained annual incremental progression for some or all staff covered by the pay spine, and such traditional incremental progression gives the best basis for predictable cost growth;
- Conversely, near half –43%--have also introduced some form of progression based on assessment at some levels;
- Shorter pay bands tend to be associated with a minimal equal pay risk;
- With multiple job evaluation schemes in use the structure appears to be robust.

### 7.2.3 The Australian Experience

The following discussion focuses on those jurisdictions and employers which have either implemented a Shared Salary Spine and/or which have developed practices that support the operation of a Shared Salary Spine.<sup>8</sup>

#### TASMANIAN STATE SERVICE

As we reported in our Element 1 report, until 2006 the Tasmanian State Service (TSS) had a very similar classification system to the ACTPS – an Administrative Stream, a Professional Stream, a Technical Stream and a Trades Stream. In the Health portfolio, it also had a variety of health professionals, including allied health professionals and radiation therapists under separate agreements.

Over the period of 2007-2008, a new classification structure was developed in the context of enterprise bargaining for the Tasmanian State Service. New salary scales and performance management arrangements were implemented between March 2009 and March 2011<sup>9</sup>. To summarise the outcome:

- Administrative Stream, Technical Stream and Trades Stream were amalgamated into a single 8 level General Stream with a single salary spine
- Bands 4, 6, 7 and 8 of the structure each have two salary ranges, with a performance barrier between them

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<sup>8</sup> Several of the jurisdictions discussed in this Section were mentioned in our Element 1 report. We expand on these cases in the material that follows. We described the Queensland Health Practitioner structure in our Element 1 report, and have no need to make additional comments about these arrangements at this stage.

<sup>9</sup> Health professionals were not included in this bargaining, and what follows does not apply to them.

- The salary bands are not different work value levels – the classification description applies to the whole of the band, and there are no separate classification standards that apply to the upper salary band
- A distinct 4 band Professional Stream was created, selectively using the same salary spine as the General Stream
- The first and second work value levels of professional have a soft barrier between them, which can be crossed by persons who exhibits exceptional professional service.
- The third and fourth level Professional are identical in salary terms to the seventh and eighth level in the General Stream levels, with the same requirement for employees to demonstrate a higher level of performance to advance across the internal ‘soft’ barriers
- Staff at higher salary levels in the previous classification structures were, as required, grandfathered into the upper performance band of the new grades. The transitional arrangements were carefully designed in such a way that no employee was denied access to the salary they would have been entitled to in the previous structure
- At the top of both Streams, two entirely new senior grades were created, with salary points identical to those of the two lowest grades of TSS executive service officer.

A consultant was engaged to write new work level definitions. The new work level definitions are elegantly expressed and identify how work at one level is delineated from work at the next higher level. The classification criteria are:

Focus	The primary purpose of work at each band, including the range of objectives and activities.
Context and Framework	The operating environment and decision-making framework for work at each band.
Expertise	The qualifications, knowledge and experience required for work at a particular band.
Interpersonal Skills	Oral and written communication skills and the ability to lead people and manage relationships.
Judgment	Critical thinking, problem solving and decision-making requirements of each band.
Influence on Outcomes	The influence and effect that work of a satisfactory standard would have on the outcomes required of each band.
Responsibility for Outcomes	The principal responsibilities of work at each band.

**Table 7: Tasmanian State Service Classification Criteria**

**SOUTH AUSTRALIAN PUBLIC SERVICE**

South Australian Public Service (SAPS) classification arrangements are similar to those found in Queensland. There is a similar stream structure for the core public service, with the SA Operational Stream serving a similar role to the Queensland stream of the same name. The classification of employees in trades and trades-related “wages staff” occupations is similar to awards in the building and metal trades industries.

SA work level descriptions for administrative, operational, technical and general professional staff date back to 1994. The salary scales for these vocational streams are distinct, although there is substantial sharing of pay points between the administrative and operational streams.

**Professional employees**

More recently, separate (and very similar) pay and classification structures have been established for:

- Allied Health Professionals
- Medical Scientists
- Grant Funded Scientists

The salary scales for all of these grades are in most cases identical to salary points for other professional officers. However, above the base grade, the allocation of salary points to grades is somewhat more beneficial for the allied health/scientific categories. The career maxima for allied health professionals, medical scientists and grant funded scientists are also higher:

Professional Officer 6	\$109,845
Allied Health Professionals 6	\$120,612
Medical Scientists 6B	\$129,499
Grant Funded Scientists 6B	\$129,499

**Table 8: Career maximum salary for medical scientists and professionals in SA**

In addition, Medical Scientists in grades 2, 3, 4 and 5 can access a “professional excellence” pay point that is several thousand dollars above the usual maximum salary for their grade. Further details are available in the salary tables in our Report on Element 2.

Professional Officer, Medical Scientist and Grant Funded Scientist Work Level Standards are reasonably detailed and organized along the following lines:

- Knowledge and experience
- Operational outcomes
- Working environment

The classification criteria the three streams have some obvious similarities – for example, Level 3 in every stream may be required to perform the role of professional manager. Where they do differ is in relation to a small number of highly specific characteristics of the work that are unique to a particular stream.

Allied Health Professional work, on the other hand, is principally described in terms of the roles to be found at each level. Within each role, the subject matter is similar to the subject matter covered for the other professional grades, although at a lower level of detail.

### **Administrative employees**

South Australia has developed (although not yet deployed) a competency-based development system for Administrative Officers, based on the Public Sector Training Package. Competencies drawn from Certificate III, Certificate IV and Diploma in Government are used as a basis for performance management and personal development at various levels in the Administrative Officer classification structure (entry level, first line managers, and middle managers respectively).

A core of Service-wide competencies has been identified for each level, which amount to a majority of those needed to attain a qualification. The balance of the competencies that would complete each qualification are intended to be agreed between employees and their managers to meet agency needs, from electives specified in the PSP. How the competencies are attained is left to employees and managers to determine.

We observe that a system of this kind could be used to generate records and evidence that would be useful for undertaking RPL and RCC assessments.

### **AUSTRALIAN PUBLIC SERVICE**

In the APS system, the Australian Public Service Commissioner (APSC) has the authority to establish the classification rules for the whole of the public service. This power has been exercised in a “light touch” way, with only the broadest parameters being fixed centrally, and most of the detailed features of the system being in the hands of agencies.

The APSC has fixed the general classification structure for Senior Executive Service (SES) and non-SES grades:

- APS Trainee
- APS Graduate
- APS 1-6
- EL1 and EL2
- SES 1-3

This simple arrangement was achieved by combining all of the classifications established in the *APS SEP Case* into 8 broad work value bands (APS1-6 and EL1 and EL2). From the perspective of the APSC, there are no separately identifiable medical officers, general service officers, research scientists, public affairs officers, legal officers, etc.

APS agencies are responsible for developing their own work level definitions, including work level definitions for individual occupational groups. For example, the Federal agriculture department has developed extremely detailed work level definitions for its veterinary officers. An elaborate scheme of this kind would be of limited interest to the ACTPS, because the field of operations and specific work undertaken by AQIS veterinary inspectors is quite different to veterinary services provided in Canberra.

Even though they all make use of the same official classification titles, no two APS agencies will share the same combination of:

- Pay scales,
- Salary advancement arrangements, and
- Broadbanding schemes

Generally speaking, the unique agency salary scales:

- work as a single salary spine for general advancement broadbanding schemes and
- to provide extended salary ranges for specific professions.

APS agencies have broadbanded two, three and more APS/EL levels.

Broadbanding permits staff to take on higher level work on an ongoing basis, without the formalities of promotion, and without the decision being open to appeal. In the APS, the broadbanding is allocated to a group of duties, not to the individual employee performing the duties. Advancement in a broadband is not a promotion. The employee retains their original classification until promoted.

The most common model for these schemes implemented in current APS agreements (Australian Public Service Commission n.d.<sup>10</sup>) requires the employee to:

- demonstrate satisfactory performance at their present level, and
- show that they have the skills to perform the work at the higher level.

In the great majority of cases APS broadbanding schemes require that there is higher level work available to be done. This condition operates as a strong

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<sup>10</sup> <http://www.apsc.gov.au/employmentpolicy/classificationsandbroadbanding.htm>

gravitational force against the upward drift of every employee in a broadbanded structure: only 1.17% of current APS employees have advanced within their agency's broadband system (*State of the Service 2009-2010* 2010, p.110).

## **VICTORIA**

Following a Career Structure review, and by lengthy negotiation and conciliation before Smith C in the AIRC, the Victorian Public Service (VPS) adopted a novel and unique classification system containing:

- Four operational grades
- Two managerial grades
- A Senior Technical Specialist grade.

The structure is described in the 2006 VPS agreement in the following terms (where a 'Value Range' is a distinctly described work level with a 'Grade'):

*"The classification of each Grade is based on the level of the work undertaken and encompasses the elements of decision-making, communication and knowledge and proficiency. The Grade and Value Range descriptors group generic functions under the categories of Policy and Projects, Administrative and Corporate Support, Operational Service Delivery and Technical/Specialist roles.*

*Grade level descriptors ... provide an indicative summary of the entry point of each Grade as a guide.*

*The Value Range descriptors then provide further detail on work value within each Grade. Not all elements of each Value Range are required to satisfy the requirements of the Grade/Value Range, but should be considered on the basis of best fit to describe the work. In Grades with a number of Value Ranges, the first Value Range provides the base, to which relevant elements from the second value range must be added for the purposes of advancement to this level."*

*(Victorian Public Service Agreement 2006<sup>11</sup>)*

To summarise the VPS structure:

- VPS Grade 1 only has one Value Range.
- VPS Grades 2-6 have two Value Ranges.
- VPS Senior Technical Specialist (Grade 7) has three Value Ranges.

The descriptors for the Grades and Value Ranges are quite clearly expressed, and would be readily interpreted for the purpose of preparing job descriptions.

Taken together then, the seven Grades/Value ranges incorporate 14 separate work levels. Even though the Value Ranges within Grades 2-7 have distinct Work Level Standards, the Value Ranges are not distinct work value levels.

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<sup>11</sup> [http://www.business.vic.gov.au/scripts/nc.dll?BUSVIC:STANDARD:1001:pc=PC\\_61258.html](http://www.business.vic.gov.au/scripts/nc.dll?BUSVIC:STANDARD:1001:pc=PC_61258.html)

The agreement governing movement through ranges provides that:

*“Employees and/or positions can move between Value Ranges.*

*Movement between the Value Ranges can occur following a job resizing review. The review process includes an assessment of the work the employer requires to be undertaken and the performance of that work by the employee. These are assessed against the benchmarks specified in the Classification and Value Range Standard Descriptors” (Victorian Public Service Agreement 2006)*

Once a position becomes vacant, any new applicant will be appointed to the base of the Grade, and will only gain access to the higher Value Range on the basis of the assessment described above. The VSSA reports that this approach has operated successfully to contain salary cost increases to about 1% in addition to the pay rises directly associated with the restructuring.

The VPS system extends to a variety of special occupations, such as legal officers and scientists, via a system of “Adaptive Classification Structures”. These special occupations access a subset of the VPS Grade and Value Range system, *and* the associated salary points.

That is, the VPS salary scales operate as a salary spine for the associated occupations. This is a similar approach to that taken in the APS to accommodate its special professional grades.

The work requirements of each level of the special occupations are more or less broadly based on the standard VPS descriptors, but also include features more specifically relevant to the occupations.

The VPS system, which is found at Schedule 1 of the Victorian Public Service Award (Victorian Public Service Award 2005<sup>12</sup>), represents a good example of a system that has a measure of standardisation while permitting flexibility. The documentation is detailed, but also reasonably intelligible and specific.

## **NEW SOUTH WALES**

In our Report on Element 1 we advised that the NSW public service SEP case about 20 years ago resulted in 130 standard pay points being fixed as a kind of salary spine. To some degree, then, it is possible to align employment categories at the level of their salary scales, and presume that the underlying work value follows the pattern of the pay points/salary bands in each career stream.

However, an examination of pay points for various key employment categories shows that the relative work value is often out of alignment. Consider for example the salary points for the second level of employee in the following professions:

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<sup>12</sup> [http://www.fwa.gov.au/consolidated\\_awards/at/at841792/asframe.html](http://www.fwa.gov.au/consolidated_awards/at/at841792/asframe.html)

Professional Officer	Pay point	Engineer	Pay point	Legal Officer	Pay point	Occupational Therapist	Pay point
Grade II	81	Grade II	82	Grade II	73	Grade 2	85
	84		86		78	Grade 3	92
	87		89		84	Grade 4	95
	91		92		89		
					93		

**Table 9: Comparison of salary points for second level employees in NSW**

There is a reasonable level of uniformity of pay points amongst groups such as therapists. Clerical and administrative employee in various departments will have almost identical salary scales. But the general position is that each employment category has a bespoke salary range.

The NSW public service approach demonstrates that it is possible to use a single salary spine flexibly to express fine gradations in relative work value between employment categories, if that is desired. This has been achieved by building the salary scales for different occupations on different intervals of the salary spine.

Another important aspect of classification management in the NSW Public Service is the use of broadbanding. The most widespread example occurs in the administrative stream, where the distinct award classifications of AO 1-12 are broadbanded in pairs, as Administrative Officer 1/2, Administrative Officer 3/4, and so on. Other examples include the broadbanding of:

- Administrative Officers 3 to 8 as Family and Community Caseworkers, and
- Legal Grade I to III.

This flexibility permits NSW Public Service employers to establish quite long salary scales that make it possible attract a wide range of applicants, and appoint exceptional recruits at a suitably high salary level.

#### **7.2.4 A Local Exemplar – ACTEW-AGL**

A local example is furnished by ACTEW-AGL (O’Shea & Smith 2011, p47). Since 2008 ACTEW-AGL has had a single salary spine structure that accommodates many different streams within 6 levels. The first 5 of these levels correspond roughly to Trainee through to SOG A in the ACTPS. As well the structure accommodates technical, professional and general staff. This structure replaced a classification structure that was otherwise virtually identical to that applying presently in the ACTPS. For ACTEW-AGL this structure has brought the comfort of properly qualified people on the job; and productivity benefits. This is not to suggest that the ACTEW-AGL model can be adopted wholesale, as ACTEW-AGL has a narrower focus and narrower clientele than the ACTPS. However, the model has the value of simplicity and is a useful local proof of principle.

### 7.2.5 Conclusions

The Australian examples cover a range of organisation sizes, and the international experiences discussed here are one to two orders of magnitude greater than the ACTPS, and address regional issues. Nonetheless there is significant crossover of function, and the lessons learnt at the regional level are scaled appropriately to be transferred to the ACTPS context.

Importantly, in planning and implementing a new pay structure there is a tension to be managed between the need on the one hand for adequate time—measured in years rather than months—to address complex situational realities, whilst on the other hand reducing exposure to circumstances changing over time. Post-implementation, the experience of the NHS in the UK suggests that benefit realisation may occur on a time-scale of 5-10 years, and interim tracking of benefits by means of carefully selected key performance indicators is as important as measuring actual benefit realisation. With the exception of nurses, all of the job categories covered by the NHS example are in scope for the current ACTPS Classification Review Project.

Turning to the Salary Spine model, the concept is clearly robust enough to meet a wide variety of circumstances and requirements. The initial motivations for the three UK sectors described were very different, but the Shared Salary Spine structures in play in these environments are capable of addressing all these needs. The structure may be deployed in a variety of circumstances. Experience in local government suggests that the Salary Spine pay structure provides a neutral backdrop against which local needs may be met by negotiation without compromising other negotiations. The APS implementation similarly demonstrates highly flexible deployment of the concept of a Shared Salary Spine. Many local authorities and universities in the UK have been able to draw on a subset of a nationally Shared Salary Spine, thus meeting local requirements without the overheads of a large-scale national system. Equally, the experience of University of Cambridge suggests that a Salary Spine is able to be extended where reasonably necessary to meet highly specialised circumstances, without compromising core structures.

Finally, these experiences strongly support the necessity for the three functions outlined in Section 7.2.1.

1. *There is a requirement for mechanisms for establishing the appropriate pay point(s).* However, there is considerable flexibility in options for meeting this requirement: in the Australian and UK examples discussed above several different job evaluations systems have been deployed, sometimes in combination, to link positions to pay points.
2. *It is necessary to establish and maintain rules for moving from pay point to pay point.* There is a challenging balance to be made between achieving fairness on the one hand, and promoting individual performance on the other, and with this in mind many local authorities in the UK have adopted a hybrid approach incorporating both automatic progression and assessment-based progression (LGE 2006). Such assessment could be based on internal assessment or external qualification.
3. *There is a maintenance function associated with successful implementation of a Shared Salary Spine.* Again, there is considerably flexibility available in addressing this requirement. Multiple pay adjustments (percentage, flat amount, or none at all) have been applied simultaneously. The experience of the local government and NHS implementations also makes clear that as well as basic salary, a variety of other supplements and allowances may be tied to the pay structure to meet specific labour market considerations without compromising the integrity of the underlying pay structure. The Australian experiences provide a further range of options that clearly may be applied without compromising the underlying structure.

### 7.2.6 Implications for design

Clearly the concept of a Shared Salary Spine is robust in practice, able to meet and support a variety of needs and circumstances.

The experience of the UK in a wide range of work functions paralleling those of the ACTPS suggests that around 50 pay points is all that is required to address those functions adequately in the labour market. Currently the ACTPS has 285.

It has been suggested (Brown, Sturman & Simmering 2003) that in the US health sector more "egalitarian" pay structures (ie: with pay distribution compressed) are positively correlated with higher operational efficiency (measured by average length of stay), operational effectiveness (measured by coronary survival rate) and financial performance (measured by return on assets). As well, previous reports that higher pay can compensate for more inequitable pay structures to achieve these three organisational outcomes were confirmed. Both effects were expressed in the data, and were shown to be non-linear: thus higher pay was associated with better levels of resource efficiency, but with diminishing returns at the highest levels<sup>13</sup>. Whilst causal mechanisms were not examined, this does suggest that more compressed pay structures may be a design option to address organisational outcomes without the financial costs of 'pace-setting' wages.

The UK experience suggests that shorter pay bands are all that is required functionally, and can assist in achieving Respect Equity and Diversity outcomes (*Respect, Equity & Diversity Framework* 2011). Accordingly pay bands may not need to exceed 6 pay points, and egalitarian considerations may suggest fewer.

Finally, focus on the competencies brought to a Work Role by a Person has clear implications for pay structures. To encourage an *Adaptable* workforce it will be necessary to ensure that acquisition of new skills, knowledge and competencies is encouraged (Lawler 1994), and accordingly that multiple qualifications can be supported by a Shared Salary Spine structure. Whilst such 'overqualification' may be perceived to increase the risk of turnover and reduce morale, empowerment of individuals can strongly moderate these risks (Erdogan & Bauer 2009), and formal recognition of such 'overqualification' through the rules and salary points of the Shared Salary Spine structure can support such empowerment explicitly.

In summary, the following parameters emerge from the foregoing discussion:

- around 50+/- 5 pay points;
- around a dozen bands +/- 2;
- around 5-6 pay points per band;

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<sup>13</sup> *Inter alia* further support that the ACTPS need not be positioned in the upper labour market quartiles (O'Shea 2012).

## 7.3 THE FUNCTIONAL PERSPECTIVE

### 7.3.1 Work Role Evaluation

Discussion of the Organisation perspective above clarified that Work Roles arise from the intersection of Positions and Persons. Ranking and relating Work Roles internally may then vary on these two dimensions (Heneman 1991, p.57).

- When focused on the work being done by a Person, it is a function of Performance Management, and does not fall within the scope of this Review<sup>14</sup>.
- When focused on the Position, it is referred to as “Job Evaluation”: this is the focus of this Section.

Either or both dimensions may be addressed when comparing against the external market. Thus when recruiting staff, traditional advertisement of a position exemplifies focus on the job; “head-hunting” is perhaps an extreme case of focus on the personal dimension.

The linkages between the various perspectives may be summarised as follow:

The critical link between this functional perspective and the financial perspective is derived from the key principle: **More pay for more important work**

The critical link between this functional perspective and the organisational perspective is derived from the key principle: **Equal pay for equal work**

*Job Evaluation “provides the essential link between business direction and individual rate value” (Murliss & Fitt 1991, p.43).*

The following discussion of Evaluation approaches is primarily internal in orientation. Resolution of any tension between equitable internal relativities and external market competitiveness (Azevedo & Scoville 2001) must be addressed case-by-case, and in reference to the ACTPS is addressed elsewhere in this Review.

### BACKGROUND TO JOB EVALUATION

Consistent with this context, Job Evaluation has been defined as:

*“... the comparison of jobs by the use of formal and systematic procedures ... in order, after analysis, to determine the relative position of one job to another in a wage salary hierarchy.”*

(National Board for Prices and Incomes 1968, p.1)

Core to Job Evaluation is the premise that it is focused on the Position, not the Person. It analyses and describes the Job, and accordingly is intended to offer an

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<sup>14</sup> An exception to this principle is discussed later, but is not of significance in the context of the ACTPS at this time.

objective assessment that also unbiased by the strengths and weaknesses of incumbents. It may be used as a 'one-off' initiation exercise, as in this Review, or on an ongoing basis.

In practice, the situation may be less clearcut. Jobs exist within an organisational context, and accordingly interact with other Roles as they change over time to meet emergent needs and circumstances. Furthermore, input may be sought from the current incumbent and/or their supervisor, which will inevitably shade the emphasis placed on various factors.

That said, Job Evaluation has been used as an integral component of pay systems intended to improve transparency, fairness and equity, and indeed these have been primary aims of implementations in the US (Atchison, Belcher & Thomsen 2010) and in UK public sector context (refer Section 7.2.2).

Job Evaluation approaches were first developed in 1925 in the US to address a desire for a stable method of wage-setting (Figart 2000). There is now a wide range of approaches to be considered.

### **7.3.2 Job Evaluation Approaches**

#### **ORDINAL RANKING APPROACHES**

##### **Overview**

These approaches rank the jobs relative to each other (ordinally), rather than scaling them. Many (not all) do not decompose the job into component factors, but instead assess and rank the "whole job".

##### ***Job Ranking***

Jobs are ranked in terms of hierarchical status or (more justifiably) in terms of importance, level of difficulty or value.

##### ***Paired Ranking***

Each Job is compared with another in the organisation. Theoretically if Jobs were assessed in the worst possible order this could require every Job to be compared with every other Job. In practice relationships are likely to emerge early and reduce the workload, but this is still a more time-consuming approach than Job Ranking.

##### ***Benchmark Comparison***

Each Job is compared with benchmark positions that have been "pre-ranked", and the Job is then "slotted" in against the benchmarks. This approach requires a library of benchmark positions to be identified, described and ranked to provide the reference points. A key problem with this approach is that as benchmark jobs

change they become less reliable as benchmarks. A further problem is that the range of available benchmark positions reflects the current expectations of the organisation: new or emergent roles may not easily be compared with the library.

### **Job Matching.**

Again, each Job is compared with benchmark positions that have been “pre-ranked”, but where the Job differs from the benchmark positions it is further evaluated. This approach shares the same weakness as Benchmarking—difficulty with maintenance of the benchmarks in the light of new or emergent roles.

### **Job Classification**

A limited number of clearly delineated categories or grades are created *a priori*, and described using Narratives. Jobs are then allocated to those grades by matching the Job to the various Narratives (including Position Descriptions, Role Profiles, Typical Duties, and the like). By limiting the number of grades it is possible that the grades will be sufficiently distinct as to minimise ambiguity in allocation. Care must be taken that the range over which the grades are spread is sufficient to address the relationship between the highest and lowest grades. This approach has been in use in the public sector for many decades, and is well understood and accepted in principle. Development of the Narratives can be costly and time-consuming, and there can be ambiguity in applying the Narratives to specific jobs, particularly emergent and new roles. That said, it can also be extremely flexible as Narratives can be revised to recognise such emergent circumstances. Publication of the Narratives makes this transparent: thus in the US Civil Service this is achieved through use of the *Dictionary of Occupational Terms* produced by the US Department of Labour.

### **Work Level Analysis**

The draft Australian Standard<sup>15</sup> on Gender-Inclusive Job Evaluation and Grading—DR AS 5376--suggests that when Narratives such as “position classification or Work Level Standards, role profiles, or other position or classification and grading

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<sup>15</sup> The Draft Standard uses a simple single-characteristic taxonomy, whereas a more complex three-way taxonomy is used here to discuss a wider range of approaches. The crucial difference is as follows:

- Narratives such as Position Classifications, Role Profiles and the like used in some Job Classification approaches: a) may or may not have a series of factors that are common throughout the Narrative Standard and b) the factors themselves may or may not be hierarchical and accordingly form the basis of a Guttman Scale (Neuman 2006). For this reason this approach is allocated to the “Ordinal” category in this discussion.
- In Points Factor Analysis, which in this discussion is described under Factor Approaches, the factors are common across all grades, and can provide the basis for a scale: accordingly all positions may be assessed and ranked by all factors.
- However, Work Level Analysis—where a Job Classification approach employs Work Level Standards and other Narratives that break the work down into a series of factors—assesses a position factor by factor, and accordingly is indeed analytical within the meaning of the draft Standard. But because it is in essence a development of the Job Classification approach it is also allocated to the “Ordinal” category in this discussion.

definitions and levels” are employed to classify Jobs then this is an “analytical” (Standards Australia Committee MB-020—Gender-inclusive Job Evaluation and Grading 2011, p.4). Critically, the Narratives must provide a series of factors by which to analyse and grade the Job: analysing the “whole job” as a single entity can lead to some aspects or factors being overlooked. To a greater or lesser extent this is the approach in use in the Victorian, Tasmanian and South Australian Public Services and also in the APS.

## **Discussion**

These approaches are internal in focus: they compare the jobs to each other or to benchmark positions, and the outcome is an ordinal ranking that is relevant only within the organisation. With some Ordinal Ranking approaches ambiguities are not resolved into constituent parts for conscious resolution but instead are judged by the individual undertaking the ranking—who may or may not have a detailed understanding of the job content. Accordingly these approaches are more or less simple and cheap to implement, but rankings (and consequent pay rates) may be less easy to justify. Simple ranking is the least often used method (Prywes 2000). With the exception of Job Classification and Work Level Analysis approaches the results may not be sufficiently refined for complex environments, and they may not be adequately robust in contexts of organisational change.

## **CONTEXTUAL APPROACHES**

### **Overview**

#### ***Market Pricing***

Market pricing of analysed Jobs will successfully rank the Jobs in the context of the organisation’s labour market. This approach is simple to understand, often very acceptable to employees, and reasonably straightforward to implement—provided all Jobs are similar to those in other organisations, and market pricing data is available. However, market data is not always available—particularly for roles intimately linked to core strategy (Murliss & Fitt 1991). Further, sampling and measurement error in market data can materially impact reliability even where the data is available (Heneman 2003, p51). As well, this approach runs the risk of perpetuating inequities in pricing, and consequently in ranking, of roles typically undertaken by women and minorities.

#### ***Points Method***

A point scale is developed for job elements that are appropriate for a specific job family, where the Jobs share characteristics to a high degree. The limited scope of the selected point scale only makes sense in the broader context of the organisation. Complexity associated with contemplation of multiple functions is eliminated, and accordingly the approach has the virtue of simplicity. However, it

has had limited application. It is suited only to narrowly scoped situations, and the point scales are prone to going out of date.

### **Fuzzy Logic**

A new approach that warrants further attention is the application of fuzzy logic (Gupta & Chakraborty 1998; Özdaban & Özkan 2011) to enable a Job to be evaluated the context of its current incumbent. Whilst this may seem to fly in the face of the alleged objectivity of Job Evaluation, key to this concept is that it is the Job that will be evaluated, not the Person: the function of the Person here is to provide further context in which to evaluate the Job<sup>16</sup>.

Whilst a more recent development, the application of fuzzy logic has the potential to overcome a key weakness of other Job Evaluation methods, namely the binary assessments that must be made in respect of job characteristics that are really continuous functions.<sup>17</sup> Particularly in the area of new and emergent roles, this option may enable Jobs to be assessed more accurately at an earlier stage than previously possible.

### **Competencies**

Competency-based Job Evaluation specifies the specific and observable behaviours required for the Job to be undertaken. This approach makes the criteria for development and for promotion explicit, and it is very flexible. Because it focuses on primary behaviours rather input characteristics (such as responsibility and delegation) it can tend to decrease status differences, and also decrease the impact of traditionally gendered roles.

Early discussion of this approach (O'Neal 1995; Hofrichter & Spencer 1996) suggested that 'the job is the person': that is, the knowledge, skills, abilities and other factors of the person holding the position are the competencies. An overview of the recent evolution of this approach (Marcus, Cooper-Thomas & Allpress 2005) notes that there are now three different uses of the term: psychological competencies (behavioural repertoires), organisational competencies (collective learning), and functional competencies. Contextual performance of behavioural repertoires is more likely to involve similar activities, whereas task performance of functional competencies is more likely to involve activities that vary between roles (Motowidlo, Borman & Schmidt 1997). In all three cases, a competency model should provide an operational definition for

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<sup>16</sup> The situation may be reversed, and the Person be evaluated in respect of the Job, similarly using Fuzzy Logic. Özdaban & Özkan (2011) briefly discuss the application of both scenarios in supporting Work Role management..

<sup>17</sup> Even if a series of ranges is offered, there will inevitably be binary decisions to be made at the boundaries of the categories.

each competency, and measurable and observable performance indicators or standards for evaluation, together with a description of the range of circumstances under which the competencies may be expected to be exercised.

Whilst the three concepts may all be linked together into a chain, the first two uses have been linked together to form typically higher level competencies than functional competencies. In common with many other such competency models (Markus, Cooper-Thomas & Allpress 2005), the *APS Integrated Leadership System* (Australian Public Service Commission 2007) emphasises aspects of contextual performance rather than task performance in support of organisational performance. The primary focus in this *Report* is on the last use, where competencies may now be understood as an interlocking set of knowledge, skills and abilities that may be specified independently of individuals (O'Reilly & Chatman 1986). Mounier (2001) identified “three logics” of such skills: cognitive skills (such as numeracy, research skills and the like); technical skills (required to perform a particular task) and behavioural skills (personal skills associated with performance in a particular context). These concepts are clearly identifiable—albeit packaged slightly differently—in the discussion on skills in National Training Framework (NTF) in the *Report on Element 1 of this Review* (O’Shea & Smith 2011).

Competencies may be specified in-house, or, increasingly, may be available through external sources such as the National Training Framework (NTF). Training Packages issued under the NTF typically include both task-related competencies, and also contextual competencies such as the Employability Skills embedded in the PSP04 Public Sector Training Package (Government Skills Australia 2010). With the growing impact of the NTF on the Australian labour market, market pricing data is also becoming available in formats that support this approach more frequently (see also Lawler & Ledford 1997). A further advantage of this approach in the context of the NTF is the increasing role of the Australian Qualification Framework (AQF) in specifying requirements to the labour market, and consequent transparency of recruitment advertising. The detailed and structured approach to specification of competencies in the Australian VET sector provides further support for this approach in Australia.

From the perspective of Team-based performance, focus on competencies can assist. By identifying all the competencies sought, the competencies required by the team may be sought in combination rather than in a limited number of predetermined mixes (Lawler & Ledford 1997). Focus on competencies thus provides a more scalable and flexible concept than limitation to individual jobs, and can be linked more effectively to organisational competency (Lawler & Ledford 1997).

Concerns have been raised in respect of competency approaches, focused around the following concerns (Markus, Cooper-Thomas & Allpress 2005).

**Is it practical to operationalise and measure competency?** Studies published in the last ten years suggest disagreement can arise between managers, staff and even experts in using operational definitions such as example behaviours .

**Are competencies credible in organisations?** It is suggested that it may be impossible to break down a competency into an exhaustive list of elements, and accordingly they will always be incomplete (Hayes, Rose-Quirie & Allinson 2000).

**Is it possible to resolve the tension between simplicity and relevance?** Generic competency sets are common, yet such universal or generic competencies may be so broad as to be meaningless to stakeholders such as managers and staff, whilst more complex models may be the result of compromises between stakeholder groups and become an administrative burden to boot.

**Is it possible to measure competencies accurately?** With broad definitions the norm, adequacy of observation or measurement criteria is a critical issue. Observation, measurement or evaluation may be more accurate with complex models, but this is not guaranteed.

**How may the competency model be validated?** With competency models establishing normative behaviours it is clearly critical that the organisation ascertain that the specified behaviours are indeed desired.

**Is there a correlation between improved competencies and improved organisational or individual performance?** There is little research supporting this proposition at the level of objective output-based measurement. **And if so, which way does it flow?** Where a correlation is found, it is possible that people may have higher competency levels because they work in a more effective organisation, rather than higher competency levels leading to higher organisational outcomes (Schneider *et al* 2003).

With recruitment and retention of good staff being a key driver of business strategy it will be important to address role-specific and technical competencies, yet most competency models in use do not address these at all. The only demonstrated link between competencies and output performance is through the personality factors of General Mental Ability and Conscientiousness, and the key link between General Mental Ability and job performance is Job Knowledge (Schmidt & Hunter 2004): this further supports the proposition that reliance on generic behavioural repertoires is too limiting and that it is critical to also integrate task competencies. As well, the ACTPS' requirement for Adaptability implies a

requirement for a future focus in determining competencies, yet the retrospective approaches typically used to develop competency models do not support this requirement (Markus, Cooper-Thomas & Allpress 2005). Linkage to external sources and to sources that are focused on future industry developments will therefore be important to support Adaptability.

Where detailed competency analyses are delineated into levels as those available through the NTF in Training Packages are, this is a form of “analytical” approach.

### **Discussion**

There is a case to be made that there is no one objective level of job value in respect of a Position (Arnault *et al* 2001; Heneman 2003). These approaches explicitly recognise that context sensitivity in ranking, and allow it to be understood and taken into account. Market Pricing has a significant history and is a preferred option for the “realist” market advocates such as Lawler (1990; 2000). Other options are more recent. Of these, competency-based approaches in particular are gaining traction (Lawler & Ledford 1997; Zingheim & Schuster 2009) and infrastructure is now there to support them. New Zealand research into private and public sector use of competency models observed a minimum of 5 and a maximum of 12 generic competencies in use, although four public sector organisations also described some unit-specific competency requirements (Markus, Cooper-Thomas & Allpress 2005).

### **FACTOR APPROACHES**

#### **Overview**

These approaches decompose the job into component factors<sup>18</sup>, and then assess them on these various scales. These “analytical” approaches typically revolve around such considerations as skills, effort, responsibilities and work conditions<sup>19</sup>. Factors used most frequently in the US (Prywes 2000, p.197) are:

- Skills required
- Effort required
- Responsibility
- Physical working conditions
- Problem-solving capabilities required
- Necessary knowledge base

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<sup>18</sup> The concept of Compensable Factors is discussed in more detail at Section 8.6.

<sup>19</sup> Particularly systems developed in the United States of America, where these four categories were written into the *Equal Pay Act* of 1963 (Atchison, Belcher & Thomsen 2010), and Canada, where they are specifically mentioned in the *Canadian Human Rights Act RSC 1985 c H-6* (Human Resources and Skills Development Canada 2011).

- Accountability expected
- Visual/mental demands
- Responsibility for material
- Responsibility for the safety of others
- Incidence of health and accident problems
- Manual Skills

### **Factor Analysis**

Each core aspect (“factor”) of the Job is broken down into components, and ranked for each component. The choice of factors will critically impact the comparability of analyses. Jobs may then be compared with each other, factor by factor. A comparison scale of key jobs and their market rates may then be developed against which other Jobs may be compared and ranked. The success of ranking using Factor Analysis is accordingly critically dependent on the correct choice of these ‘key jobs’ and adequate maintenance of their documentation over time. Selection of factors should be customised for the organisation and accordingly the implementation is likely to fit well with the organisation’s culture and activities. However, to enable inter-professional comparisons factors may be chosen to rise to a cross-industry level—which may then lose traction at the level of detail required for meaningful analysis of particular Jobs.

This is a complex approach, requiring significant commitment and training of evaluators in order to be successful. Because Jobs are ranked, rather than quantified, so when one changes, some or all may need to be re-assessed. This is expensive, and means that the approach may be more reliable where the work is not changing.

### **Single Factor Approaches**

A variant on factor approaches is to select a single aspect of the Job to rank positions. Specific aspects suggested include Jaques’ Timespan of Discretion (Jaques 1961), Patterson’s decision-band (Patterson 1972); Charles’ problem-solving (Charles 1971), qualification level, or hierarchical role (eg team leader). Using, for example, Jaques “Timespan”, the longer the time allowed to make a decision and the longer the time a decision is likely to have impact, then the higher the rank.

A key assumption behind all of these approaches is that the selected factor is capable of acting as a surrogate for other factors. Again using Jaques’ “Timespan”

as an example, a machine adjustment by a metal-worker is only likely to impact work on a single workshift; however, the impact of the site engineer's decisions in implementing a production line is likely to last for the entire production run of a particular item. Accordingly in this case the short timespan is indeed a surrogate for the lower ranking of the metal-worker's position. Yet it is not hard to think of examples where this assumption does not hold: in construction, for example, snap judgements made by tradespersons may last the lifetime of the building—a matter of decades. In point of fact Jaques' Timespan model has been shown to be neither reliable nor valid (Gordon 1969).

More generally, the approach has the virtue of simplicity and is as easy to understand as the selected factor. It is also an extremely flexible approach, as the details of the work may change over time provided that the key factor does not change. However, this approach has had limited application outside management roles, and may not adequately measure the value of the Job.

### **Points-Factor Analysis**

Factor Analysis is taken one step further with the allocation of a numeric score (points) to each level at which the factors can be assessed. The factors may also be weighted. Weighting may be established in a variety of way (Bergmann & Scarpello 2001, p.266) including trial and error, structured multivariate procedures such as Analytic Hierarchy Process (Saaty 1980), or by reference to industry data. The weighted or unweighted points are then simply added up to give a quantitative base for ranking positions. This approach overcomes a key limitation of Factor analysis, as if a particular position changes then it may be re-assessed separately from the others.

However, whether in respect of management positions or in respect of blue-collar jobs (Kahya 2006) the rankings of Points-Factor Analysis are highly dependent on weightings. Whilst the weightings of the factors must sum to 100%, all factors may have the same weighting, or each factor may have a different percentage weighting from the others—ranging down to 0% impact (that is, the factor is not present in the position at all). Then, within each weighting, as the level increases the change in weighting may be linear (arithmetic, where the weighting is increased by a fixed amount as the level increases), geometric (where the weighting increases exponentially as the level increases)<sup>20</sup>, or specified (where each level has a different increment from the previous level).

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<sup>20</sup> Geometric progression has been promoted as reflecting more accurately the perception of the relative importance of senior positions, at least since the Hay Group made this a design feature of their system in the middle of the 20<sup>th</sup> century. With remuneration set using this pattern for several generations now, it is not clear whether the existence of the pattern in industrial contexts today reflects anything but the impact of numerous Job Evaluation systems implementing this pattern.

The quantitative presentation of the analysis can accordingly give a spurious air of validity to the result that may not actually be justifiable. Bias in choice of factors or in weightings (amongst other influences) means that not all points-based systems are actually capable of delivering pay equity (Figart 2001; Unison n.d.).

Points-Factor Analysis can be an expensive model to implement, with costs associated with: analysing and assessing the Job by the various factors; maintenance of the descriptions of the factors and their weightings; maintenance of expertise in application of the procedure; quality assurance (eg moderation) and auditing activities. In addition, where the system in use is proprietary, so there will be fees for training of assessors and for continued access to copyright, proprietary or secret data. Once implemented, however, this approach is relatively straightforward to use and understand and can be very reliable and stable.

When Jobs are constantly changing, a structured approach can become unwieldy. One way of managing this risk and also of reducing the costs associated with Points-Factor Analysis approaches is to create benchmarks by evaluating some typical positions rigorously and then "slot" other positions around the level of these benchmarks. Top-level (Executive) positions should be evaluated rigorously, both to ensure equity between these numerically fewer positions, and also to frame adequately the scope within which the benchmarks will be deployed.

Points-Factor Analysis has been deployed in complex environments such as public sector organisations because large numbers of Jobs of very different character may be ranked against each other, and there is considerable flexibility available in their implementation.

However, a study of 16,809 positions (van Sliedregt, Voskuil & Thierry 2001) demonstrated sensitivity to some structural aspects of these systems. The discriminant power of the systems was correlated with: the number of scales; the number of 'anchors' (characteristics); and the weighting of the characteristics. However, even where the systems correlated well on job value score, pay grade classification agreement was significantly lower. The implication here is that where points generated through Points-Function Analysis are used to link to pay bands, the pay rates generated for specific positions may differ depending on the system chosen, with consequent implications for transparency and integrity.

Further, a comparison of rankings made by three different commercially available Points-Factor Analysis systems on 27 real positions inside an organisation (Arnault *et al* 2001) shows some interesting results:

- The 3 systems used different factors;
- All 3 systems ranked the positions in similar order;

- Within that order, the relative positions differed significantly across the 3 systems;
- Only 1 of the 3 systems correlated very closely with actual salary paid.
- The conclusion drawn from some further analysis was that the three different systems do not measure the same trait.

Points-Function Analysis has been further criticised because of implementation problems that include: identifying appropriate factors, assigning values to each, and establishing the degrees within each factor (DeLuca 1993).

What this may be taken to imply is that the class of Points-Function Analysis approaches can reliably offer ranking, but the systems are too sensitive to design considerations for the class as a whole to offer accurate assessment of relativities—which means that the class as a whole does not necessarily offer more than evaluation by Job Classification using Work Level Standards to rank the classes. Note also that for valid comparison between these two classes it is necessary to specify which Points Function Analysis system is contemplated, as the Points-Function Analysis approaches are not interchangeable.

#### *EXAMPLES OF POINTS-FACTOR APPROACHES (I)*

*A number of private sector companies offer job evaluation systems and services<sup>21</sup>. Only two have been selected here, on the basis that they are amongst the most commonly used in Australia, and are used in the public sector in Australia<sup>22 23</sup>.*

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<sup>21</sup> Some other implementations are mentioned over the course of this Section in specific contexts, but are not described in detail: however, they are referenced.

<sup>22</sup> OCR has been endorsed by the NSW Department of Premier and Cabinet for use in the NSW Public Service. Since being taken over by *WM Mercer Pty Ltd*, it is no longer updated or supported, and accordingly NSW agencies are no longer permitted to select this option. (NSW Department of Premier and Cabinet 2011).

<sup>23</sup> Since 1988 the Western Australian Public Sector has used a modified version of a further Points-Factor approach, '*Bipers*', with factors, the weightings, the descriptions and the processes adapted to suit its own requirements. The implementation has not been reviewed since, and accordingly agencies are guided to use the *Bipers* assessment as a tool but to take other information into account (The Office of EEO and The CEO Diversity Forum 2001). The licence for use of *Bipers* in Australia is held by *WM Mercer Pty Ltd*.

*Hay Guide Chart-Profile Method*

The Hay Guide Chart-Profile Method is a Factor-based job evaluation system proprietary to US-based Hay Group. The Method dates back to 1953, and accordingly the Hay Group has many decades of experience in thousands of organisations behind it. It is endorsed for use in the NSW Public Service (NSW Department of Premier and Cabinet 2011). Jobs are analysed into two Job Profiles (Long and Short) using the following factors:

<b>Factor</b>	<b>Notes</b>	<b>Dimension</b>
<b>Know-how</b>	How much knowledge is required for an occupant to perform the requirements of the position, whether theoretical principles or knowledge that can be acquired in the position. Vocational work and professional expertise are considered, and the mix of qualifications and experience required. Additional know how is required when managing staff or operating as an advisor.	Technical Knowledge (procedures and techniques)
		Management Breadth (management skills)
		Human Relations Skills (person-to-person skills)
<b>Problem-solving</b>	How many and varied the challenges of the position are, and how much direction the position receives in carrying out the work	Thinking environment
		Thinking challenge
<b>Accountability</b>	Whether a position is operating within, contributing to or actually responsible for setting policies and procedures; how much freedom there is in a position to deviate from the instruction or practices	Freedom to act
		Impact on results
		Magnitude
<b>Working conditions</b>	Not always used, this comes into play in contexts where hazards, environment, or physical demands are relevant aspects of the job	

**Table 10: Hay System Factors**

Problem-solving and accountability are related to each other through the development of characteristic profiles for typical roles. Key to ensuring integrity of the evaluations is verification against these profiles, as this provides a check on the points assigned from the guide charts additional to the cross-checking between the long and short Job Profiles. So, for example, customer service roles may emphasize accountability over problem solving; policy development and technical assistance roles may emphasize problem solving more than accountability; management functions tend to value both equally.

Each factor is assessed on a scale of gradations—generally 8, but the number can vary depending on the organisation. After Job Evaluation in terms of the factors, dimensions and gradation, job scores for the three factors can simply be read from the Charts. The Charts are not market-based, but are non-linear.

The Hay Group claims that the system may be used across all types of Jobs. There is a “Suggested Code of Practice for Ensuring Equal Pay for Work of Equal Value” embedded in Hay Group’s *Job Evaluation Manual* (quoted in Standards Australia Committee MB-020—Gender-inclusive Job Evaluation and Grading 2011, p.45-46).

### *Mercer*

Originally known as the Cullen Egen Dell Job Evaluation System (CEDS), the Mercer CED Job Evaluation System (JES) is used in both private and public sectors in Australia. It is endorsed by the NSW Department of Premier and Cabinet for use in the NSW Public Service (NSW Department of Premier and Cabinet 2011); it is used for all positions in the Northern Territory (excluding those in the Physical stream which are subject to Work Level Standards documented in relevant Awards) and Queensland Public Services, and for the Executive level of the Western Australian Public Service and of the ACTPS.

In this Points-Factor System, there are three groups of attributes of the position:

- Expertise (inputs such as skills and knowledge)
- Judgement (focused on the work process) and
- Accountability (focused on outputs and outcomes)

All Jobs are evaluated by a panel, generally of 2-4 people : this will typically take around one hour. The assessment is then subject to review by a Moderation Panel. There is considerable scope for flexibility in designing the overall workflow from initiation to finalisation<sup>24</sup> but given the minimum requirement to document the Position in a form suitable for the scheme, validate the documentation, undertake the evaluation and moderate it, the overall Evaluation process typically may take days to weeks to complete end-to-end.

The Evaluation is undertaken on the basis of detailed information provided in respect of each of the sub-factors described in the following Table:

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<sup>24</sup> See, for example, the differences between the practice at University of Southern Queensland (*Job Evaluation – Classification and Reclassification* 2010) and in the NT Government (Office of the Commissioner for Public Employment 2008)

Factor	Sub-Factor	Description
<p><b>Expertise</b>  <i>The Expertise factor measures the requirements of the position for education, training and work experience, the diversity of individual tasks as well as interpersonal skills. The Expertise factor consists of three subfactors: knowledge and experience, breadth and interpersonal skills.</i></p>	<p>Knowledge and Experience</p>	<p>This subfactor measures the education, training, skills, knowledge and work experience requirements of a position. It is not concerned with what the incumbent of the position's additional qualifications may be. For example, a position may require knowledge of how to operate a chainsaw and ride on mower - that the position incumbent has a degree in horticulture is quite irrelevant. What the position requires, as opposed to what the incumbent has, may be quite different. The position is rated according to the skills, knowledge and experience required by the position and does not necessarily reflect the training and experience of the current job holder.</p>
	<p>Breadth</p>	<p>This aspect of expertise measures the diversity of tasks, activities and functions performed by the position, as well as the scale of operations managed by the position. It considers not only the breadth of knowledge requirements for the position, but also the impact of various environmental influences on the position. Such influences may include geographic considerations or the variety and nature of products/services and suppliers/clients. The breadth subfactor also considers the need to integrate diverse or related activities. It is this factor which responds most to organisational hierarchy. The higher up the hierarchy, the wider the range of functions typically performed.</p>
	<p>Interpersonal Skills</p>	<p>This subfactor measures the position's requirements for skill in managing people through communication, influence, persuasion, counselling, motivation and negotiation. It is not a measure of the amount of interpersonal skills possessed by any incumbent, but rather is concerned with the people management skills required to achieve the position objectives. A position requiring little contact with people outside the work area would have a lower rating, whereas a position required to lead staff and to convince and motivate others in the achievement of difficult and sometimes conflicting objectives would rate higher.</p>
<p><b>Judgement</b>  <i>The Judgement factor evaluates the reasoning components of a job, focusing on the task definition and complexity, the constraints within which employees need to resolve problems and other thinking challenges of the position.</i></p>	<p>Job Environment</p>	<p>Job environment identifies the extent, clarity and completeness of objectives, guidelines, systems and policies as well as the nature and variety of tasks, steps, processes, methods or activities in the work performed. It measures the degree to which a position holder must vary the work and develop new techniques.</p>
	<p>Reasoning</p>	<p>This facet of judgement focuses on the requirements of the position for reasoning, analysis, interpretation, evaluation and creativity. Its emphasis is on the need for analysing and solving problems. Position requirements range from situations where tasks are simple, repetitive and closely supervised to situations where complex problem resolution is a frequent requirement.</p>
<p><b>Accountability</b>  <i>This factor evaluates the nature of the position's authority and involvement in managing the organisation's resources. It includes the influence of the position's advice and accountability for results of decisions</i></p>	<p>Impact</p>	<p>This subfactor is measured in terms of the resources for which the position is primarily held accountable or the impact made by the policy advice or service given. It may be measured in monetary terms or on a policy / advice significance scale.</p>
	<p>Independence and Influence</p>	<p>This subfactor focuses on the position's level of accountability and independence in the commitment of resources, provision of advice or delivery of services. It measures the degree of freedom of the position in it being able to design or deliver the required service/product or information. It also contains an examination of the extent to which the position is able to influence the quality and outcomes of the service/product/information to a client.</p>
	<p>Involvement</p>	<p>The involvement subfactor is concerned with the nature of the position's accountability for the management of, or influence over, organisation resources and services. It measures the extent to which the position is partly or wholly accountable for the provision of complete and accurate service. For example, one consideration might be whether the position has accountability for a particular resource/service fully delegated to it or shared with other positions. The service could be provided to the position's supervisor, others in the organisation or to external customers/clients.</p>

**Figure 3: Factors and Sub-Factors used in Mercer CED Job Evaluation System**

Mercer has further developed its approach into a web-based implementation, “International Position Evaluation” (IPE) (Mercer Human Resource Consulting 2005; Ericsson, J 2008), which is particularly designed to address multi-national organisations as well as localised organisations. This is based on 5 factors, with 2 or 3 modifiers each:

<b>Factor</b>	<b>Sub-factor</b>
Impact	Impact
	Contribution
	Organisation
Communication	Communication
	Frame
Innovation	Innovation
	Complexity
Knowledge	Knowledge
	Teams
	Breadth
Risk <i>Optional, where a risk of mental or physical danger exists</i>	Risk
	Environment

**Figure 4: Factors making up Mercer's IPE system**

Work Points are allocated for each sub-factor or modifier. Thus for the IPE systems there is a set of degrees with a corresponding points weighting set; the appropriate degree level is selected for the factor and modifier, and the corresponding points value for the degree is selected. The points are then totalled to give a ranking for the Position. Alternatively, a decision-tree approach may be used instead or as well in respect of different Jobs, determining the results through a series of hierarchically ordered questions.

To speed up assessment, positions may be compared to profiles of typical positions (“benchmarks”), with the position only being referred for complete evaluation if the difference from the profile exceeds some locally set factor—for example, in the NT, 15% (Office of the Commissioner for Public Employment n.d.), and in Queensland, 30%.

The Work Points Score is then translated to a band on the pay structure, exemplified by the following example drawn from the Department of Education & Training in Queensland (*Points to Classification Banding Table 2007*):

375	419	Stream 3/SL/1
420	464	Stream 3/SL/2
465	514	Stream 3/SL/3
515	569	Stream 3/SL/4
570	634	Stream 3/SL/5
635	704	Stream 3/SL/6
705	775	Stream 3/SL/7

**Figure 5: Example of Work Point Score to Classification Level translation**

The Work Points may then be used further as the basis for remuneration studies and comparisons. Ranges of Points are clustered into IPE Classes, which are the basis for Mercer’s ongoing international compensation survey.

Critical to ranking is the weighting of the Work Points: the basis of which is proprietary to Mercer.

Mercer claim 99% reproducibility in assessments, indicating that a high level of reliability is achievable with appropriately trained assessors. When the NT implementation was reviewed in 1995-96, after five years in operation, no evidence was found of “classification creep” (Office of the Commissioner for Public Employment 2008), suggesting that reliability can remain high over time.

*EXAMPLES OF POINTS-FACTOR APPROACHES (II)*

*Points Factor systems dominate in the public sector in the UK, possibly in response to some specific case law in that country (refer Annexe G: ) The following pages discuss five different Points-Factor Systems are used in a variety of public sector contexts there.*

## NJC

The National Joint Council (NJC) Job Evaluation Scheme was developed jointly with trade unions on principles of equality, transparency, openness and joint working (Unison n.d.). In the local government arena the NJC scheme is the most commonly used scheme in the UK outside the London area (LGE 2006, p.4). There is a computer application supporting this scheme available (LGE 2008).

Factors have a 5% minimum weighting, to ensure that significant features are fairly recognised. Each factor is defined as having different levels intended to reflect increasing steps in demands of the job task and responsibilities. The levels are equidistant, with 6 points between each. The maximum number of levels is 8, but some factors are measured on a shorter scale, as low as 5. (Unison n.d.).

It is based on 13 factors (Bolton Council n.d.):

### **Knowledge and Skills**

- **Knowledge:** covers all technical, specialist, procedural and organisational knowledge required for the job, including numeracy and literacy; knowledge of equipment and machinery; and knowledge of concepts, ideas, other cultures or languages, theories, techniques, policies, procedures and practices. It takes into account the breadth, diversity and range of knowledge, and the depth and complexity of the understanding required.
- **Mental skills:** includes analytical, problem solving and judgmental skills. It also includes creative and developmental skills, whether related to design, handling of people or development of policies and procedures; and planning and strategic skills. It takes into account requirements to gather, collate and analyse the facts needed to solve problems; and also requirements for imaginative thinking.
- **Interpersonal and communication skills:** measures the interpersonal and communication skills required for the job. It includes oral, linguistic sign and written communication skills. The emphasis of the factor is on the purpose to which the interpersonal and communication skills are put (for example, training, promoting, obtaining information from others, interviewing, gaining the co-operation of others, team working, advising, motivating, persuading, counselling, conciliating, negotiating, meeting the needs of others). The factor covers the complexity or contentiousness of the subject matter to be conveyed, and any requirements to exercise confidentiality or sensitivity. It takes into account the nature, diversity, cultural background and size of the intended audiences.
- **Physical skills:** This factor measures the physical skills required for the job. It covers manual and finger dexterity, hand-eye co-ordination, co-ordination of

limbs, and sensory coordination. It takes into account the purpose to which the skills are put and demands arising from the need to achieve specified standards of speed and precision. Keyboard skills, driving skills, and requirements to operate machinery would be included here.

### **Effort Demands**

- **Initiative and independence:** takes into account the nature and level of supervision of the jobholder; the level and degree of direction and guidance provided by policies, precedents, procedures and regulations; and any requirements to organise or quality check own work.
- **Physical demands:** measures the type, amount, continuity and frequency of the physical effort required by the Job. It covers stamina as well as strength. It takes into account all forms of bodily effort, for example, that required for standing and walking, lifting and carrying, pulling and pushing. It also includes the physical demands involved in working in awkward positions, for example, bending, crouching, stretching; for sitting, standing or working in a constrained position; and for maintaining the required pace of work.
- **Mental demands:** takes into account features that may make concentration more difficult, for example, repetitive work, interruptions or the need to switch between varied tasks or activities; and other forms of work related pressure, for instance, arising from conflicting work demands. It also takes into account the responsiveness required of the jobholder.
- **Emotional demands:** occur when the people with whom the job holder has contact cause the employee to feel distressed. For example whether customers are angry, difficult, upset or unwell; or whether their circumstances are such as to cause stress to the jobholder, for example, if the people concerned are terminally ill, very frail, at risk of abuse, homeless or disadvantaged in some other way. This factor measures the nature and frequency of the emotional demands on the jobholder arising from contact with clients.

### **Responsibility Factors**

*With these factors generally only one of the four would be applied, and the Job Analysis would determine which one is the main or primary responsibility. Only in a few exceptional situations would more than one be applied.*

- **Responsibility for people:** the responsibility of the jobholder for the physical, mental, social, economic and environmental well-being of clients or client groups. The emphasis of the factor is on the nature and extent of the direct impact on the well-being of individuals or groups. These responsibilities

could be exercised through, for example, providing advice and guidance, implementing or enforcing regulations or developing and implementing services.

- **Responsibility for supervision/direction/co-ordination of employees:** This factor measures the direct responsibility of the jobholder for the supervision, co-ordination or management of employees, or others in an equivalent position. It includes work planning and allocation; checking and evaluating the work of others; and training, development and guidance. It also includes responsibility for personnel functions for those for whom the jobholder has a formal supervisory responsibility, such as recruitment, discipline, appraisal; and planning, organising and long-term development of human resources. The emphasis of the factor is on the nature of the responsibility, rather than the precise numbers of employees supervised, co-ordinated or managed. It takes into account the extent to which other employees contribute to the overall responsibility.
- **Responsibility for financial resources:** This factor measures the direct responsibility of the jobholder for financial resources, including cash, vouchers, cheques, debits and credits, invoices, budgets and income. It takes into account the nature of the responsibility, for example, correctness and accuracy; safekeeping, confidentiality and security; deployment and degree of direct control; budgetary and business planning responsibilities; planning, organising and long term development of the financial resources. It also takes into account the degree to which other employees contribute to the overall responsibility and the value of the financial resources.
- **Responsibility for physical resources:** This factor measures the direct responsibility of the jobholder for physical resources, including manual or computerised information; data and records; office and other equipment; tools and instruments; vehicles; plant and machinery; land, construction works, buildings and fittings and fixtures; personal possessions; and goods, produce stocks and supplies. It takes into account the nature of the responsibility, for example, safekeeping, confidentiality and security; deployment and degree of direct control, maintenance and repair; ordering, purchasing and replacement authority; planning, organising and long term development of the physical resources. It also takes into account the degree to which other employees contribute to the overall responsibility, the frequency with which the responsibility is exercised and the value of the physical resources.

## Environmental Demands

- **Working Conditions:** This factor measures exposure to disagreeable, unpleasant, uncomfortable or hazardous working conditions arising from the environment or from work with people. It covers the frequency, duration and nature of conditions, such as dust, dirt, temperature extremes and variations, humidity, noise, vibration, fumes and smells, human or animal waste, steam, smoke, grease or oil, inclement weather, lack of privacy or isolation, and the risk of illness or injury arising from exposure to diseases, toxic substances, machinery or work locations. It also covers abuse, aggression and risk of injury from people. The factor measures those aspects of the working environment that are unavoidable and integral to the job. Health and safety regulations and requirements are assumed to be met but the requirement to wear protective clothing may create disagreeable or uncomfortable conditions. The emphasis of this factor is on the degree of unpleasantness or discomfort caused. This takes into account the frequency, intensity and duration of exposure to particular conditions; and the additional effect of variations or combinations of conditions.

GLPC

Greater London Provincial Council (GLPC) has developed a Job Evaluation scheme (Unison n.d.) based on the previous GLEA and GLWA schemes. It was intended to cover all jobs in the London boroughs that would otherwise have been covered by the NJC scheme, but to deal with local circumstances such as London-specific living expenses as well. However, it is now used by a significant number of other local government authorities in the UK (*The GLPC Job Evaluation Scheme* n.d.)

It is paired with a pay scale that deals with the relationship between evaluation points and pay, and as well is accompanied by a code of good practice and a procedural framework to support effective implementation. There are 2 separate computer applications supporting it. (*The GLPC Job Evaluation Scheme* n.d.)

The GLPC scheme has 7 or 11 factors (depending how they are counted), outlined in the following Table (*GLPC Job Evaluation Scheme – summary of factors* n.d.). The factors are weighted, with the lowest weightings set to 2.5%. There are equal step values between levels except at level 1. (Unison n.d.).

Factor	Sub-factor	Description	No. of Levels
<b>Supervision / Management of People</b>		Assesses the scope of managerial duties and the nature of any work supervised. Will account for flexible working patterns, deputising, the number of staff supervised and their geographical dispersal.	7
<b>Creativity and Innovation</b>		Measures the extent to which the work requires innovative and imaginative responses to issues and in the resolution of problems, also assesses the impact of guidelines on this aspect on the position.	7
<b>Contacts and Relationships</b>		Examines the content and environment of contacts required as part of the job; and measures their range and outcome.	8
<b>Decisions – discretion</b>	<b>Discretion</b>	Identifies the freedom to act and the controls in place that constrain options.	6
	<b>Consequences</b>	Measures the outcome of decisions by effect, range and timescale.	5
<b>Resources</b>		Assesses the personal and identifiable responsibility for resources.	5
<b>Work Environment</b>	<b>Work Demands</b>	Considers the relationship between work programmes, goals, deadlines and the subsequent management of priorities.	5
	<b>Physical Demands</b>	Identifies a range of postures and demands of a physical nature.	4
	<b>Working Conditions</b>	Examines the typical elements encountered with working inside and outside.	4
	<b>Work Context</b>	Examines the potential health & safety risks to employees carrying out their duties.	4
<b>Knowledge and Skills</b>		Assesses the depth and breadth of knowledge and skills required.	8

**Table 11: GLPC Job Evaluation Factors**

## JEGS

The Civil Service Job Evaluation and Grading Scheme (JEGS) and Job Evaluation for Senior Posts (JESP) are the two principle Job Evaluation systems in use in the UK civil service (excluding the health and higher education sectors). JEGS is a computer-based system<sup>25</sup> used to evaluate roles at all grades below Senior Civil Service (SCS) roles, including administrative, technical and professional or specialist roles. The core factors used in JEGS are:

- **Knowledge and skills:** the experience, education and training required to provide the knowledge and skills needed to perform a job competently.
- **Contacts and communications:** the contacts and communications that the post has to have with people working both within the organisation and in other organisations. It assesses the level of contact, frequency and purpose. It includes all types of oral and written communication, including by electronic means.
- **Problem-solving:** This factor measures the thinking skills required to tackle and solve the problems and issues that arise in the job. It includes analysis, judgment, initiative and organisational thought as well as the size and scale, depth and breadth of the problems and the involvement of other people in their solution. This factor is assessed in terms of a) fact-finding and analysis, and b) originality and creativity.
- **Decision-making:** Considered in terms of their breadth, complexity, content and significance, here the decision-making aspects of the job are looked at from two perspectives: a) where the decision is made by the position-holder; b) the extent to which the position-holder informs, advises or influences others in the course of their decisions.
- **Autonomy:** the freedom of action allowed in the role, whether required to follow clearly defined procedures, or operate within broad parameters.
- **Management of resources:** covering, Financial and Resource responsibilities; Leadership and Team Work; and the Nature of the management role.
- **Impact:** Positive or negative impacts the position has on the performance and achievement of the organisation's outcomes, whether long-term or short-term.

The JEGS system has "been tested to ensure that it does not have any inherent bias" (Cabinet Office 2007, p.3).

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<sup>25</sup> Towers Perrin owns the intellectual property on the software. (Cabinet Office 2007).

The *Job Evaluation Good Practice Guide* recommends that implementation of JEGS be accompanied by “some in-house grade guidance to inform non-contentious grading judgments, to maintain the relativities between grades/bands and help maintain grading standards” (Cabinet Office 2007, p 4). There is one private sector company endorsed to evaluate positions using JEGS and to provide training (Job Evaluation JEGS & JESP 2007).

NHS

As part of the *Agenda for Change* package discussed earlier, the National Health Service in the UK developed and implemented a Job Evaluation system (The NHS Staff Council Job Evaluation Group 2010). It is based on the 16 factors described in the Table on the following page.

There are descriptions of the different levels at which these factors may be recognised. The maximum number of levels is 8, but some factors are measured on a shorter scale, as indicated in the next Table. Weighting of the factors to recognise the levels is governed by a series of agreed principles:

- *“Groups of similar factors should have equal weights.*
- *Weighting for each factor should be of sufficient size to be meaningful so that all individual factors add value to the factor plan.*
- *There was recognition that the NHS was a knowledge based organisation, justifying a higher weighting to knowledge than other factors.*
- *Jobs would score at least one on each factor.*
- *There was recognition that differentiation worked best when scores were stretched, which could be achieved through a non-linear approach to scoring. This can be achieved by increasing the step size the higher the factor level”.*

*(The NHS Staff Council Job Evaluation Group 2010, p.69)*

The following Table (The NHS Staff Council Job Evaluation Group 2010, p.71) outlines the factors and their values at various levels.

	<b>Factor</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>
1	Communication and relationship skills	5	12	21	32	45	60		
2	Knowledge, training and experience	16	36	60	88	120	156	196	240
3	Analytical skills	6	15	27	42	60			
4	Planning and organisation skills	6	15	27	42	60			
5	Physical skills	6	15	27	42	60			
6	Responsibility–patient/client care	4	9	15	22	30	39	49	60
7	Responsibility–policy and service	5	12	21	32	45	60		
8	Responsibility–finance and physical	5	12	21	32	45	60		
9	Responsibility–staff / HR / leadership / training	5	12	21	32	45	60		
10	Responsibility–information resources	4	9	16	24	34	46	60	
11	Responsibility–research and development	5	12	21	32	45	60		
12	Freedom to act	5	12	21	32	45	60		
13	Physical effort	3	7	12	18	25			
14	Mental effort	3	7	12	18	25			
15	Emotional effort	5	11	18	25				
16	Working conditions	3	7	12	18	25			

**Table 12: NHS Job Evaluation weighting scheme Scoring Chart**

1. **Communication and relationship skills** This factor measures the skills required to communicate, establish and maintain relationships and gain the cooperation of others. It takes account of the skills required to motivate, negotiate, persuade, make presentations, train others, empathise, communicate unpleasant news sensitively and provide counselling and reassurance. It also takes account of difficulties involved in exercising these skills.
2. **Knowledge, training and experience** This factor measures all the forms of knowledge required to fulfill the job responsibilities satisfactorily. This includes theoretical and practical knowledge; professional, specialist or technical knowledge; and knowledge of the policies, practices and procedures associated with the job. It takes account of the educational level normally expected as well as the equivalent level of knowledge gained without undertaking a formal course of study; and the practical experience required to fulfil the job responsibilities satisfactorily.
3. **Analytical and judgemental skills** This factor measures the analytical and judgemental skills required to fulfil the job responsibilities satisfactorily. It takes account of requirements for analytical skills to diagnose a problem or illness and understand complex situations or information; and judgemental skills to formulate solutions and recommend/decide on the best course of action/treatment.
4. **Planning and organisational skills** This factor measures the planning and organisational skills required to fulfil the job responsibilities satisfactorily. It takes account of the skills required for activities such as planning or organising clinical or non-clinical services, departments, rotas, meetings, conferences and for strategic planning. It also takes account of the complexity and degree of uncertainty involved in these activities.
5. **Physical skills** This factor measures the physical skills required to fulfil the job duties. It takes into account hand-eye co-ordination, sensory skills (sight, hearing, touch, taste, smell), dexterity, manipulation, requirements for speed and accuracy, keyboard and driving skills.
6. **Responsibility–patient/client care** This factor measures responsibilities for patient/client care, treatment and therapy. It takes account of the nature of the responsibility and the level of the jobholder’s involvement in the provision of care or treatment to patients/clients, including the degree to which the responsibility is shared with others. It also takes account of the responsibility to maintain records of care/treatment/advice/tests.
7. **Responsibility–policy and service** This factor measures the responsibilities of the job for development and implementation of policy and/or services. It takes account of the nature of the responsibility and the extent and level of the jobholder’s contribution to the relevant decision making process, for instance, making recommendations to decision makers. It also takes account of whether the relevant policies or services relate to a function, department, division, directorate, the whole trust or employing organisation, or wider than this; and the degree to which the responsibility is shared with others.
8. **Responsibility–finance and physical** This factor measures the responsibilities of the job for financial resources (including cash, vouchers, cheques, debits and credits, invoice payment, budgets, revenues, income generation); and physical assets (including clinical, office and other equipment; tools and instruments; vehicles, plant and machinery; premises, fittings and fixtures; personal possessions of patients/clients or others; goods, produce, stocks and supplies).

9. **Responsibility–staff / HR / leadership / training** This factor measures the responsibilities of the job for management, supervision, co-ordination, teaching, training and development of employees, students/trainees and others in an equivalent position. It includes work planning and allocation; checking and evaluating work; undertaking clinical supervision; identifying training needs; developing and/or implementing training programmes; teaching staff, students or trainees; and continuing professional development (CPD). It also includes responsibility for such personnel functions as recruitment, discipline, appraisal and career development and the long term development of human resources. The emphasis is on the nature of the responsibility, rather than the precise numbers of those supervised, co-ordinated, trained or developed.
10. **Responsibility–information resources** This factor measures specific responsibilities of the job for information resources (eg computerised; paper based, microfiche) and information systems (both hardware and software eg medical records). It takes account of the nature of the responsibility (security; processing and generating information; creation, updating and maintenance of information databases or systems) and the degree to which it is shared with others. It assumes that all information encountered in the NHS is confidential.
11. **Responsibility–research and development** This factor measures the responsibilities of the job for informal and formal clinical or nonclinical research and development (R & D) activities underpinned by appropriate methodology and documentation, including formal testing or evaluation of drugs, or clinical or non-clinical equipment. It takes into account the nature of the responsibility (initiation, implementation, oversight of research and development activities), whether it is an integral part of the work or research for personal development purposes, and the degree to which it is shared with others.
12. **Freedom to act** This factor measures the extent to which the jobholder is required to be accountable for their own actions and those of others, to use own initiative and act independently; and the discretion given to the jobholder to take action. It takes account of any restrictions on the jobholder’s freedom to act imposed by, for example, supervisory control; instructions, procedures, practices and policies; professional, technical or occupational codes of practice or other ethical guidelines; the nature or system in which the job operates; the position of the job within the organisation; and the existence of any statutory responsibility for service provision.
13. **Physical effort** This factor measures the nature, level, frequency and duration of the physical effort (sustained effort at a similar level or sudden explosive effort) required for the job. It takes account of any circumstances that may affect the degree of effort required, such as working in an awkward position or confined space.
14. **Mental effort** This factor measures the nature, level, frequency and duration of the mental effort required for the job (eg concentration, responding to unpredictable work patterns, interruptions and the need to meet deadlines).
15. **Emotional effort** This factor measures the nature, level, frequency and duration demands of the emotional effort required to undertake clinical or non-clinical duties that are generally considered to be distressing and/or emotionally demanding.
16. **Working conditions** This factor measures the nature, level, frequency and duration of demands arising from inevitably adverse environmental conditions (such as inclement weather, extreme heat/cold, smells, noise, and fumes) and hazards, which are unavoidable (even with the strictest health and safety controls), such as road traffic accidents, spills of harmful chemicals, aggressive behaviour of patients, clients, relatives, carers.

**Table 13:NHS Job Evaluation Factors**

The following Table (The NHS Staff Council Job Evaluation Group 2010, p.73) outlines the relationship between total weighted points scores for Jobs and the pay spine band to which it will translate.

Job Evaluation Band	Weighted Points Range
1	0–160
2	161–215
3	216–270
4	271–325
5	326–395
6	396–465
7	466–539
8a	540–584
8b	585–629
8c	630–674
8d	675–720
9	721–765

**Table 14: NHS Job Evaluation Work Point Score to Classification Level**

To assist in smooth running, efficiency and quality management of the scheme, a series of quality-assured Job Profiles have been developed, describing and evaluating 'generic', standard or common Job types (Buchan & Evans 2008). They are not intended to be used as Job Descriptions for recruitment or organisational planning purposes. In effect they provide a series of benchmarks against which actual Jobs may be matched detail by detail (The NHS Staff Council Job Evaluation Group 2010, p.75). The outcome of the matching processes could be (The NHS Staff Council Job Evaluation Group 2010, p.82-83):

- A "perfect match", in which case the points score for the actual job will match that of the Profile;
- Most factors match but there are some variations, in which case there may be a match to the same Band; or
- There are significant areas where there is "No Match", in which case the Job may be matched to any appropriate different profiles, may be locally evaluated, or may be subjected to a hybrid matching/evaluation procedure under some circumstances (The NHS Staff Council Job Evaluation Group 2010, p.89).

As documented at Annexe G: , this system has been found not to be affected by sex discrimination—at least within the meaning of the relevant UK law.

HERA

Higher Education Role Analysis (HERA) is a specialised points-based system developed for the Higher Education sector in the UK (*Higher Education Role Analysis 2011*). In the example shown below, drawn from the University of Cambridge, (*Higher Education Role Analysis 2009*), each of the fourteen elements of HERA is weighted as a percentage of the total for the fourteen elements and each element has a maximum score in direct proportion to that percentage. The scheme weightings were developed in consultation with a sample of staff from the Higher Education sector to identify the relative importance of each of the elements.

Element	Weight	
<b>Communication</b>	This element covers communication through written, electronic or visual means and oral communication, formally and informally. This may include the need to convey basic factual information clearly and accurately conveying information in the most appropriate format, and explaining complex or detailed and specialist information.	8%
<b>Teamwork and Motivation</b>	This element covers team work and team leadership when working in both internal and external teams. This may include the need to contribute as an active member of the team, motivating others in the team, and providing leadership and direction for the team.	7%
<b>Liaison and Networking</b>	This element covers liaising with others both within and outside the University and creating networks of useful contacts. This may include passing on information promptly to colleagues, ensuring mutual exchange of information, influencing development's through one's contacts, and building an external reputation.	6.5%
<b>Service Delivery</b>	This element covers the provision of help and assistance to a high standard of service to students, visitors, members of staff and other users of the University. This may include reacting to requests for information or advice, actively offering or promoting the services of the institution to others, and setting the overall standards of service offered.	7%
<b>Decision Making Processes and Outcomes</b>	This element covers the impact of decisions within the institution and externally. This may include decisions which impact on one's own work or team, decisions which impact across the University, and decisions which could have significant impact in the longer term within or outside the University.	7%
<b>Planning and Organising Resources</b>	This element covers organising, prioritising and planning time and resources, be they human, physical or financial. This may include planning and organising one's own work, planning work for others on day to day tasks or on projects, carrying out operational planning, and planning for coming years.	7%
<b>Initiative and Problem Solving</b>	This element covers identifying or developing options and selecting solutions to problems which occur in the role. This may include	8%

Element		Weight
	using the initiative to select from available options, resolving problems where an immediate solution may not be apparent, dealing with complex problems, and anticipating problems which could have major repercussions.	
<b>Analysis and Research</b>	This element covers investigating issues, analysing information and carrying out research. This may include following standard procedures to gather and analyse data, identifying and designing appropriate methods of research, collating and analysing a range of data from different sources, and establishing new methods or models for research, setting the context for research.	7%
<b>Sensory and Physical Demands</b>	This element covers the sensory and physical aspects of the role required to complete tasks. This may include physical effort, co-ordination and dexterity, applying skilled techniques and co-ordinating sensory information, and high levels of dexterity where precision or accuracy is essential.	5%
<b>Work Environment</b>	This element covers the impact the working environment has on the individual and their ability to respond to and control that environment safely. This may include such things as the temperature, noise or fumes, the work position and working in an outdoor environment.	6.5%
<b>Pastoral Care and Welfare</b>	This element covers the welfare and well being of students and staff within the institution in both formal and informal situations. This may include the need to be aware of the support services available, giving supportive advice and guidance, and counselling others on specific issues.	6%
<b>Team Development</b>	This element covers the development of the skills and knowledge of others in the work team. This may include the induction of new colleagues, coaching and appraising any individuals who are supervised, mentored or managed by the role holder, and giving guidance or advice to one's peers or supervisor on specific aspects of work.	7%
<b>Teaching Training and Learning Support</b>	This element covers the development of the skills and knowledge of students and others who are not part of the work team. This may include providing instruction to students or others when they are first using a particular service or working in a particular area, carrying out standard training and the assessment and teaching of students.	9.5%
<b>Knowledge and Experience</b>	This element covers the relevant knowledge needed to carry out the role, however acquired, whether this is technical, professional or specialist. This may include the need for sufficient experience to carry out basic, day to day responsibilities, the need for a breadth or depth of experience to act as a point of reference for others, and the need to act as a leading authority in one's field or discipline.	8%

**Table 15: HERA elements and weightings**

## **Discussion**

Factor-based approaches include some of the oldest Job Evaluation approaches (Figart 2001). They are more or less transparent because the basis for analysis is explicit. Breaking the Job down into a series of factors by which to analyse and grade it reduces the likelihood of overlooking some critical aspect of the Job, whereas assessing the “whole job” can lead to some aspects or factors being overlooked. However, as discussed in more detail later in the context of gender bias, factor approaches are not fail-safe in this regard. Furthermore, ranking is highly sensitive to weighting of factors.

### **7.3.3 Conclusions**

With no one ‘best’ Job Evaluation scheme available (Heneman 2003, p.57), choices must be made.

#### **WHAT ARE THE MOST APPROPRIATE OPTIONS?**

From the foregoing discussion it becomes clear that some of the many approaches available are stronger than others for particular situations. It has already been established in the *Report* for Element 1 of this Review that the ACTPS requires consistency, adaptability, validity, and integrity as well as support for attraction and retention strategies and RED policy. The following Table discusses the various approaches in terms of key weaknesses and strengths in order to clearly eliminate those that are obviously less suitable and identify for further consideration the strongest options within each category.

Approach	Key Weakness	Key Strength	Comment
Job Ranking	Simplicity		For a large and diverse workforce such as the ACTPS this approach may be able to support differences in ranking, but is less able to ensure equity in ranking across vocational streams.
Paired Ranking	Simplicity		For a large and diverse workforce such as the ACTPS this approach may be able to support differences in ranking, but is tedious to apply rigorously and not transparent in ranking across vocational streams.
Benchmark Pairing	Adaptability		Benchmark pairing in effect requires that every type of job be identified and evaluated to provide the reference points for comparison. Changes in Work Roles require development of new benchmarks.
Job Classification		Reliability	Demonstrated to be a reliable approach.
Work Level Analysis		Reliability	Demonstrated to be reliable, and the ACT has considerable experience in its use.
Market Pricing	Equity		Does not always address the need for internal equity well, and can perpetuate inequities in respect of gender and minority groups. Not suitable where market data is not available or of poor quality.
Points	Simplicity		It is suited only to narrowly scoped situations, and accordingly is not appropriate for diverse workforce such as the ACTPS.
Fuzzy Logic	Immature		New and unproven, but may have a place in future refinements of Job Evaluation strategy.
Competency comparison		Mobility Adaptability Transparency	Public domain reference material(eg: NTF-endorsed Training Packages) is independent of local bias, is maintained at no cost to the ACTPS, and positions ACTPS positions in terms of the broader national labour market. This approach may provide the strongest support for RED equity.
Factor Analysis			Less reliable in this class than Points-Factor Analysis.
Points-Factor Analysis		Reliability	Demonstrated to be a reliable approach, and widely used across the public sector in Australia.
Single Factor Analysis	Validity		SFA has been demonstrated to be invalid in some cases, and in general rests on an assumption of validity rather than being demonstrably valid.

**Table 16: Comparison of Job Evaluation approaches**

The following three approaches stand out for further discussion:

- *Work Level Analysis*. An Ordinal ranking approach, using Work Level Standards that address the requirements factor by factor as a basis for Job Classification. It has been used in the public sector in Australia for many decades, including in the ACTPS, and the ACTPS has significant experience in using it. Accordingly this is in effect the 'do nothing' option, which should be included in any assessment of options for change. However, this approach rates inclusion in the 'short-list' independent of that, as it is a reliable approach with a sound track record. Work Level Analysis as practised in the ACTPS to date has been based on the practices of the APS: that is, it is based on internally established classifications. The Work Level Standards are public documents and accordingly address the issue of transparency. They form ordinal scales and accordingly may be used to rank positions unambiguously. The approach has a track record of reliability, and can be effective in establishing internal relativities, therefore addressing the concern for internal job equity. However, this approach does not always translate easily to the external labour market.
- *Competency-oriented assessment*. A Contextual approach, and more recently developed than some other approaches, this option is probably the strongest in terms of addressing equity issues and assisting with recruitment policy. The significant maturation of Australia's National Training Framework over the last 2 decades means that there is now strong infrastructure to support this approach. Both functional competencies and employability skills are addressed by Training Packages in Australia. Competency-based Evaluation can assist with addressing weaknesses in Ordinal approaches. By redefining standards in terms of externally established standards, a key weakness of Ordinal approaches is overcome—that is, the lack of connection with the external labour market. The NTF provides nationally understood competency levels that are documented in national Training Packages and accordingly address the requirement for transparency. With the AQF to give structure this can be effective in establishing relativities. Given that the Training Packages are established and managed by Industry Skills Councils (ISC) as part of the NTF, these standards can position the ACTPS on the national labour market. Importantly, the ISCs are tasked with ongoing maintenance of the Training Packages: accordingly reference to these materials will be updated regularly in the light of industry change<sup>26</sup> thus addressing the requirement for Adaptability.

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<sup>26</sup> The standard cycle for review of a Training Package is 5 years. Other elements of the NTF are also reviewed and updated in the light of industry experience and ongoing research.

- *Points-Factor Analysis*. A Factor approach, this is one of the oldest approaches<sup>27</sup> and has a history of reliability<sup>28</sup>. It is widely used across the public sector in Australia and New Zealand<sup>29</sup>, and the ACTPS has some experience in its use in respect of its Executive staff. Points-Factor Analysis has a track record of reproduce-ability and can be effective in establishing internal relativities. However, if purchased from private sector companies these approaches can suffer from a key shortcoming, namely transparency. This is because, whilst the factors are understood, the weightings may not be, and accordingly the ranking that emerges from these approaches is only partially understood. In addition, the choice of factors is proprietary, which may add to the lack of transparency. Whilst these approaches may assist in establishing internal equity for international organisations (such as multi-national firms, universities seeking to position themselves in an international labour market, inter-governmental organisations and the like), these considerations do not apply in general to the ACTPS. Furthermore, there are reasonable concerns that these approaches may tend to be more applicable in some vocational areas such as management functions, and can tend to institutionalise gender and minority biases. Given the market dominance of a couple of commercial players in this arena, particularly for managerial roles, there is a risk that these systems become self-referential. Further, the documented (Arnault et al 2001) sensitivity of relativities with these systems foreshadows a requirement for significant re-calibration if changing system and no necessary improvement in practical application over Work Level Analysis.

#### **ONE APPROACH OR MULTIPLE APPROACHES?**

Multiple approaches may be used in different contexts within an organisation (Bergmann & Scorpello 2001), such as different functional groups (clerical, management, professional, technical, etc), or different divisions of an organisation operating in different industries. Local government practice in the UK shows a range of scenarios: some implemented GLPC or HJC for lower grades and Hay for higher grades; although the majority had only one of these three systems for all grades, one small Council had all three (Wright 2011 p.164). In New Zealand, the University of Otago has implemented PriceWaterhouse for general staff, Hay for management (*Job Evaluation – Human Resources – University of Otago n.d.*). Indeed, in its recent *Review of the Senior*

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<sup>27</sup> Implementation of the concepts embodied in this approach date back to 1925 (Atchison, Belcher & Thomsen 2010).

<sup>28</sup> On the other hand, there is little research comparing approaches independently of the associated Job Analysis. Taking these two factors together, it may be that some of the reputation of Point-Function Analysis for robustness is in respect of replacing a situation of no structured approach at all to Job Analysis and Evaluation, particularly in the early years.

<sup>29</sup> Other than Mercer and Hay discussed herein, commercial offerings include PriceWaterhouse' Job Evaluation system, Towers Watson (a 2010 amalgamation of Towers Perrin and Watson Wyatt), and—used in some local councils in New Zealand—Strategic Pay's *SP5* and *SP10* systems (Strategic Pay 2009).

*Executive Service* for the Australian Public Service Commission, PriceWaterhouse recommended supplementing the existing Job Evaluation system for SES positions with a “a simple methodology for evaluating SES roles against the Work Level Standards” (Beale 2011, p.9).

Whilst using multiple approaches can ensure sound comparison of job content (Livernash 1957), multiple schemes can be costly to implement and support. As well, there can be problems with ensuring equivalence across the various contexts. This problem can be addressed to some extent by:

- having a common set of compensable factors that run across all Jobs, together with a set of unique factors with functional specificity; and/or
- evaluating some positions with all the schemes, to assess and check their equivalence at the interface between application of the schemes.

Assessment of the impact of the new Salary Spine and associated structures in the local government sector in the UK confirms this latter point in particular (Wright 2011, p.167). The NSW Pay Equity Inquiry found similarly (New South Wales Industrial Relations Commission 1998, p.494). Earlier discussion relevant here focused on the inter-system inconsistencies between multiple systems based on a single approach, namely Points-Factor Analysis systems<sup>30</sup>. The problem will only be compounded where multiple approaches co-exist.

One specific option that warrants further contemplation is the use of Market Pricing in combination with another approach such as Work Level Analysis or Points-Factor Analysis. (*Market Pricing Versus Job Evaluation: Why Not Both?* 2010). It is based on the premise that the internal value of Jobs relative to other Jobs in the organisation will be very similar to the external value of similar Jobs in the labour market relative to other external Jobs. What this implies is that market pricing could be used for ranking of the majority of Jobs, and that the expense of detailed Evaluation need be incurred only in respect of those Jobs that are key to organisational strategy or are emergent with few market equivalents. However, where equity and transparency are major considerations this approach will be unsuitable in direct proportion to the degree to which Market Pricing is used.

Further, where gender or minority equity is a significant outcome, any single plan may be more effective in addressing the need for all positions to be perceived to be treated equivalently.

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<sup>30</sup> It is worth further note that, despite owning the intellectual property for both Bipers and Mercer CED, the *Mercer* organisation does not consolidate data from the Western Australian public service with data from other jurisdictions for its annual survey, because of incompatibilities between the two systems (Mercer 2011, p.3), Clearly design considerations can cause inconsistencies, and could lead to vendor lock-in with some proprietary systems, even where there are no issues of intellectual property rights to resolve.

From all this it follows that, whilst the ACTPS is committed to using the Mercer CED Points-Factor Analysis system in respect of its Executive staff, one or more other approaches may be used in respect of other staff. However, if any other system is implemented, then it would be appropriate to support equivalence by implementing either or both of the measures noted above.

### **WHAT ABOUT RELIABILITY?**

Whether selecting one or more approaches, reliability<sup>31</sup> is a key factor required to address the needs of the ACTPS for Consistency and Integrity. Points-Factor approaches are reliable as a class (Heneman 2003). Points-Factor Analysis and Job Classification have been reported to be amongst the more reliable approaches (Cunningham & Graham 1993), more reliable than Factor Comparison or Ranking approaches. That said, most research on reliability has focused on Points-Factor systems in particular, with little research comparing the various approaches. In addition, whilst Points totals may be reliable in Points-Factor approaches, the totals of individual factors are less reliable, particularly for factors relating to responsibility, effort and working conditions (Heneman 2003). The limited research into skills and competency-based approaches in the UK and US is generally positive, with some qualifications (Zingheim *et al* 1996; Armstrong & Brown 1998; Murray & Gerhart 1998).

### **MANAGING JOB EVALUATION**

What is clear is that reliability may be improved by preliminary documentation and analysis of Jobs, appropriate training of evaluators, careful choice of benchmarks and adequate definition of factors (to eliminate overlap and consequent risk of 'double-counting' of factors). Accordingly, evaluation should be a centralised function, to ensure consistency across the ACTPS in application.

That said, 'heavy-duty' instruments and approaches may not deliver intrinsically more reliable results. Weighting by subject matter experts can be as reliable as statistical and market-based weightings, and a limited number of evaluators (Doverspike *et al* 1983), of factors (Gerhart & Milkovich 1992), or of items for each factor (Lawshe Jr & Farbo 1949) may be as effective as more.

Banks (2003) has proposed that Job Evaluation is subject to the same errors that have been documented in respect of Performance Appraisal (halo/horn effect, sequencing error, stereotyping, favouritism, contrast error, and frame of reference error), and there is evidence published over the period 1998-2001 supporting this proposition (Gilbert 2005).

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<sup>31</sup> Reliability is defined here in terms of similarity of rankings by different evaluators.

Just as there is an ongoing maintenance function associated with the pay structure, so is there ongoing work associated with the evaluation process.

- Job descriptions must be accurate, detailed, consistent, and reviewed regularly (frequently enough that the description remains aligned with the actual attributes of the Job);
- Scales, level descriptions, benchmarks and weightings must also be reviewed for relevance and accuracy;
- Factors must be rigorously defined for mutual exclusivity;
- To support rigorous Job Analysis, assessors must be trained and their competency maintained (Heneman 2003, p. 61);
- Quality assurance processes must be developed and supported (the implementations discussed earlier—whether based on Mercer CED, Hay, NHS, JEGS, HERA—all included quality assurance on evaluations as an integral part of the process)
- Careful deployment of automated systems can improve reliability of evaluations (Heneman 2003, p. 61).
- All aspects of the evaluation process must be monitored to ensure consistency and identify anomalies (Atchison, Belcher & Thomsen 2010)
- Staff and managers must be kept informed and educated, to ensure acceptance and smooth running of evaluations (Atchison, Belcher & Thomsen 2010)

### **HOW IMPORTANT IS JOB ANALYSIS?**

Crucially, reliability is critically dependent on the accuracy of the Job Definition and Analysis undertaken prior to Job Evaluation for all approaches, because Job Definition and Analysis provides the raw material for every single one. The NHS Job Evaluation Scheme clearly recognises this:

*“[T]he most common source of inconsistency in local matching and evaluation is inadequate or inaccurate job information”*

*(The NHS Staff Council Job Evaluation Group 2010, p.97)*

Consistent documentation across all relevant elements is critical. Partial, uninformed or aspirational responses will compromise both reliability and validity.

Aggregating Jobs into groups for evaluation is difficult and compromises reliability (Heneman 2003).

Interviews, surveys and—perhaps most commonly—questionnaires are used to document Job content. Regardless of the method chosen, it is important (Kahya 2006): to measure all the elements of the job or jobs, to present the levels for each characteristic in ascending order, to be clear and understandable, and to be compatible with any automated job description systems in use. In respect of surveys, both reliability and validity are impacted by profile of the respondees (Stetz *et al* 2008). Reliability is negatively impacted by a low response rate, which suggests that defining a small sample and taking steps to achieve a 100% response rate may be both cheaper and more effective than undertaking large surveys. Validity may be impacted in a non-linear way by non-random responses, which provides further support for that strategy. Validity is also directly related to education level, job performance and job rank/grade of respondees (Stetz *et al* 2008), which further supports the case for rigorous quality assurance to ensure consistently accurate descriptions.

Job Definition and Analysis is best undertaken in light of detailed job knowledge. This implies that Job Definition and Analysis may appropriately be carried out at a local level. However, to ensure consistency across the ACTPS, a moderation process will be necessary. The moderation process should be managed centrally.

If a Competency-based approach is contemplated then it is necessary to clarify whether the competencies documented in the Job Definition and Analysis describe typical performance (Dreyfus & Dreyfus 1986)—as is the intention behind the Australian NTF—or superior performance (as described in other literature in this area, eg Spencer and Spencer (1993)).

#### **SUPPORT OF RED OUTCOMES**

The degree to which Job Evaluation approaches can reduce gender, racial or other bias in wage rates is unclear. Some research suggesting success, other research fails to find bias (Gilbert 2005, Atchison, Belcher & Thomsen 2010, Wright 2011). At least two studies (Benson & Hornsby 1988; Welbourne & Trevor 2000) have found that influences including threat, blocking, flattery and departmental power have been deployed by evaluators, suggesting a further source of bias. In a major case study of a Canadian provincial government, movement from a Classification system to a Points-Factor system appears to have institutionalised gender inequities (Quaid 1993) and more recently Gilbert (2005) has found that in some cases job evaluation has acted as a barrier or weapon against those making equal pay claims. On the other hand, in a controlled trial it was found that 'job gender'<sup>32</sup> did not impact the pay rates assigned directly to positions (Rynes, Weber, &

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<sup>32</sup> That is, whether the job was traditionally associated with males (eg: plumbing) or females (eg: nursing). This USA trial studied 406 compensation professionals allocating pay rates to a set of real jobs that covered both scenarios.

Milkovich 1989), suggesting that some Job Evaluation systems may have an impact in maintaining Gender Pay Gap (GPS).

When planning for a fair and non-discriminatory Job Evaluation scheme for the NHS in the UK in the 1990s, the working group tested a number of schemes against a set of criteria and determined that whilst some were better than others, none met all criteria; subsequently a series of 6 'off-the-shelf' Job Evaluation schemes delivered significant differences in the resulting rank orders of a specified list of job (The NHS Staff Council Job Evaluation Group 2010). Just as for the Mercer System there has been significant criticism in the past that the Hay Method is biased towards traditionally male-dominated management values (Steinburg 1992), and further concerns have been raised more recently (Unison n.d.). A critical problem here stems from the already discussed sensitivity of evaluations to the approach and internal structural parameters of the system, including the selection and the weighting of factors (Gilbert 2005). Problems stemming from deployment of multiple systems across multiple industries and multiple employers have not been considered in detail (Wright 2011, p.164), but can only increase the possibility of inconsistent results.

In larger organisations some bias may be able to be reduced at least in part through the use of statistical analyses (Doverspike & Barrett 1984). On the other hand, it has been pointed out that reliance on statistical techniques might bring risk of re-incorporating historical discrimination (Unison n.d.).

An approach to assessing the Emotional Demands of work—aspects that are typically undervalued in situations of gender bias in particular—has been developed and tested in the US. (Steinberg & Figart 1999), and some Points-Factor systems in use (NJC, for example) take this into account. More recently, and in respect of gender equity in particular, a team lead by Dr Anne Junor of the University of New South Wales has developed a tool to complement other instruments. Known as Spotlight, the tool focuses specifically on the types of skills that are often overlooked, especially in human services work and in jobs in the lower levels of organisational hierarchies. The following Table outlines the skills the tool identifies and analyses (Junor, Hampson & Smith 2008).

Skill Sets and Elements	Breadth or depth of skill required for increasing levels of participation, based on -				
	1. Familiarisation: Shared capability building'	2 Automatic fluency	3 Proficient problem-solving	4 Creative solution sharing	5 Expert system shaping
	<i>Participate as a novice, by building proficiency through observation, practice, talk and reflection</i>	<i>Participate as a practiced performer, independently and automatically applying learning.</i>	<i>Carry on automatically with operations already learned, whilst focusing at the same time on solving problems.'</i>	<i>Participate as an experienced problem-solver to create new solutions.</i>	<i>Help embed practical knowledge or innovation in an ongoing work system</i>
<b>A. Awareness shaping skills:</b> <b>Capacity to -</b> A1 Grasp the significance of work contexts and situations A2 Monitor your own and others' reactions and awareness levels A3 Assess and adjust impacts of your own or workgroup actions	Learn your job contexts, demands and impacts	Automatically monitor the work situation, and evaluate its impacts	Monitor contexts and impacts whilst focusing on solving problems	Share situational awareness and new solutions in workplace	Understand systems and your positioning and capacity for influence within them
<b>B. Interaction and relationship shaping skills:</b> <b>Capacity to-</b> B1 Set and maintain your boundaries B2 Use non-verbal and verbal communication adaptively B3 Help shape others' behaviour B4 Negotiate within & across authority lines B5 Use intercultural competence	Learn to gain cooperation by enacting your role with assurance	Adroitly negotiate boundaries and perspectives	Manage challenging communication issues whilst solving practical or relational problems	Contribute imaginatively to shaping roles, communications, and intercultural understandings	Make consistent use of coalitions or communication systems to change environment or culture
<b>C. Coordinating skills:</b> <b>Capacity to -</b> C1 Prioritise, switch, sequence your activities C2 Keep track; follow up; collectively interweave activities C3 Maintain, rebalance or restore workflow; overcome obstacles	Learn how to focus, sequence and link work activities, minimising disruption and imbalance	Smoothly link up tasks, and interweave your contribution with those of others	Through anticipation and readjustment, rectify emerging problems whilst maintaining workflow	Use informal approaches to streamline work processes and overcome setbacks	Develop systems for juggling organisational demands sustainably

**Table 17: Taxonomy Of Hidden Work Process Skills**

New Zealand (*The Gender-Inclusive Job Evaluation Standard* n.d.) has developed a Gender-inclusive Job Evaluation Standard (P8007/2006), which provides information and recommendations on procedures to support and promote gender equity in job evaluation. The Standard has been formally approved by the Standards Council in New Zealand and can be purchased from *Standards New Zealand*. That Standard suggests that, consistent with other recommendations discussed herein, gender bias is less likely to occur when:

- participants are trained in job evaluation
- there is transparency when designing and planning job evaluation projects
- there is good communication throughout the project
- the job evaluation system measures the characteristics of all the jobs
- processes and results are carefully documented, and
- there is ongoing monitoring and evaluation of outcomes by gender.

Standards Australia is also developing a standard to address job definition, analysis, evaluation and grading (Standards Australia Committee MB-020—Gender-inclusive Job Evaluation and Grading 2011), and released a draft for comment during 2011<sup>33</sup>. The Draft focuses on practices to reduce bias in selection, implementation and governance of the Job Evaluation process, and provides some advice on reducing bias in Job Description and Analysis. It recommends “analytical” approaches<sup>34</sup>, but clearly encompasses both methods using Points-Factors and methods using Work Level Standards in this term.

In summary, there are three influences to consider here:

- the ACTPS’ requirement for integrity ;
- stakeholder concern about bias;
- legislative or standards-based constraints that may be implemented in the none-too-distant future.

Accordingly it is suggested that a conservative approach may be prudent: *assume that bias may occur and plan the implementation to mitigate this risk.*

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<sup>33</sup> The closing date for comment was 19 September 2011.

<sup>34</sup> Refer to Annexe G: for some possible background.

### **7.3.4 Implications for Design**

#### **PRIMARY IMPLICATIONS**

No matter which Job Evaluation approach is accepted, rigorous Job Definition and Analysis is a necessary precursor, and must be supported adequately. To ensure most accurate analysis it is best undertaken locally, but must be also subject to centrally co-ordinated quality assurance to ensure consistency across the ACTPS.

On balance, the most cost-effective way forward for the ACTPS would appear to be to continue to capitalise on its understanding and experience in Work Level Analysis-based Evaluation, but to reframe it in terms of a series of Compensable Factors and link it to the work levels and competency definitions framed in the National Training Framework. Adopting such an approach to Job Evaluation can allow the ACTPS to draw on the strengths of multiple approaches. This can deliver on the ACTPS's requirements for Consistency, Adaptability and Integrity, and as well can assist in addressing the national labour market in which the ACTPS competes.

Bands on the Shared Salary Spine may be defined in terms of the Compensable Factors.

Market data may be used in the first instance to establish the salary levels.

Performance and ongoing development of the skills and knowledge of individuals in positions may be managed on the basis of linkage to the Training Package(s) relevant to the position.

Ongoing maintenance of the Salary Spine, the factor-based Work Level Standards, linkages to elements of the NTF (competencies, employability skills, and the like), Job Description standards, and other necessary documentation must be supported on a centralised basis to ensure ongoing consistency and integrity.

No matter what approaches are adopted, implementation and maintenance costs must be adequately funded.

#### **COMMUNITY IMPLICATIONS—GENDER NEUTRALITY**

It is already clear that meeting the proposed Australian Standard on Gender-neutral Job Evaluation will require use of textually or numerically defined factors that may be measured at ordinal, interval or ratio levels. This requirement will be met through developing Work Level Standards and Competency Profiles as required by the Workplan for this Review. Definition of Compensable Factors for each of the bands of the Shared Salary Spine and linkage to AQF Qualification Levels and Performance Levels is in this context consistent with this requirement.

Looking ahead, promulgation of the proposed Australian Standard on Gender-neutral Job Evaluation should be monitored to ensure the ACTPS implementation meets the Standard.

### **SECONDARY IMPLICATIONS**

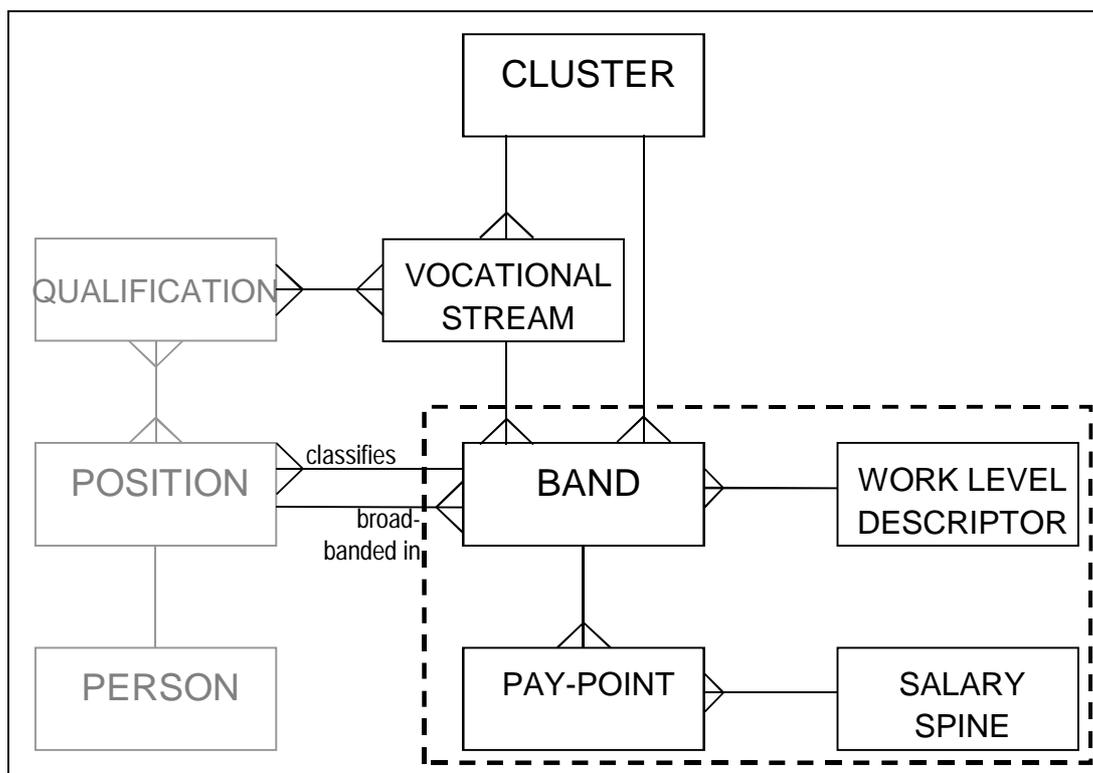
Soundly implemented, Job Documentation and Analysis can provide a necessary precursor to Job Evaluation. It can also provide secondary benefits such as input into ongoing program performance evaluation (Jenkins & Curtin 2006). Other inputs to the selected Job Evaluation process such as Competency standards may also be employed in a variety of other contexts, including on and off-the job development and performance assessment. Using qualifications and other aspects of the National Training Framework as the basis of Job Evaluation, and then using these standards as the basis for recruitment can only enhance integrity and consistency in recruitment. However, Job Evaluation *per se* can only evaluate a job or Position: Job Evaluation can not:

- Assess a Person's suitability for employment
- Measure a Person's performance
- Determine pay rate
- Measure workload
- Determine Capacity requirements
- Assess labour market forces.

## 8 CLASSIFICATION & CAPABILITY

### 8.1 INTRODUCTION

The following diagram illustrates some key items from the Review's workplan, contextualised with some other items which would interact in practice (some relationships are omitted for clarity). The specifications of qualifications, positions and persons (indicated in grey type) are out of scope for this Review, but are shown in order to contextualise the items that are drawn from the workplan. The dashed line marks off the scope of Element 3: these items are discussed in more detail in this Section. Other items from this diagram were discussed in more detail in Elements 1.



**Figure 6: Overview of proposed vocational structures**

### 8.2 OUTLINE OF PROPOSALS

Under the work plan for Element 3, we are required to:

- Review and understand “existing ACTPS competency profiles and work level standards”, and
- Report on and recommend “any changes to competency profiles and work level standards that would be required under the recommended single salary spine model.”

The material available to us includes:

- Work level standards published on the CMCD website
- Work level standards for Health Professionals in 2004
- The competency profiles developed in 2005 by Ms Cherrie Hawke of Torque Holdings Pty Ltd (Torque Holdings Pty Ltd 2005)
- Draft work level standards developed by the then Chief Minister's Department, incorporating the competency profiles developed by Ms Hawke and associated employability skills

We have also examined the Public Service Training Package (PSP04 GSA 2010) and reviewed relevant sections in Chapter 6 of the *Hawke Report (Governing the City State 2011)*.

For reasons that we expand on below, we are recommending that:

- The competency profiles developed by Torque Holdings in 2005 be adopted as the basis of a default framework for competency development and identification of qualifications required for work at various levels of the new 11-band classification structure. This framework will have particular applicability to employment categories that do not already have an established qualification or competency framework, such as Administrative Service Officers and Senior Officers.
- As an adjunct to the proposed default competency framework, the employer adopt the national employability skills framework for specifying performance levels for generic work skills in such fields as communication, teamwork, and problem solving.
- Work level standards that address the nature and degree of accountability and responsibility expected to be exercised at each level in the new classification structure will complement existing national competency standards, the proposed default framework, and the employability skills framework.

For the purpose of classifying positions in the new 11-band classification structure, we propose that these materials and others will form a suite of Work Level Indicators (WLIs). WLIs will include:

- A Qualification and Entry Standard (QES) that replaces most of the current content of Divisions 3.10.2 and 3.10.3 of the Public Service Management Standards (PSM) 2006. The QES will update the PSMs to establish the basic rules for entry to and advancement within the classification and shared salary spine for:
  - trainees, apprentices and cadets, and
  - new entrants to a variety of occupations.
- Work Level Standards (WLSs) that describe the responsibilities and accountabilities required at each level of the new 11-Band classification structure and guidance material to the use of the WLSs.
- The national training packages issued by Industry Skills Councils, including employability skills.
- A Minimum Competency Framework (MCF) that will establish the lowest level of competency and associated employability skills required at various points in the classification system, especially for categories of employee where no mandatory qualifications have previously applied (and in particular, ASOs and Senior Officers).  
The Qualification Standard and provisions of awards and enterprise agreements that already provide a higher standard will prevail over the MCF.

### 8.3 QUALIFICATIONS

There is an important distinction to be drawn between:

- the minimum educational requirements for entry to an occupation, and
- the job-specific requirements that are entailed in the performance of specific roles within the workplace.

The first answers the question: “What level and kind of educational preparation (or equivalent alternative) is required to commence employment in a particular occupation?” This question should be answered in the same way for every level of the occupation. That is, there will be an absolute standard for entry to the occupation. The term “mandatory” has often been used to describe these qualifications. However, in our *Report on Element 1* (O’Shea & Smith 2011), we proposed that the term “mandatory” would in future only apply to externally determined qualification requirements over which the employer has no control.

The qualification level associated with an occupation has been one of the factors taken into account when fixing entry level salaries. Taking a broad view of Australian industrial cases going back over decades, it is not difficult to discern an

established principle that the starting salary for a person emerging from, say, a six year medical program will be higher than that of a person graduating from a short Certificate II program in the VET sector.

Occupations evolve over time. Changes to the level of educational preparation are often designed or intended to support the emergence of higher standards of service and performance in an occupation, based on the emergence of new technology and knowledge. Important examples in the last two to three decades include: information technology officers, registered nurses, dental therapists, medical laboratory scientists, podiatrists, physiotherapists, and radiographers. In each of these cases, professional preparation has moved into the university sector. Entry level salaries have also increased as each profession has made the transition. Similar dynamics can be expected to operate for other vocations in the future.

However, this says nothing about what ought to be the classification structure or pay levels for higher grades in the occupation, nor the relationship between the classification structures and pay levels of other occupations. A good example of this is the work value equivalence that was established between PO 2, TO 4, ITO 2, ASO 6 and GSO 10 in the APS SEP Case of 1989-90.

Above entry level, actual job content becomes more important to work value and wage levels than entry level qualifications. Work at higher levels in a classification structure will vary in one or more of the following ways:

- work becomes more complex, or broader in scope,
- it may become more emotionally, mentally or intellectually taxing,
- more specialised work is available, that requires more profound expertise in a particular field,
- close supervision will fall away and the employee will be expected to work more independently,
- responsibility and accountability for inputs, processes and outcomes will increase, and
- authority and status within the organisation and amongst peers will increase.

Acknowledging that these changes take place, it becomes apparent that while an employee's entry level qualification is foundational, it will decrease in importance as they progress in their career. The performance of specific roles in the

workplace will require the employee to acquire and demonstrate new knowledge, skills and experience. Alternatively, the employer will look to recruit employees who have these attributes.

Provided that mandatory requirements for occupational entry have been met, all other aspects of knowledge, skills and experience are a matter of choice on the employer's part.

In some cases, the consequences for the employer under an award or agreement may be the same, whether the qualification is externally mandated or internally determined. For example, the Health Professional classification structure encompasses both regulated and unregulated health professionals, but the pay outcome for a graduate from a 4-year degree program will be the same whether the profession is regulated or not (e.g. physiotherapy vs. social work). The lack of a practical distinction in this case masks two different circumstances.

This does not remove the obligation on the employer to make careful decisions about what qualifications are required to adequately perform a particular work role. There are substantial risks involved in service delivery organisations failing to follow general standards of safety and quality, integrity and performance (whether explicitly mandated or not).

The initial recruitment of a suitably qualified employee is only the first of many decisions involving career choice and deployment of staff. Every further decision from that point on involves choices being made on the employee's or the employer's part as to how their career will develop within the scope of the work roles the organisation offers.

In making a choice about which (non-mandatory) qualifications may be required or desirable for the performance of a particular work role, the employer is specifying only one factor that has a bearing on work value. Qualifications alone do not determine work value – a much wider range of factors must be taken into account when deciding the classification level of a job. Put another way, qualifications required to fulfill specific job roles above the entry level for an occupation do not constitute a useful basis for ranking jobs. A much wider range of factors must be taken into account to accurately classify a job.

Three principles emerge from this discussion:

1. Whenever there is a choice available to the employer between different classes of qualification, then it is possible to cast the net wider when seeking to fill a position, whether internally or externally.

2. Within broad boundaries, a decision to require an employee to possess a particular qualification to perform a specific job role will not strictly determine classification and salary. The realities of the labour market prevent an employer from setting classification and pay at levels lower than those likely to attract well-qualified applicants.
3. As we have indicated elsewhere, careful job analysis is required for accurate job evaluation.

#### **8.4 QUALIFICATION AND ENTRY STANDARD**

The function of the proposed QES will not depart in a material way from the existing scheme. Its main elements will be:

- Eligibility for entry to each of the various training grade – i.e. traineeships, apprenticeships, cadetships and new graduate entry.
- Training arrangements.
- Transition from a training grade to an entry grade position.
- Salary scale on appointment to entry grade positions.
- Salary barrier provisions.
- Accelerated salary advancement provisions.

However, it is intended that the proposed QES will be much simpler than the current provisions. It will, for example, specify the cross-Cluster, multi discipline professional entry broadband featured elsewhere in this report.

#### **8.5 CLASSIFICATION AND COMPETENCY PROFILES**

We have examined the outcomes of a consultancy undertaken for the then Chief Minister's Department by Torque Holdings in the period 2005-2007 (Torque Holdings Pty Ltd 2005). The Torque study sought to identify generic competencies in use in all vocational streams across the ACTPS. The starting point was the existing classification structure. The general method was to first identify and record which core competencies from PSP04 Public Sector Training Package were required at each level, and to then identify and record specialist competencies from PSP04 and/or national training packages relevant to specific vocational streams. Agencies were closely involved in validating the core, and were trained to employ similar methods of analysis to identify specialist competencies.

The resulting catalogue of core competencies (documented at Annexe J: ) signposts the core competencies required for ASOs and Senior Officers and closely allied occupational groups very strongly. The further away from the ASO

and Senior Officer stream an occupation lies, the less relevant are the PSP04 core competencies, and the competencies found in other national training packages naturally become much more useful for specifying the competency profile for a job.

It would appear that some ACT public sector agencies took this work a step further, and revised job requirements to embed a competency orientation. However, the uptake across the ACTPS was not uniform. We do not wish to disturb the work that has already been undertaken by these agencies. We intend that the approach outlined in this report will make it easier for other agencies to adopt the same competency orientation.

The extraordinary diversity of the ACTPS workforce suggests to us that a similarly diverse competency model is warranted. Numerically and operationally, occupations that require the exercise of competencies from PSP04 are an important segment of the ACTPS workforce, but the relevance of their competency model to the building and engineering trades or the community and health services sector is limited.

The existence of other important nodes of related occupational categories, demonstrating affinities at the practical level of work organisation and the more abstract level of competencies, was an important reason why we recommended that the workforce would be better organised within four broad Career Clusters. The alternatives are to conceive of the public service workforce as:

- a monolith only manageable at the highest level of abstraction, or
- a highly complex system of distinct occupations.

Various stakeholders bring one or another of these world views to discussing workforce issues. The reality is that the workforce needs to be managed at both of these levels, and at every level in between.

The Torque consultancy did not go so far as to draw conclusions on how many levels of work were required to organise the ACTPS workforce. To the extent that every classification could be linked back to the ASO and Senior Officer structures through shared PSP04 core competencies, it was suggested that only 9 classification levels – corresponding to the six ASO plus three Senior Officer levels – were all that would be required for this task. We discuss why we have adopted 11 levels elsewhere in this *Report*.

## 8.6 WORK LEVEL STANDARDS

### 8.6.1 Background

The recognition of national competency standards as a basis for describing work in the ACTPS and the Torque consultancy were important developments. In many respects, these developments foreshadowed the conclusions we reached in our Element 1 report about the relevance and significance of the national competency system.

However, competency-based descriptions of jobs are not sufficient to fully describe job content. They do not provide enough evidence to make a decision about work value, or the alignment of existing classifications to the new 11-band classification structure. Job content is also important.

Job content includes specific circumstances and objective facts that are independent of the competencies and other attributes that the job occupant may require/possess to undertake the work. Job content includes such factors as:

- programs, objectives and plans,
- dimensions and impact of tasks, activities, functions, projects and programs,
- delegated authority, and constraints on the exercise of that authority,
- knowledge of specific work practices, procedures, policies, and laws,
- specific interactions with stakeholders,
- working conditions.

At a fundamental level, some of these requirements are set out in legislation. For example, subsection 7(e) of the Public Sector Management Act requires that:

*“there shall be a clear and explicit delineation of the responsibilities and accountabilities of public employees, administrative units and territory instrumentalities”*

This “explicit delineation” is achieved in many ways – delegations, job descriptions, policy statements and written procedures – but there is a role for WLSs to describe in general terms.

The Public Sector Management Standards 2006 (section 83) require that:

*“Positions must be classified with reference to the applicable work level standards.”*

There is no provision that specifies what constitutes an “applicable” WLS. There is no specification in the Act or the Standards of what ought to be the form or content of WLSs. There is, therefore, considerable freedom available to the ACTPS to establish WLSs that best meet present and future needs.

Work level standards are available on the CMCD website for the following in-scope classifications:

- Administrative Service Officers and Senior Officers
- Custodial Officers
- Dentists
- Disability Service Officers
- General Service Officers (and Health Service Officers)
- Information Technology Officers
- Legal
- Professional Officers (also found in the CPSU Award)
- Public Affairs Officers
- Rangers
- Technical Officers
- Veterinary Officers

These WLSs arose from agreements reached between the parties to the APS SEP Case 1989-1990. They were not formally tabled in that case, and only one of them appears in an award. They were originally incorporated into the Public Sector Management Standards, although they were removed from the Standards following a review conducted during 1997-98. Nevertheless, they would be recognised by most stakeholders as representing industrial custom and practice.

The WLSs for Health Professionals are contained in the ACT Health Review of Health Professionals 2004. Those of Health Care Assistants were published in 2010. WLSs for casual staff at the Canberra Theatre Centre are set out in the Cultural Facilities Corporation enterprise agreement.

There are no WLSs for the following classifications (and arguably, positions classified in these occupations are in doubt, because there have not been “classified with reference to the applicable work level standards.”):

- Prosecutors
- Paralegals

- Custodial Officers
- Capital Linen Service staff
- Work Cover Officers
- Radiation Therapists
- Medical Physicists
- Clinical Coders
- Trust Officers

To understand the work of these categories, we have examined typical/generic job descriptions and competency profiles provided by agencies earlier this year.

The better-written WLSs usually include:

- The context for the work
- What supervision, direction or guidance is given to others
- What supervision, direction or guidance is received
- The breadth of the work
- The complexity of the work
- The impact of the work

To the extent that any of these documents specify qualifications and competencies, we suggest that these are better dealt with separately via the QES, by direct reference to competencies and qualifications contained in national training packages, the MCF, etc. But all other elements listed above ought to be reflected in the new WLSs.

We have the advantage of having access to draft WLSs for Professional Officers, Health Professionals, Technical Officers, GSOs, HSOs and ASOs/SOs from 2007 that incorporate the Torque competency profiles and corresponding employability skills. While we understand what was intended in compiling these documents, we consider that:

- It is certainly appropriate for agencies to rely on independent standards for the purpose of defining the competencies required to perform the work they have. However, these standards are readily available from their original sources in their most up to date form.

- The incorporation of national competencies and employability skills into WLSs is a duplication of effort and creates a significant maintenance requirement that the ACTPS does not have the resources to support.
- The competencies specified are the competencies that were identified in 2005. Including these specific competencies in WLSs will have the effect of freezing work requirements at the 2005 stage of development.
- Since PSP04 was used as the “touch stone” competency reference for the Torque consultancy, the 2007 draft WLSs depend on this training package to a substantial extent. WLSs in this form would have the effect of standardising competencies around PSP04, without giving appropriate recognition to equally valid and more directly relevant standards from other national training packages.

On that basis, we have decided that we will not follow the model for WLSs adopted in 2007. The WLSs we prepare will focus on job content rather than competencies, qualifications and employability skills.

### **8.6.2 Proposed Approach**

#### **GENERAL PRINCIPLES**

Work Levels Standards (WLSs) define the nature and level of responsibility, accountability and authority found at each level of the classification structure.

The WLSs also provide guidance on how to classify positions in relation to:

- the context within which the duties of the position are to be performed,
- general levels of skill and knowledge required to competently perform the duties of the position,
- in appropriate cases, unusual environmental demands.

WLSs do **not** specify occupational competencies.

- Occupational competencies are contained in the relevant national training package or, in the case of the professions, by the relevant professional accreditation council.

WLSs do **not** describe the detailed tasks to be performed or the kind of person who might be best suited to the job.

- Job descriptions and selection criteria will be written and maintained by agencies, on the basis of:
  - the work that must actually be performed,

- the agency's assessment of what kind of person would be best suited to do that work.

WLSs do **not** specify mandatory qualifications for entry to an occupation. These requirements differ quite widely from one occupation to the next, and are also subject to change by professional bodies, government agencies, registration boards, etc.

- It is proposed that a PSM Standard that addresses these needs will be separately maintained by CMCD.

Finally, WLSs do **not** deal with entry -level training arrangements.

- It is proposed that the rules governing trainees, apprentices and cadets – which may include specifying their classification and how they move from one classification to the next – will be maintained separately as a PSM Standard by CMCD. For this reason, the classification decision is automatic.

There are numerous aspects of a classification structure that are not related to the level of knowledge, skills (including underlying skills such as inter-personal skills) and qualifications required. These include:

- Level of judgement and reasoning required;
- Difficulty of decisions;
- Authority and accountability for management and deployment of resources;
- Impact of decisions or recommendations;
- Diversity of functions;
- Complexity of environment;
- Extent of supervision required to be performed;
- Extent of interlinkage with others;
- Extent of direction provided, including defined processes and methods, guidelines and policies;
- Performance level expected.

Traditional APS and ACTPS job evaluation has involved detailed, but very general analysis, followed by the identification of “the highest function regularly performed” as the basis for making the classification decision. To our mind, this approach:

- discards a great deal of relevant information, and
- arbitrarily defines a single criterion against which a job evaluation decision will be made on a post hoc basis.

We proposed that this approach be replaced by a new approach that takes into account a predefined set of criteria—the ‘compensable factors’.

### **WHAT ARE COMPENSABLE FACTORS?**

Compensable Factors (DeLuca 1993) are factors by which Jobs may be dissected and analysed for Job Evaluation. Such factors may include: knowledge, skills, competencies, authority, accountability, responsibility, impact and influence, relationship abilities with people, team and stakeholders, and so on. The choice of compensable factors is critical to the success of Analytical approaches<sup>35</sup>. Factors that may be acceptable in one context or organisation may not be in another: for example, length of experience may not be permitted in one context such as the Higher Education sector in the UK, yet may be required in another context such as manual trades. Appropriate factors may be identified in many ways, including through committee-based assessment of benchmark positions, survey of job incumbents by questionnaire, statistical textual analysis of job descriptions, adoption and/or adaptation of a pre-determined set from a Job Evaluation Scheme (JES) already in existence.

The number of factors may vary from one to more than a dozen. However, previously cited research suggests that a smaller number may be as reliable as a larger number (Gerhart & Milkovich 1992)<sup>36</sup>.

### **JOB FACTORS**

For the purpose of establishing the range of factors that could be employed in new Work Level Standards, we have:

- Considered the public service values set out in the Public Sector Management Act 1994 (refer Annexe H: ),
- Examined a variety of job evaluation systems (Section 7.2.6 above)
- Considered the hidden work process skills identified by Anne Junor et al. (refer Table 17), and
- Taken into account observations made in the Hawke Review Report.

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<sup>35</sup> ,And critical to much more of organisational management, eg workforce development (what training & development is needed?), reward (what will employees be paid for?), recruitment, (what is attractive about this place?)

<sup>36</sup> Although more may be used in order to satisfy all parties concerned (DeLuca 1993).

We have also taken into account what relevant literature indicates ought to be the characteristics of such criteria:

- a) Omnipresent—compensable factors must be present across all four proposed Career Clusters, although need not be present at every level or in every individual Jobs within a Cluster<sup>37</sup>,
- b) definable,
- c) variable,
- d) observable,
- e) measurable,
- f) exclusive (no overlap or double counting),
- g) acceptable to stakeholders, and
- h) relevant to the organisation.

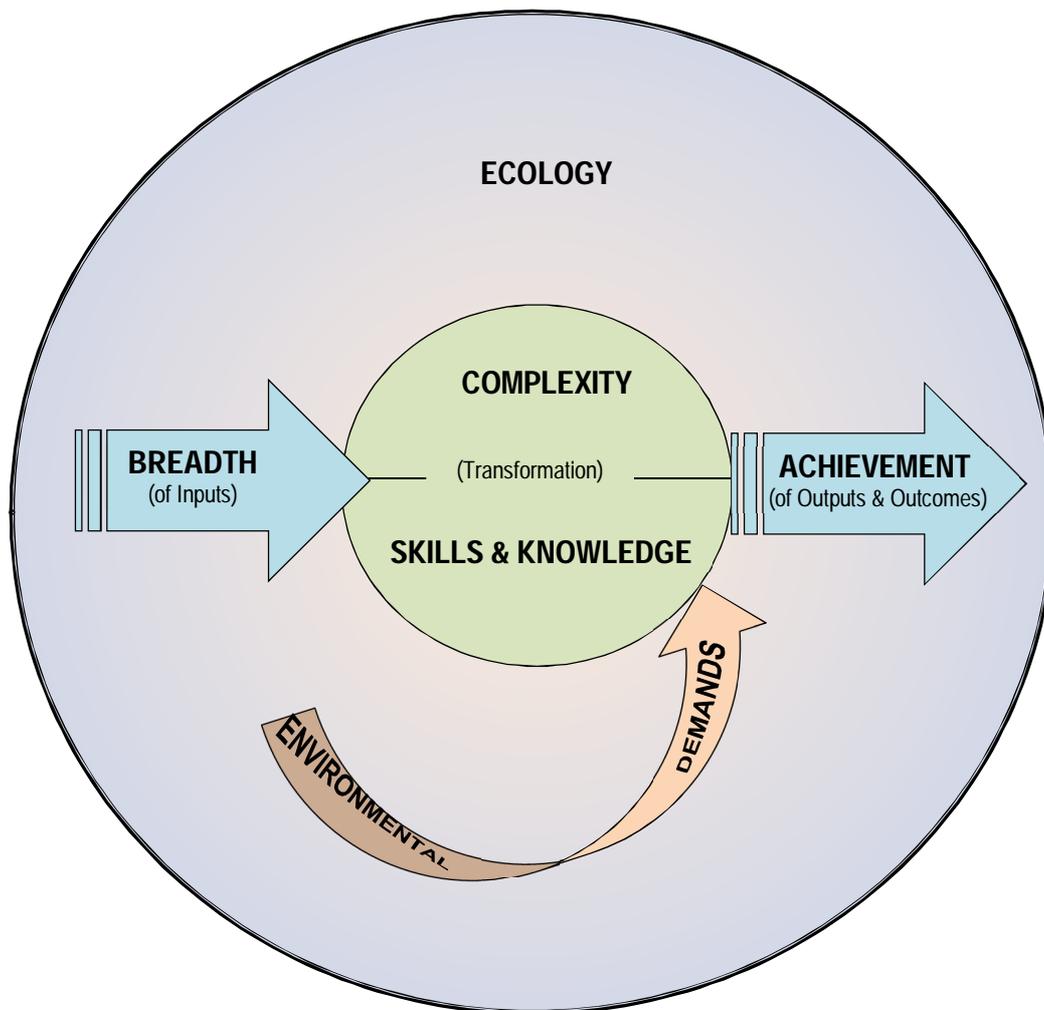
The values of the ACTPS (Annexe H: have been referred to in determining relevance (criterion h) above).

- Primary amongst the values is “service to the public”, and accordingly the Outcomes from the position must be addressed;
- Then, responsiveness to both “the requirements of the government, and the needs of the public” suggests that the Environmental context in which the position is situated (its Ecology) accordingly must be addressed;
- “fairness” then requires that the Environmental Demands of the position on the person also be addressed;
- “Effectiveness” requires that the Outputs from a role be addressed; and
- “efficiency” similarly demands that the Inputs also be addressed;
- Finally, “accountability...for...functions” requires that the demands of the function(s) in achieving this transformation be addressed: consistent with earlier discussions it is suggested that this be addressed in terms of Skills & Knowledge required, and functional Complexity.

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<sup>37</sup> DeLuca (1993) suggests that “each job family has different work characteristics and unique compensable factors”. However, if the compensable factors are actually unique to each grouping then there would be no means of comparing the groups. Whilst individual Jobs within a group or even within a level within a group may not there must be a basis for intergroup comparison, and this requires that the compensable factors be omnipresent at the aggregated level. In the context of this Review, this means that the compensable factors must be present across all four proposed Career Clusters, although need not be present at every level or in every individual Jobs within a Cluster.

Figure 7 below positions the Value Chain of transformation within the broader environment, contextualizing the Inputs, Outputs and Outcomes as elements of the Value Chain, with Inputs Transformed by the organisation’s functions into Outputs and thence into Outcomes. When seen in relation to each other in the diagram it is clear that these factors all address different aspects of ACTPS activities, and accordingly meet criterion f) above as well.



**Figure 7: Relationships between the proposed Compensable Factors**

Organisational functions may be nested using the same model and linked through the Chain of Service (Porter 1985). Thus the model may be applied at differing levels of the ACTPS’s functions, from Unit to Directorate, and to individual positions. Clearly in different organisational contexts, different aspects will be more or less important. At the level of the individual position it is unlikely that more than one or two would stand out as being high. However, the same aspects will be found across the ACTPS, and accordingly criterion a) above may also be met. Moreover, the work environment therefore also provides an appropriate framework in which to define these factors in more detail to meet criterion b).

## THE PROPOSED COMPENSABLE FACTORS DEFINED

Public sector agencies distribute and organise responsibility, accountability and authority by establishing positions, work teams and wider organisational divisions. Individual positions and work teams will make a variety of contributions to the overall work of an agency in relation to:

- Inputs – the resources applied
- Transformations – the processes applied to the available resources to meet the organisation's objectives
- Outputs – the tangible results of the work process
- Outcomes – the consequent impact of the outputs on stakeholders.

We have organised these contributions into three Compensable Factors called:

- **Achievement** – The character of the outputs and the impact of outcomes arising from the performance of the work.
- **Complexity** – The diversity and type of tasks, activities, functions, programs or projects to be undertaken. The level and type of judgment, reasoning and problem-solving required to effect the necessary transformations.
- **Breadth** – The span of control, use of resources, and level and type of authority of the position.

These aspects are internal to the work process. We also describe three factors that bear upon but are external to the work process:

- **Skills and Knowledge**
- **Ecology**
- **Environmental Demands**

### Achievement

From the start<sup>38</sup> we have given primacy to corporate effectiveness – including how an agency organises its workforce to achieve satisfactory outcomes for its clients and stakeholders.

All classification systems we have examined give some focus to the value of inputs and the complexity of work processes. While we believe these are important, we consider that the first concern of the employer ought to be with what the organisation is required to achieve. We therefore consider that the contribution a

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<sup>38</sup> Section 7.1

work team and each individual position on the team makes to the achievement of business objectives must be given primary attention.

In the classification of positions, we are not concerned to know how effective the work team is in achieving its objectives – this is an issue for program evaluation, project review, and performance management. Rather, we are concerned to identify what attributes relevant to job classification can be used to describe business objectives, and categorise actions taken in support of achieving business objectives.

Outputs are the direct tangible results from the work processes undertaken by work teams and individual employees. Outcomes are the desired impact of the outputs on stakeholders, once the outputs are deployed as intended.

The distinction between outputs and outcomes is generally well-understood, but some examples are valuable<sup>39</sup>:

Output	Outcomes
Install new automated analysis equipment to increase throughput of pathology samples	Better decision-making around clinical management of patients attending for treatment at the Emergency Department. Reduced ED waiting times. Improved hospital bed management.
Maintain automated analysis equipment	Avoid automated analysis equipment downtime
Produce new pamphlet for explaining risk factors in the development of diabetes	Awareness of persons at risk of developing diabetes of actions they can take to manage their own health. Reduction in hospital admissions for diabetes-related conditions.
Revise and republish code of conduct for public servants	Reduced number of cases and reduced cost of investigating conflict of interest, patronage, fraud, grievances, prejudicial behaviour, bullying, etc. Increased public trust, satisfaction and regard for the public service.
Build secure computer system for storage and communication of personal health care information	Improve integration, safety, quality and performance of health care service delivery through eHealth initiatives
Install waste water recovery, treatment and reticulation system for public playing fields	Avoid playing field closures
Competitive tender for the supply of durable khaki socks – \$20m.	Army personnel are suitably attired
Feasibility study for refurbishment of submarine fleet – \$20m.	The Australian Government is well-informed on its options for major expenditure of up to \$2bn of public funds

**Figure 8: Examples of Outputs and corresponding Outcomes**

<sup>39</sup> Where relating to change projects the examples follow the structure described by Gane & Sarson (1979) and extended by Thomsett (2002)

It is apparent from these examples that:

- the responsibility for outputs and outcomes may or may not be split between different organisational units,
- outputs from one process can be inputs to another process,
- long chains of direct, indirect and downstream effects can be detected,
- outputs encapsulate costs, while outcomes incorporate the benefit stream,
- as the last two examples demonstrate, a large budget (input) does not necessarily correlate closely with the importance of the outcome.

Most ACT Government priorities in 2011-2012 are change projects. Many of the examples given above illustrate the “handover” of outputs from change projects to others who are required to turn new working arrangements to the benefit of stakeholders. Note that for any given project, there may be many different positions with responsibilities for different aspects of the project at various times. Thus one position may have project management responsibilities and another may undertake implementation responsibilities, whilst a further, more senior, position has sponsorship responsibilities in respect of all aspects of the same project<sup>40</sup>. And benefits may only flow with the active co-operation of other stakeholders (Thomsett 2002).

However a very large number of ACTPS positions are taken up with providing predefined services on an ongoing basis. Positions that contribute to the planning, design and implementation of change are not more important than positions responsible for “business-as-usual” service delivery. Quality service delivery that consistently delivers benefits to clients and stakeholders is expected from all service sector organisations.

In both cases, the attributes of the Achievement factor are:

- the significance of the outputs and outcomes in the context of the business plans that the work unit is required to follow,
- the particular kind and level of contribution to the required outcomes and outputs,
- the directness of the position’s contribution to the achievement of the outputs and outcomes,

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<sup>40</sup> An emerging model is that, where a project is sufficiently important in terms of ongoing corporate effectiveness, the sponsorship function may undertaken on a full-time basis by a direct report to the CEO.

- the extent of the services provided – for example, school students Territory-wide, internal clients in a single Directorate,
- the directness of the position's involvement in securing the flow of benefits for clients and stakeholders.

Impact of tasks, activities, functions and programs may extend to outcomes affecting the interests, entitlements and well-being of a wide range of stakeholders. Stakeholders include:

- employees in the work unit
- employees in other work units, branches, Directorates, etc.
- ACT Government, ministers
- local, State and Australian government organisations
- non-government organisations, business associations, unions, etc.
- clients/customers as end-users of supplies and services.

### **Complexity**

This factor is concerned with assessing the level and type of judgment and reasoning required, and level and type of problem solving required. It is also concerned with:

- job content – tasks, activities, functions, programs, or projects,
- activities associated with the transformation of inputs to outputs, including interpretation and evaluation, planning, checking, monitoring and reporting,
- characteristics of the subject matter, task or role – e.g. novelty, uncertainty, volatility.

This factor is differentiated from Breadth by its focus on the subject matter or purpose of the work unit, rather than the size or organisation of the work unit and the value of other inputs.

The structural units of coordination, cooperation and team work in the ACTPS include:

- an individual position
- all or part of a local work unit, section or team
- all or part of a branch,

- all or part of a division, agency or office
- all or part of a Directorate,
- two or more Directorates, and
- ACTPS-wide.

Looked at more broadly, coordination, cooperation and team work must also happen between the ACTPS and personnel in external organisations, such as:

- non-government organisations, business associations, and unions,
- contractors, suppliers and commercial partners,
- local, State and Australian government organisations.

These functions **may** become more significant as the structural scale expands.

We can also look at levels of work processes:

- tasks – e.g. prepare a letter
- activities – e.g. receive and register incoming and outgoing correspondence
- functions – e.g. investigate health complaints
- programs – improve quality and safety of health services
- change projects.

In the proposed WLSs, we take the view that the coordination of straightforward tasks and activities across a small structural unit is a less complex function than the coordination of complex programs and projects across a wide structural scale.

### **Skills and Knowledge**

We consider that it is appropriate to take into account specific Skills and Knowledge that would usually be required to competently and successfully perform the duties of the position. Or put another way, the impact that individual attributes will have on the performance of the work at hand.

At a conceptual level, Skill and Knowledge are applied to inputs via the work process (an attribute of Complexity). The totality of Skills and Knowledge in the work team must match the Complexity of the work process overall (see also p.46). The Skill and Knowledge requirement of a particular job must be matched to the tasks, activities, functions, projects or programs for which the job has responsibility.

The WLSs are deliberately broad in their description of the skill and knowledge factor – it is intended to provide general guidance to assist agencies to rank their requirements. Skill and knowledge in themselves will not be conclusive in determining the classification of a position.

The identification of skill and knowledge requirements may result in the agency determining desired or required qualifications (in addition to entry-level and mandatory eligibility qualifications for the occupation). However, a qualification is not a job-related factor – it is a characteristic of persons in the labour force who may, by virtue of holding the qualification, be considered more suitable for employment in the position than a person who does not.

- Qualifications properly reside in the eligibility and selection criteria for the job.

We do **not** consider that WLSs should specify the experience required to perform work at a particular level. We consider that this is a matter for the agency to determine when composing selection criteria.

- Agencies should ensure that required and desirable qualification and experience requirements set out in selection criteria do not operate to exclude potential applicants. At the same time, agencies should not understate these requirements. The objective is to recruit highly trained and experienced applicants with the attributes required to achieve government and agency objectives.

Junior's Interaction and Relationship Shaping Skills and Co-ordinating Skills (see Table 17) are relevant here:

Interaction and relationship-shaping skills: Capacity to -

- Set and maintain your boundaries
- Use non-verbal and verbal communication adaptively
- Help shape others' behaviour
- Negotiate within & across authority lines
- Use intercultural competence

Co-ordinating skills: Capacity to -

- Prioritise, switch, sequence your activities
- Keep track; follow up; collectively interweave activities
- Maintain, rebalance or restore workflow; overcome obstacles

### **Breadth**

The diversity and span of control, and level and type of authority of the position, including.

- personnel, financial cost and other resources,
- administration, supervision and general management of these resources, and
- delegations, statutory powers and discretions.

Breadth is distinguished from Complexity because the two can operate independently. For example:

- A call centre manager who has several team leaders as direct reports. The resources controlled are significant. The work of each team is identical. The work of every position is guided and supported by detailed procedures.
- A change project manager has no staff and no funds, but the subject matter is novel, and requires a high level of coordination of and influence over persons outside the formal lines of authority.

It is a presumption of these WLSs that work teams may bring together employees who possess a wide variety of qualifications, knowledge, skills and experience, from diverse professional, technical, trades and clerical/administrative backgrounds. This raises the question of “supervision”, a term that has different meanings in different contexts.

Day-to-day supervision involves the allocation of work to members of the team, setting priorities, and monitoring progress against milestones.

A distinct responsibility exists for professional and technical supervision within the workgroup, including:

- providing advice, mentoring and guidance to ensure that professional and technical expertise is appropriately applied,
- establishing standards and expectations for the performance of professional and technical work,
- working to extend the professional and technical expertise of the workforce through education, training, teaching and instruction, on and off the job.

Examples include:

- clinical supervision of health professional employees in their professional development or internship period,
- quality assurance tasks,

- instructing and accrediting newly employed technical and trades staff in the preparation, testing, use, maintenance and repair of specialised equipment, the correct application of standards and policies, and quality control procedures.

Professional and technical supervision may or may not coincide with day-to-day supervision. Where they are detected in the same position, then their relative importance and level must be carefully distinguished.

### **Ecology**

Work is also undertaken within a more or less complicated matrix of external aspects, which we have called **Ecology**, concerned with such factors as:

- independence and autonomy,
- extent of direction & supervision received,
- established processes, methods and policies,
- standards – including professional standards, technical standards, accreditation requirements, and codes of practice
- clarity and extent of guidance available,
- adaptability – the opportunity and scope that exists for the occupant of the job to modify the task or role over time to meet emergent circumstances,
- public sector values, code of ethics, and expectations around personal behaviour,
- regulatory and legal environment – requirements and limitations,
- consumer, human rights and anti-discrimination legislation,
- relationships with other agencies & other levels of government (e.g. through COAG and ministerial councils),
- community & social expectations,
- rights and interests of stakeholders,
- consultative requirements,
- governance and reporting standards,
- government priorities.

In any particular case, these external aspects will:

- establish the limits to and scope for autonomous action,
- affect how easy or difficult it will be to achieve business objectives,
- identify the boundary between success and failure.

Ecology calls on Junor's Awareness Shaping skills (refer Table 17) – that is, capacity to:

- Grasp the significance of work contexts and situations
- Monitor your own and others' reactions and awareness levels
- Assess and adjust impacts of your own or workgroup actions

### **Environmental Demands**

Finally, we consider that there will be some cases where Environmental Demands should be taken into account in decision-making around job classification.

While Skill and Knowledge have been described as the impact that individuals will have on the performance of the work at hand, Environmental Demands are the impact that the work at hand has on individuals. They are the physically, mentally and emotionally taxing aspects of the work that are intrinsic to the job or arise from ecological factors, and which cannot be controlled or ameliorated by changes in work practice.

Environmental demands should be taken into account in cases obviously different from the norm, by reason of:

- the unusual nature of the demand relative to other positions performing the same or similar duties,
- frequency, intensity and/or persistence of exposure,
- availability of options for workplace modification and job redesign that would remove or ameliorate the special factor.

From a traditional work value perspective, environmental demands form part of "the conditions under which work is performed." The difference in work value between two jobs experiencing different environmental demands must be so significant that the adoption of a higher classification would be justified.

Many levels of the proposed classification structure broadband two or more classifications from different employment streams. Environmental demands in themselves should not require a job to be classified more than one level higher.

### **8.6.3 Application**

The Compensable Factors in the WLSs can be used to describe work that occurs in a variety of well-recognised contexts, including:

- advanced professional and technical practice and consultancy, and expert advisors – bringing specific existing knowledge and skills to bear on specific problems,
- policy research and analysis, leadership of research programs, and business analysis – collation of data and information and the development of new knowledge as a basis for decision-making,
- operational service delivery, operational management and operational support systems – “business-as-usual”, in accordance with standard procedures and/or quality management systems (eg: ISO9000 compliant operations),
- project management functions – the application of resources to develop new systems, standard procedures, materials and methods to support operational change,
- operational change management – the application of new systems, standard procedures, materials and methods to achieve changes to service delivery, and achievement of the benefits of operational change.

#### 8.6.4 Benchmarking Methodology

There are two options in selecting an appropriate process for benchmarking:

1. The characteristics of each level in the employment group can be analysed against each of the criteria—the placement of the grade will dictate the placement of every position within the grade.
2. Individual exemplars can be analysed against each of the criteria—the placement of identical jobs or closely similar jobs in the same grade or a different grade will follow the placement of the exemplar.

We recommended the first of these options as the primary benchmarking methodology. The second can be employed during the last phase of the benchmarking exercise to provide validation.

The following approach has been approved<sup>41</sup> to develop an appropriate benchmarking methodology to align classifications at equivalent work value.

The evidence that would be examined in these cases would include:

- current work level standards (or if these do not exist, typical/generic position documentation at each level),
- the Torque competency profiles, and
- performance levels at each relevant AQF level.

A suitable benchmarking tool would ask questions that would establish:

- whether a grade in a current classification structure meets a criterion in the new Work Level Standards,
- to what degree it is present, and
- to what extent it is important.

Each current classification level will be assessed against each compensable factor. Then factor by factor assessment will be used to assign classifications to the new banded structure, on the basis of best fit to new work level standards.

For any anomalies identified it will be necessary to consult with Agencies to obtain further advice and evidence to resolve them.

In order to validate the assignments, it will be necessary to inform Agencies of the outcomes, and seek their assistance with verification using exemplars.

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<sup>41</sup> 20 December 2011

## **8.7 COMPETENCY & EMPLOYABILITY SKILLS**

### **8.7.1 Minimum Competency Framework (MCF) and Employability Skills**

The MCF has been developed on the basis of research undertaken by Ms Cherrie Hawke of Torque Holdings Pty Ltd in 2005.

The Torque consultancy was undertaken in two stages. In the first stage, the consultant identified “core competencies” for the ACTPS, principally derived from PSP04. Over a thousand job descriptions were examined and the consultant’s initial findings validated by agency personnel.

In the second stage, the consultant provided training and assisted agencies to identify “specialist competencies” required for specific occupations or specific work roles. While every agency was involved in this stage, not every agency carried the work through to its conclusion. In the agencies that did, job descriptions were completely revised to incorporate competencies from national training packages.

It would appear from the official files made available to us that there was also an intention to develop a kind of “capability framework” based on the national competencies, but this work was not carried through to completion. In our view, this was a very forward-thinking proposal – the capability frameworks that have been deployed in the QPS, NSWPS and APS have been developed from the ground up at considerable expense, cut off from the national competency system, and similarly isolated from simple and user-friendly mechanisms for identifying and developing competency.

The Hawke Review:

*“... endorse[s] a focused effort to enhance the employment framework and the limbs that underpin it. Critically and in tandem with the classification review, workforce capabilities across ACTPS general classification levels or bands must be established (known currently within the ACTPS as work level standards). Crucial to a robust Service that is able to harness the capabilities of its workforce is an understanding of, and recruiting to, those core technical and non-technical competencies.”*

...

*“... believes it is critical that non-technical workforce capabilities are developed for general clerical classifications (including administrative service officers, senior officers, public affairs officers, legal policy officers, tourism officers, etc.). The Commonwealth’s ILS provides a solid tested model for the ACT.”*

The Hawke Review report was published after the closing date for tender for the contract for the ACTPS Classification Review Project closed. The scope of the Classification Review Project does not extend to the development of “workforce capabilities” of the kind described in the Hawke Review. However, we suggest

that if resources are to be allocated for this purpose, then a model based squarely on national competencies and employability skills can be developed much more quickly and at lower cost than replicating the Commonwealth's ILS. A capability framework erected on this basis would:

- provide support to agencies which have not yet begun the work of introducing competency-based job descriptions, and
- automatically connect to existing VET sector training opportunities.

The 2005 Torque consultancy was a significant step towards defining work requirements in terms of the national competency system. In our view it is feasible to build on the results of this consultancy in a way that will serve a range of human resource management activities including:

- Developing competency-based job descriptions,
- Identifying appropriate and well-understood levels of performance,
- Establishing a basis for greater mobility within the ACTPS,
- Determining what training and development activities are needed, and
- Adopting a strategic approach to the development of key skills – e.g. policy development, project management, financial management.

It is useful for the purposes of this work to scrutinise the competency profiles developed in 2005 in some detail, with particular emphasis on the largest occupational group in the ACTPS, the ASO/SO stream.

Annexe J summarises the Torque competency profiles for ASO 1 to SO A. The final column in each table indicates whether the unit of competency is a core or elective unit at that qualification level in PSP04. It also describes and compares proposed core competencies and qualifications at various levels of the new classification structure, based on the proposed translation of current grades into the new structure.

### **8.7.2 ASO and Senior Officer Competency Profiles**

Our examination of the Torque material shows that the competencies required to describe the ASO and Senior Officer workforce are drawn from PSP04 qualifications spanning AQF levels 2 through to 6. We have identified the levels in the ASO/SO stream at which the accumulation of core competencies documented by Torque would, with very limited adjustment, justify the possession of a relevant qualification from that training package, as summarised in the following Table.

Classification	Band	AQF Level	Qualification
Senior Officer Grade A	11	AQF 6	Advanced Diploma
Senior Officer Grade C	9	AQF 5	Diploma
Administrative Services Officer Level 5	6	AQF 4	Certificate IV
Administrative Services Officer Level 3	4	AQF 3	Certificate III
Administrative Services Officer Level 2	3	AQF 2	Certificate II

**Table 18: ASO and SO AQF equivalences (I)**

The competency catalogues developed through the Torque consultancy identify the competencies that are required to be demonstrated by an employee immediately upon appointment to a job at that classification level. Put another way, there should be evidence that the employee can exercise these competencies before they are appointed to the position. In terms of the models developed by Dreyfus and Dreyfus (1986) and Benner (2001), with experience on the job, the employee will move beyond competence towards a level of proficiency.

We also consider that we can now say something about the employability skills that may be expected of employees at these levels, and for employees at intervening levels in the classification structure:

Employability Skills Level	Current Classifications	Bands
AQF 6	Senior Officer Grade A	11
AQF 5	Senior Officer Grade B Senior Officer Grade C	10 9
AQF 4	Administrative Services Officer Level 6 Administrative Services Officer Level 5	7 6
AQF 3	Administrative Services Officer Level 4 Administrative Services Officer Level 3	5 4
AQF 2	Administrative Services Officer Level 2	3
AQF 1	Administrative Services Officer Level 1	2

**Table 19: ASO and SO AQF equivalences (II)**

AQF Levels 3, 4 and 5 each cover more than one work value level. We consider that this is consistent with jobs requiring similar levels of skill nevertheless have job requirements that can be distinguished by their inherent complexity, difficulty or context. By itself, the language of competencies is not sufficient to explain work requirements.

We consider that these conclusions are only strictly valid for the ASO/SO stream and closely allied occupations. However, we include in the “closely allied”

category technical and professional managers that will share Bands 9, 10 and 11 with the Senior Officer category:

- Senior Professional Officers C, B and A and SPOA(Engineering),
- Senior Officers (Technical) C and B,
- Senior Information Technology Officers C, B and A
- Senior Public Affairs Officers 1 and 2,
- Health Professionals 4, 5 and 6,
- Radiation Therapists 4, 5 and 6,
- Principal and Chief Medical Physicists,
- Legal 2 and 3, and
- Dentist 4.

We consider that there is a role for the salary system in encouraging skill formation in the ASO and Senior Officer employment streams. In the case of ASOs and Senior Officers translating into the proposed new SSS, most pay points in existing salary scales translate to the first 3 or 4 salary points in the salary scale for the corresponding Band in the new classification structure. The 5th salary point becomes available to provide incentives for employees to acquire qualifications relevant to their current and future employment.

As an example, for an employee to perform competently in jobs classified at Band 6 or Band 7, we expect that they will be able to demonstrate competencies and employability skills corresponding to AQF Level 4, typically associated with holding a Certificate IV qualification. These competencies and employability skills must be apparent at the time the employee is selected for promotion.

To encourage the acquisition of the competencies required for work at Band 6 and Band 7, a Band 5 employee who:

- holds a job-related qualification at Certificate IV level, and
- has been employed at that level (ASO 4 or Band 5) for at least three years

would be advanced to the 5th salary points of the Band 5 salary scale.

By holding this qualification, an employee in a lower Band or an external applicant improves their claims for promotion or appointment to Band 6 or Band 7 positions, relative to unqualified applicants.

Many occupations in the Infrastructure Services, People Services and Legal Service career clusters have less need for this framework. Their training and education requirements, and competencies and skill levels are variously defined by Industry Skills Councils, occupational registration authorities, and professional standards bodies.

## 9 SHARED SALARY SPINE

### 9.1 INTRODUCTION

The Shared Salary Spine (SSS) is a banded salary scale. Between the lower and upper bounds of the SSS, there will be 11 salary bands:

- a single salary band for current GSO/HSO 2 and GSO/HSO 3 positions,
- six bands loosely corresponding to ASO 1-6, but which also incorporate classifications with similar work value in other employment streams,
- a 'third level professional' band, spanning the gap between Professional Officer Level 2 and Senior Professional Officer Grade C, and intended to be used in special circumstances to address the need to provide – for example – high level, specialised professional services; coordination of projects with significant technical and professional input; etc.
- three manager/senior practitioner bands

An upward extension of band 11 will be used for Dentists, Radiation Therapists and Medical Physicists.

### 9.2 GENERAL SCALE UPPER AND LOWER LIMITS

#### Lowest pay point – Band 1, pay point 1

- Health Service Officer Level 2 at 18/08/2011 – minimum salary point:\$38,010

#### Target for fixation of Band 11, pay point 5

- APS EL2 upper quartile – 2011 adjusted benchmark: \$128,335

The SSS has been built with the objective of reaching or slightly exceeding this benchmark:

- The Band 11, pay point 5 pay point obtained when the SSS is built with a 2.3% incremental step equals \$129,772 – about 1.1% above the target benchmark rate,

The SSS is set out in the following Table.

Incremental step =			2.300%			
Pay point no.	Band	Level	Salary	Increment value	Internal relativity	Band span (%)
1	1	1	\$38,010		100.0	
2		2	\$38,884	\$874	102.3	
3		3	\$39,779	\$894	104.7	
4		4	\$40,693	\$915	107.1	
5		5	\$41,629	\$936	109.5	9.5
6	2	1	\$42,587	\$957	112.0	
7		2	\$43,566	\$979	114.6	
8		3	\$44,568	\$1,002	117.3	
9		4	\$45,594	\$1,025	120.0	
10		5	\$46,642	\$1,049	122.7	10.7
11	3	1	\$47,715	\$1,073	125.5	
12		2	\$48,812	\$1,097	128.4	
13		3	\$49,935	\$1,123	131.4	
14		4	\$51,084	\$1,149	134.4	
15		5	\$52,258	\$1,175	137.5	12.0
16	4	1	\$53,460	\$1,202	140.6	
17		2	\$54,690	\$1,230	143.9	
18		3	\$55,948	\$1,258	147.2	
19		4	\$57,235	\$1,287	150.6	
20		5	\$58,551	\$1,316	154.0	13.4
21	5	1	\$59,898	\$1,347	157.6	
22		2	\$61,275	\$1,378	161.2	
23		3	\$62,685	\$1,409	164.9	
24		4	\$64,126	\$1,442	168.7	
25		5	\$65,601	\$1,475	172.6	15.0
26	6	1	\$67,110	\$1,509	176.6	
27		2	\$68,654	\$1,544	180.6	
28		3	\$70,233	\$1,579	184.8	
29		4	\$71,848	\$1,615	189.0	
30		5	\$73,501	\$1,653	193.4	16.8

Incremental step =			2.300%			
Pay point no.	Band	Level	Salary	Increment value	Internal relativity	Band span (%)
31	7	1	\$75,191	\$1,691	197.8	18.8
32		2	\$76,921	\$1,729	202.4	
33		3	\$78,690	\$1,769	207.0	
34		4	\$80,500	\$1,810	211.8	
35		5	\$82,351	\$1,851	216.7	
36	8	1	\$84,245	\$1,894	221.6	21.1
37		2	\$86,183	\$1,938	226.7	
38		3	\$88,165	\$1,982	232.0	
39		4	\$90,193	\$2,028	237.3	
40		5	\$92,267	\$2,074	242.7	
41	9	1	\$94,389	\$2,122	248.3	23.6
42		2	\$96,560	\$2,171	254.0	
43		3	\$98,781	\$2,221	259.9	
44		4	\$101,053	\$2,272	265.9	
45		5	\$103,377	\$2,324	272.0	
46	10	1	\$105,755	\$2,378	278.2	26.5
47		2	\$108,187	\$2,432	284.6	
48		3	\$110,676	\$2,488	291.2	
49		4	\$113,221	\$2,546	297.9	
50		5	\$115,825	\$2,604	304.7	
51	11	1	\$118,489	\$2,664	311.7	29.7
52		2	\$121,215	\$2,725	318.9	
53		3	\$124,003	\$2,788	326.2	
54		4	\$126,855	\$2,852	333.7	
55		5	\$129,772	\$2,918	341.4	
56		6	\$132,757	\$2,985	349.3	
57		7	\$135,811	\$3,053	357.3	
58		8	\$138,934	\$3,124	365.5	
59		9	\$142,130	\$3,195	373.9	
60		10	\$145,399	\$3,269	382.5	

**Table 20: Proposed Shared Salary Spine<sup>42</sup>**

<sup>42</sup> This Table is revised in Element 5 of this Review, in the light of feedback from stakeholders (refer to Annexe M: for further details).

Annexe K: sets out our preliminary thinking on translation points for key employment groups, on the basis of our Element 2 findings. These translations will need to be confirmed on relative work value grounds.

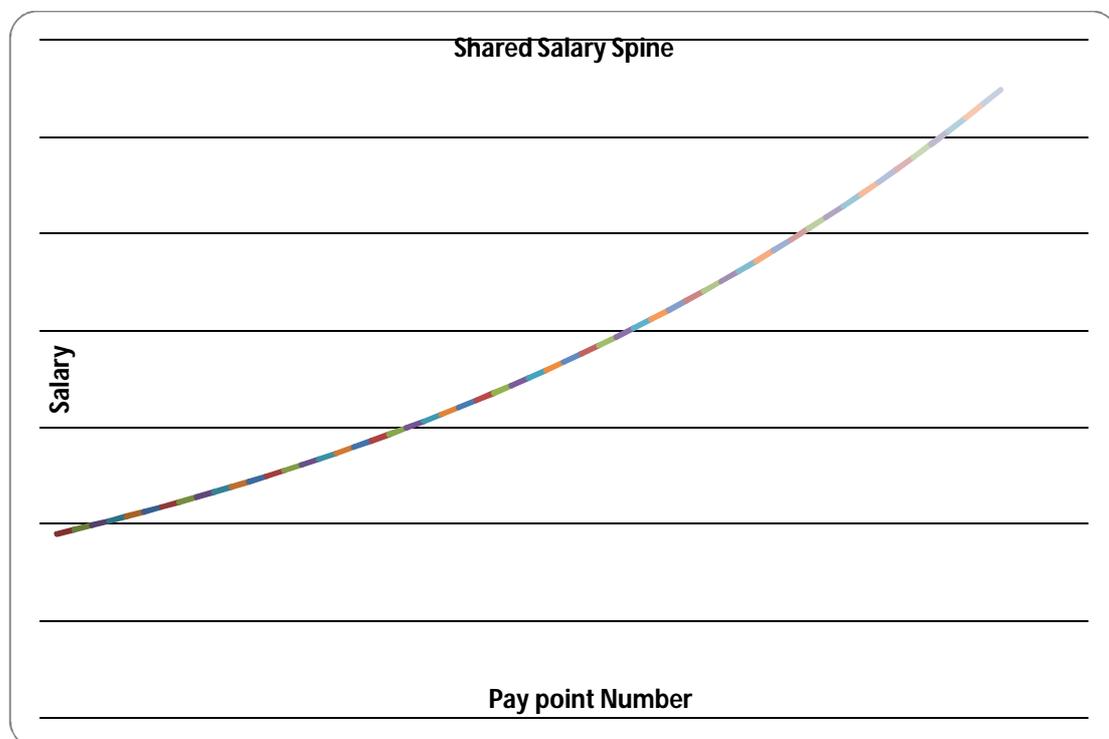
### 9.3 PAY POINTS

The number of pay points in the General Scale is lower than the present number.

This has been achieved while increasing the number of salary points, relative to present arrangements, in a small number of cases – e.g. ASO 5. SITO A. This has been offset to some degree by a reduction of pay points in use for work presently undertaken in the General Service Officer/Health Service Officer classification structures.

As shown in the following Figure, above pay point 1 of Band 1, every pay point is 2.3% greater than the one below. Pay rates and incremental steps therefore rise exponentially, with the following results:

- In money terms, every pay increment is greater than the preceding pay increment,
- Every inter-Band gap is greater than the last pay increment in the band below,
- Every higher Band has a wider salary scale – e.g. Band 3 spans \$4,544 and Band 9 spans \$8,988.



**Figure 9: Geometric progression of pay points**

Each salary band corresponds to one of 11 Work Level Description (WLS) that sets out general work requirements for each level.

To adequately describe the work of a Classification, these WLSs should be read in conjunction with:

- the Qualification Standard, and
- the explicit competency standards fixed by industry skills councils, recognised professional accreditation authorities, and occupational licensing authorities relevant to the work to be performed.

The work requirements for a particular Classification may be drawn from a single WLS, or be a composite of two or more WLSs.

The following Table illustrates this approach, using two examples:

1. An example of the first type of Classification would be Stores Supervisor, which draws only on the WLS and salary scale for Band 2 (under our proposed translation).
2. Professional Officer Level 1 is an example of the second type of Classification, where work requirements gradually increase, reflecting the development and exercise of increasing professional expertise, and a corresponding reduction in supervision requirements. In our proposed translation, this Classification has a salary scale derived from selected salary points from bands 3, 4, 5 and 6, and relies on the WLSs for Bands 4, 5 and 6 to describe the work requirements.

Current grade	Current salary	Pay point no.	Band	Pay point	Salary	Entry and advancement arrangements	
Stores Supervisor with salaries of	\$47,241	6	2	1	\$42,587		
	\$48,470	7		2	\$43,566		
	\$49,681	8	3	\$44,568			
		9	4	\$45,594			
		10	5	\$46,642	Access to new pay points 9.4 and 9.5 for employees who hold a relevant Certificate III qualification		
PO 1	\$49,682	11	3	1	\$47,715	<i>New graduate entry range for beginning professionals</i>	
		12		2	\$48,812		
		13		3	\$49,935		
		14	4	\$51,084	2-year program		
		15	5	\$52,258			
	\$52,575	16	4	1	\$53,460		3-year program
		17		2	\$54,690		
		18		3	\$55,948		
	\$56,084	19	4	4	\$57,235		4-year program
		20		5	\$58,551		
		21		5	1		\$59,898
	\$60,009	22	2		\$61,275		5-year program
		23	3		\$62,685		
	\$63,856	24	4	4	\$64,126		6-year program
		25		5	\$65,601		
\$67,031		26		6	1	\$67,110	
	27	2	\$68,654				
	28	3	\$70,233				
	29	4	\$71,848				
	30	5	\$73,501		Career range for more experienced employees		

**Table 21: Salary Scale for PO 1<sup>43</sup>**

<sup>43</sup> This Table is revised in Element 5 of this Review, in the light of feedback from stakeholders (refer to Annexe M: for further details).

Examples of both types of Classification already exist in the ACT Public Service and to various degrees in other jurisdictions. To this extent, the banded SSS and WLSs we describe here are not new in principle or entirely novel in design. All that we have done is to generalise existing examples into design principles upon which a more flexible approach to classification management might be built.

In cases where the work requirements for a Classification draw upon more than one WLS, several challenges arise, including:

- Job descriptions must reference the complete range of work requirements for all Bands upon which the Classification is built.
- Selection criteria must be written in such a way that qualified applicants with lower levels of experience and skill are not excluded.
- Applicants with superior expertise appointed at a higher point in the salary scale will be expected to meet correspondingly higher expectations of work performance.
- Individual performance is managed with higher level job requirements in mind.
- Learning and development activities should be identified that support the employee to meet steadily increasing job requirements.

These challenges exist in the present system already for Professional Officer Level 1, as well as Health Professional Level 2, Legal 1 and Dentist 1/2.

The Shared Salary Spine and Work Level Standards proposed in this Report are tools for managing certain aspects of classification and remuneration management. They do not themselves directly address these issues, but they may contribute to developing a uniform approach in relation to job design, specifying job requirements, managing individual performance, and identifying learning and development needs.

## **9.4 REFORMING TRAINING GRADES**

### **9.4.1 Traineeships**

Modern awards and ACTPS enterprise agreements contain special trainee wage rates designed to be used in cases where the employee is undertaking a traineeship under a training contract. These special rates derive from the original National Training Wage Award, and are set at various levels depending on the following factors:

- highest year of schooling completed,
- number of years the trainee has been out of school, and
- the AQF certificate level the employee will undertake.

There are three levels of Traineeship wages in modern awards – Wage Level A, Wage Level B and Wage Level C, with rates 3.8% higher for Certificate IV traineeships. All three wage levels are reflected in ACTPS enterprise agreements for AQF Certificates I, II and III. However, ACTPS agreements do not yet include rates for Certificate IV trainees.

Trainee wage rates in ACTPS enterprise agreements are comfortably above the rates fixed in minimum rates modern awards. However, there is no record of how these rates were originally fixed, and no guidance on how they should be adjusted in the future, especially in the case that the Shared Salary Spine is adopted.

The highest rate in every wage level is the rate for adult trainees. That is, for adult trainees, the rate paid does not depend on the highest year of schooling completed, or the number of years the trainee has been out of school, but only on the type of training being undertaken.

Wage Levels applying to selected training packages that would be relevant to ACTPS employment and their corresponding AQF certificate levels are set out in the following Table.

Training package	AQF certificate level
Wage Level A Business Services Civil Construction Community Services Construction, Plumbing and Services Integrated Framework Correctional Services Electrotechnology Financial Services Information and Communications Technology Laboratory Operations Local Government (other than Operational Works Cert I & II) Manufacturing Metal and Engineering (Technical) Museum, Library and Library/Information Services Public Safety Public Sector Telecommunications Tourism, Hospitality and Events Training and Assessment Transport and Distribution	I, II and III III II and III I, II and III II and III I and II I, II and III I, II and III II and III I, II and III I, II and III II and III II and III III II and III II and III I, II and III III III
Wage Level B Asset Maintenance Automotive Industry Retail, Service and Repair Civil Construction Community Recreation Industry Floristry Forest and Forest Products Industry Health Local Government (Operational Works) Metal and Engineering (Production) Outdoor Recreation Industry Printing and Graphic Arts Property Services Public Safety Transport and Logistics Visual Arts, Craft and Design	I, II and III I, II and III I III II I, II and III II and III I and II II and III I, II and III II and III I, II and III I and II I and II I, II and III
Wage Level C Amenity Horticulture Conservation and Land Management	I, II and III I, II and III

Source: Adapted from *Miscellaneous Modern Award*

**Table 22: Training Packages and their corresponding AQF levels**

In the move to a national workplace relations regime, a variety of State industrial instruments covering trainees and apprentices have been preserved as transitional Commonwealth instruments. Not all of these are consistent with the federal standard originally expressed in the National Training Wage Award. For example, in Queensland, wage progression was based on the trainee's progress through their training program. A review has therefore been foreshadowed by Fair Work Australia.

The Commonwealth Government is presently consulting with stakeholders on the commissioned Report *Apprenticeships for the 21st Century* and may be expected to release its response to that Report once these consultations are concluded. We also understand that FWA will not schedule any hearings in this matter until the Commonwealth has published its response.

In view of the intention of FWA to review apprenticeship and traineeship rates of pay, we do not think it is useful at this stage to recommend significant changes to pay structures for trainees.

One of the important issues we expect FWA will consider is whether progression in the wage scale should be based on the trainee's progress in their training program.

We recommend that the industrial parties monitor progress in this case during 2012, and remodel wage scales and wage progression rules for trainees on the basis of the outcome of that case.

In the meantime, we recommend that new wage scales be introduced for Certificate IV traineeships, that are 3.8 per cent above the wage scales for current Level A, B and C wage scales, consistent with the current Modern Award standard.

We foresee some potential for trainee wage rates to slip back relative to the rates paid to corresponding fully-trained employees who will be paid in accordance with the Shared Salary Spine. We therefore recommend that:

- from the date of commencement of the new Shared Salary Spine, all trainee wage scales be increased in the same proportion as the 40.0% pay point for apprentices; and
- all pay points in the trainee wage scales be calculated as a percentage of the lowest salary fixed for Band 1 in the new Shared Salary Spine (that is, a similar basis for fixation and calculation of pay as apprentice wage scales).

### 9.4.2 Apprenticeships

As with trainees, we do not think it is useful to recommend significant changes to pay structures for apprentices at this point in time, for the reason that FWA may decide to make changes to wage structures and wage progression arrangements.

We do notice, however, that current ACTPS enterprise agreement pay rates for apprentices appear to have drifted away from the historic relativities with the rates paid to base trades employees.

We have already indicated that we consider the basic rate in the Shared Salary Scale for a newly qualified tradesperson with no licensing requirements would be \$45,594. On that basis we propose that that pay rates of apprentices be adjusted:

- to re-establish the historic relativities, and
- to fix new actual rates based on the higher salary to be paid at the base trades level following the introduction of the Shared Salary Spine.

The following table sets out the current relativities and pay rates, the proposed relativities and pay rate, and the percentage increase in apprentices' pay rates that arises as a result of the two factors working together.

	Relativity to base trades rate	Rates at 18/8/2011	Relativity to base trades rate	Proposed rates [2011 bm]	Pay increase
Year 1	39.7%	\$17,502	40.0%	\$18,237	4.2%
	44.6%	\$19,690	45.0%	\$20,517	4.2%
Year 2	59.5%	\$26,253	60.0%	\$27,356	4.2%
	62.0%	\$27,345	62.0%	\$28,268	3.3%
Year 3	74.4%	\$32,816	75.0%	\$34,195	4.2%
	76.9%	\$33,909	77.0%	\$35,107	3.5%
Year 4	89.3%	\$39,379	90.0%	\$41,034	4.2%
	91.8%	\$40,471	92.0%	\$41,946	3.6%
GSO 5	100%	\$44,103	100.0%	\$45,594	

bm = benchmark

**Table 23: Proposal for adjustment of apprentices' rates<sup>44</sup>**

We note that several awards and agreements now make provision for higher pay rates for adult apprentices, and we consider that it would be reasonable to adopt the same approach in the ACTPS. This approach is reasonably low risk, because:

<sup>44</sup> This Table is revised in Element 5 of this Review, in the light of feedback from stakeholders (refer to Annexe M: for further details).

- with very few employees involved, so the cost of the initiative will be low, and
- ACTPS apprenticeships would become attractive to a wider range of people.

Adult rates should be higher than the highest non-adult rate, but lower than the fully-qualified rate. We therefore recommend that the salary for adult apprentices under ACTPS enterprise agreements will be the first three pay points for the proposed Band 2, as set out in the following Table.

Relativity to base trades rate	Proposed rates [2011 bm]
93.4%	\$42,587
95.6%	\$43,566
97.8%	\$44,568

**Table 24: Proposed adult apprentice rates<sup>45</sup>**

As we did for trainees, we recommend that the industrial parties monitor progress in the FWA traineeships and apprenticeships case during 2012, and remodel wage scales and wage progression rules for apprentices based on the outcome in that case.

#### 9.4.3 Cadets and Trainee Technical Officers

It is recommended that Cadets and Trainee Technical Officers will be incorporated into a new Cadet grade, with salary points taken from the new Band 2 salary scale. The Band 2 range has been chosen for its relationship with the ASO 1, which salary scale forms the current basis for Cadet rates of pay.

This approach opens up the option of offering a Cadet-style stipend to persons undertaking diploma level programs.

Cadet and Trainee Technical Officer grades are rarely used by ACTPS agencies these days. However, as a means of competing for and developing the supply of highly trained technical and professional staff, there is considerable potential for the ACTPS to develop an advantage. Cost and the availability of jobs once training has been completed may be factors in the low incidence of these training grades.

However, the scheme has the following advantages:

- The mix of on-the-job and off-the job training supports the development of graduates who possess a variety of work-ready skills,

<sup>45</sup> This Table is revised in Element 5 of this Review, in the light of feedback from stakeholders (refer to Annexe M: for further details).

- The graduating student has a well-defined career path, and
- The graduating student will have accrued leave and other employee entitlements, providing some incentive to remain in employment with the sponsoring employer.

In the following Table, the stipend for full-time study has been set at 55% of the on-the-job practical training rate. This is lower than the historical percentage – 57% – but the real value of the stipend would increase, relative to the present enterprise agreement rates.

Year	Pay point number	Band	Salary point	On-the-job training [2011 bm]	Full-time study (55%)	Part-time (85%)
1	6	2	1	\$42,587	\$23,423	\$36,199
2	7	2	2	\$43,566	\$23,962	\$37,031
3	8	2	3	\$44,568	\$24,513	\$37,883
4	9	2	4	\$45,594	\$25,076	\$38,754
5	10	2	5	\$46,642	\$25,653	\$39,646
<i>TTO translation point only</i>	11	3	1	\$47,715	\$26,243	\$40,558

bm = benchmark

**Table 25: Proposed stipend for full-time study under a Cadetship<sup>46</sup>**

The new Cadet grade would be available for technical and professional disciplines previously serviced by the Trainee Technical Officer, Cadet, Cadet Professional and other categories of Trainee and Cadet mentioned in the Public Sector Management Standards, as a basis for employment in technical officer positions translated into the Shared Salary Spine at Band 3 and 4, professional officer positions translated into Bands 4 and 5, ITOs, legal professionals and others.

There is considerable diversity in current eligibility requirements. We consider than these can be simplified along the following lines:

- The applicant is presently enrolled as a student in an Australian educational institution.
- The applicant is presently enrolled in a program of study leading to entry to a technical or professional occupation in demand in the ACT Public service.
- The applicant has successfully completed at least one year of full-time-equivalent study.
- The applicant has achieved a high academic standard in their study to date.
- The applicant agrees to complete the program of study in:

<sup>46</sup> This Table is revised in Element 5 of this Review, in the light of feedback from stakeholders (refer to Annexe M: for further details).

- the minimum time for a student enrolled in the program on a full-time basis, or
- the minimum time for a student enrolled on a part-time basis, or
- such time as may otherwise be agreed, but not less than the time required under 1, and no more than the time required under 2.

Access to a cadetship would be on the basis of competitive selection to advertised training grade positions. Upon successful completion of their program of study, the employee would be advanced to the appropriate level of the New Graduate Broadband. The circumstances of early termination of the cadetship would need to be defined (as they should be for the other training grades).

There is substantial variability in contact hours and study and assessment requirements between programs of study. This suggests to us that agencies and students could usefully make use of regular part-time employment arrangements to balance work, study and income.

The last column in the Table shows the income for a Cadet studying full-time and working 3 days per fortnight.

The last row in the table shows a temporary translation point for TTOs in-progress at the time of translation to the new Cadet salary scale. If there are no employees in this situation when the translation takes place, there would be no need for this pay point.

#### 9.4.4 New Graduate Entry

It is proposed that a New Graduate Broadband would be established comprised of pay points 14-25 for new graduates of diploma and degree programs. Within the New Graduate Broadband, the following entry points are proposed:

Qualification	Pay point number	Band	Salary point	Proposed annual salary [2011 bm]
2-year diploma	14	3	4	\$51,084
3-year degree	16	4	1	\$53,460
4-year degree	19	4	4	\$57,235
5-year degree	22	5	2	\$61,275
6-year degree and above	25	5	5	\$65,601

*bm = benchmark*

**Table 26: Proposed New Graduate Broadband<sup>47</sup>**

<sup>47</sup> This Table is revised in Element 5 of this Review, in the light of feedback from stakeholders (refer to Annexe M: for further details).

An employee who is entering the professional workforce on the basis of having undertaken, first, a foundation degree and then a higher level program that equips the employee for work in a particular discipline (e.g. clinical psychology), will enter the salary scale at a point corresponding to the total length of their program.

The following basic model for subsequent salary advancement is proposed:

1. A new graduate from a 2-year diploma program would subsequently advance to Band 3 pay point 5 and then into Band 4. Advancement from Band 4 to Band 5 or higher would be subject to competitive selection based on merit.
2. An new graduate from a 3-year or 4-year degree program would advance through higher pay points in Band 4 and then Band 5 on the basis of the usual rules for incremental advancement. Advancement from Band 5 to Band 6 or higher would be subject to competitive selection based on merit.
3. An new graduate from a 5-year or 6-year degree program would advance through higher pay points in Band 5 and then Band 6 on the basis of the usual rules for incremental advancement. Advancement from Band 6 to Band 7 or higher would be subject to competitive selection based on merit. We consider that this approach would be suitable for professions such as dentistry and veterinary science.

While this basic model may be expected to meet most needs, it would not be compatible with existing arrangements for certain professional disciplines (e.g. health professionals, Legal 1). Proposals designed to adapt the Shared Salary Spine to the needs of these employment categories will be found in later sections of this report that examine the special cases found in particular Career Clusters.

### **Employment of Trainees, Apprentices and Cadets**

We notice that present practice in the ACTPS is to engage trainees and apprentices on temporary employment contracts, and only make ongoing employment available if there is a vacant position available at the time the trainee completes their training. There are a variety of propositions put forward in defence of this practice, including:

- budget – there is no guarantee that the work unit budget will be adequate to cover the cost of the newly qualified employee,
- work unit organisation – there is no guarantee that there will be a vacancy available when the trainee completes their program, and

- corporate citizenship – it is suggested that the ACTPS agencies would train fewer people if they were obliged to take on every trainee or apprentice upon completion, diminishing the contribution the ACTPS makes to workforce development at the economy-wide level.

We recognise that these objections all have some validity—and they all stand in the way of developing and retaining the skilled workforce the ACTPS will need in the future. While rational from some points of view, it is possible to discern some sub-optimal outcomes:

- Training often only takes place when there is an external incentive – for example, the availability of Commonwealth training funds. The decision to take on trainees is therefore based on other considerations than the immediate or future needs of the ACTPS.
- The total investment in training – including employee supervision costs, on-the-job training and mentoring, the specialised knowledge the employee acquires about ACTPS ethos and values, and working arrangements – is lost when the newly qualified employee’s training contract expires.
- Even though one work unit may not be in a position to absorb the newly qualified employee, the prospect that employment opportunities in other parts of the ACTPS should not be excluded.

We consider that a different approach is required to achieve an adequate return on the investment of resources applied to the development of a skilled workforce. We recommend that:

- Trainees, apprentices and cadets will be engaged on temporary contracts that cover (or in total cover) the expected length of their program of study, plus up to 24 months employment in an appropriate substantive entry level position. These could be fixed term or “specified event” contracts.
- There would, then, be two phases to the employment – a phase during which the employee is subject to the terms and conditions of a trainee, and a phase during which they are engaged on work at the corresponding entry level classification for their occupation.
- In the post-training period of the contract, the intention would be that the employee meet all requirements in relation to occupational licensing, professional accreditation, etc. and would not advance to a higher Band until these have been met.

- If the employee cannot be accommodated within their original work unit immediately or within a reasonable period, then they should be offered work in another part of the ACTPS where their skills are required.
- An employee who has demonstrated satisfactory performance and met all other requirements for employment would be appointed to the next available ongoing entry level vacancy without further process.
- If there is no substantive position available anywhere within the ACTPS at the end of the temporary contract, then the temporary contract will terminate in accordance with its original terms.

Some concrete examples are provided in the following Table:

Training arrangement	Training phase	Substantive employment phase	Total contract period
Office Traineeship – AQF III	1 year	1 year	2 years
Electrical trades apprenticeship	4 years	1 year	5 years
Cadet – 2-year diploma Final year of full-time study program	1 year	1 year	2 years
Cadet – 4-year physiotherapy degree, in the 3rd and 4th years of full-time study	2 years	2 years	4 years

**Table 27: Examples of workforce development scenarios**

There is adequate scope in the current PSM Act and PSM Standards to introduce arrangements of this kind without making significant changes to the present framework of modified merit based appointment and advancement arrangements that apply to employees occupying training grades.

We consider that an arrangement like this:

- provides a uniform approach to the ACTPS’s training activities, spanning all levels of skill development,
- provides more certainty and better employment opportunities to trainees,
- meets the need to realise a better return on training expenditure,
- establishes working arrangements conducive to retaining skilled employees,
- balances the interests of key stakeholders,

- recognises the need to manage staffing levels and budgets at the level of the individual work unit, the agency level, and globally across the ACTPS, and
- can be implemented with limited modification to existing policy and practice in relation to recruitment and selection, probation and advancement.

## **9.5 PROFESSIONAL CLASSIFICATION AND SALARY STRUCTURE**

As mentioned elsewhere in this report, Professional Officer Level 1 is an example of a classification where work requirements gradually increase, reflecting the development and exercise of increasing professional expertise, and a corresponding reduction in supervision requirements.

The same principle was applied in 2004 when the Health Professional classification structure was created. Originally established to replace Professional Officer Level 1 for health professionals in the ACT public sector, Health Professional Level 2 incorporates the work of health-related Technical Officer Level 2 and Level 3 positions with mandatory entry requirements.

In our proposed placement of classifications in the new classification structure, a common professional entry grade would make use of a uniform salary scale derived from selected salary points from bands 3, 4, 5 and 6, and rely on the WLSs for Bands 4, 5 and 6.

The proposed new grade is comprised of two distinct salary ranges:

- a graduate entry range extending from pay point 3.4 to pay point 5.5, and
- a career range occupying all of the pay points in Band 6.

At the next higher work value level, Professional Officer Level 2 and Health Professional Level 3 readily translate to Band 7.

Senior Professional Officers and Health Professionals Levels 4-6 will translate to Bands 9, 10 and 11 along with other Senior Officer equivalents.

Between the senior professional at Band 7 and the lowest level of professional manager at Band 9, it is proposed to introduce a third level of professional officer. It is proposed that professionals at this level would:

- provide highly specialised professional services,
- provide professional leadership in their discipline, and contribute to the development of the discipline within their agency,

- coordinate small multidisciplinary teams working on difficult, complex or critical problems.

On the basis of salary benchmarks, the most obvious candidates for Band 8 are senior engineers, clinical psychologists, and senior health science professionals. However, the creation of new positions classified in this way, based on a proper assessment of organisational need and work value may also be open to other professional disciplines.

The following Table summarises the common model for the Professional Officer and Health Professional workforce.

Current grades	Pay point no.	Band	Pay point	Salary	Classification	Career stage	Entry requirements	
PO1 ITO1 PAO1 HP1 HP2	11	3	1	\$47,715	Professional 1	New Graduate Entry Range	2-year program	
	12		2	\$48,812				
	13		3	\$49,935				
	14	4	4	\$51,084				
	15		5	\$52,258				
	16		1	\$53,460				
	17		2	\$54,690				
	18		3	\$55,948				
	19	5	4	\$57,235				
	20		5	\$58,551				
21	1		\$59,898					
22	2		\$61,275					
23	3		\$62,685					
24	6	4	\$64,126					
25		5	\$65,601					
26		1	\$67,110					
27		2	\$68,654					
28		3	\$70,233					
29	4	\$71,848						
30	5	\$73,501						
PO2 ITO2 PAO2 HP3 (partial)	31 32 33 34 35	7	1 2 3 4 5	\$75,191 \$76,921 \$78,690 \$80,500 \$82,351	Professional 2	Career Range		
HP3 (max)	36 37 38 39 40		8	1 2 3 4 5	\$84,245 \$86,183 \$88,165 \$90,193 \$92,267			Specialised health science & engineering occupations

Legend: **Used pay points** Pay points disregarded

**Table 28: Common model for HP and PO workforce<sup>48</sup>**

<sup>48</sup> This Table is revised in Element 5 of this Review, in the light of feedback from stakeholders (refer to Annexe M: for further details).

The ACT Public Service employs other kinds of professional employees outside the Professional Officer and Health Professional classification structures, including:

- Information Technology Officer (Support Services Career Cluster)
- Veterinary Officer (Infrastructure Services career Cluster)
- Legal (Legal Services Career Cluster)
- Radiation Therapist (People Services Career Cluster)
- Medical Physicist (People Services Career Cluster)
- Public Affairs Officer (Support Services Career Cluster)

We consider that the ITO classification stream would benefit from being incorporated into the model now being proposed for Professional Officers and Health Professionals.

In particular, the current salary scale for ITO Level 1 does not properly recognise: the professional status of the discipline; the need to retain qualified and experienced staff; or the state of the labour market for ICT professionals.

We consider that there is an arguable case for Public Affairs Officers to adopt the new professional classification model. However, there will need to be significant restructuring of jobs and working arrangements to align PAOs with other professionals.

The other professions will only use a part of the model professional structure:

Veterinary Officers – various levels	New graduate entry range salaries in Band 5 only, with progression thereafter following the standard pattern for professional officers.
Legal 1	New graduate entry range salaries from Bands 4 and 5 only. Remaining salary points for Legal 1 will be drawn from Bands 6 through to 9 to recreate the present extended salary scale.
Radiation Therapist – various levels	New graduate entry range salaries in Band 4 and 5 only. Remaining salary points will be selected from Bands 6 through to 11 to match existing specialised Radiation Therapist classification and salary structure.
Medical Physicist – various levels	New graduate entry range salaries in Band 4 and 5 only. Remaining salary points will be selected from Bands 6 through to 11 to match existing specialised Medical Physicist classification and salary structure.

**Table 29: Disciplines using a portion of the proposed professional structure**

We consider that Dentists require separate consideration.

More detailed discussion of the various professional classifications will take place in the context of their host Cluster.

## 10 NEXT STEPS

This Report is the third of a series of five reports. The Report describes the methodology and the associated Work Level Standards used for modelling the previously described Career Clusters onto a proposed Shared Salary Spine.

### **RECOMMENDATIONS:**

1. That the methodology and the associated Work Level Standards used for modelling the previously described Career Clusters onto a proposed Shared Salary Spine be accepted.
2. That the Review proceed to the agreed workplan.

Simplification of classification structures and transitional matters will be addressed in detail in subsequent Elements of the Review.

This Report will contribute to Elements 4 and 5 of the Review, scheduled for completion by 16 March 2012.

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**Annexe A: ACRONYMS & SHORT FORMS**

AAWI	Average Annualised Wage Increase
ACT	Australian Capital Territory
ACTEW	ACT Electricity & Water
ACT Health	Health Directorate
ACTION	ACT Internal Omnibus Network
ACTPS	Australian Capital Territory Public Service
ACTTAB	ACT Totaliser Agency Board
AGL	Australian Gas Ltd
A-GO	Auditor-General's Office (ACTPS)
AIRC	Australian Industrial Relations Commission
AMWU	Australian Manufacturing Workers Union
APESMA	Association of Professional Engineers, Scientists and Managers Australia
APS	Australian Public Service
APSC	Australian Public Service Commissioner
AQF	Australian Qualifications Framework
AQTF	Australian Qualifications Training Framework.
ARIn	Attraction and Retention Incentive
ASO	Administrative Services Officer
ASQA	Australian Skills Quality Authority
ATL	Association of Teachers & Lecturers (UK)
BCC	Brisbane City Council
BEP	Building, Electrical and Plumbing
bm	benchmark
C&P	Care & Protection
CBC	Competency-Based Completion
CBCA	Competency Based Salary Advancement
CDPP	Commonwealth Director of Public Prosecutions
CEO	Chief Executive Officer
CEPU	Communications, Electrical & Plumbing Union

CFC	Cultural Facilities Corporation
CFMEU	Construction, Forestry, Mining & Energy Union
CIA	Construction Industry Allowance
CIT	Canberra Institute of Technology
CMCD	Chief Minister's & Cabinet Directorate
CMD	Chief Minister's Department (now part of CMCD)
CoAG	Council of Australian Governments
CPC	Commonwealth Parliamentary Counsel
CPSU	Community & Public Sector Union
CSD	Community Services Directorate
CSP	Community Safety Portfolio
CSS	Commonwealth Superannuation Scheme (now closed)
D-G	Director-General
DA	Disability Allowance
DEEWR	Department of Education, Employment and Workplace Relations
DJAG	Department of Justice and Attorney-General (Queensland)
DPC	Department of Premier & Cabinet (NSW)
EA	Enterprise Agreement
EDD	Economic Development Directorate
EC	European Community
EL	Executive [Officer] Level
ESDD	Environment & Sustainable Development Directorate
ETD	Education & Training Development
EVP	Employee Value Proposition
FAQ	Frequently Asked Question
FSO	Facilities Services Officer
FTE	Full Time [Employee] Equivalent
FWA	Fair Work Australia
GAA	Graduate Administrative Assistant
GPG	Gender Pay Gap

GSO	General Services Officer
HCA	Health Care Assistant
HERA	Higher Education Role Analysis (UK)
HESA	Higher Education Statistics Agency (UK)
HMSO	Her Majesty's Stationery Office (UK)
HPO	Health Professional Officer
HRM	Human Resource Management
HSU	Health Services Union
HWA	Health Workforce Australia
ICT	Information & Communications Technology
IIBA	International Institute of Business Analysis
ILS	Integrated Leadership Framework
IPSAM	Integrated Public Sector Audit Management
ISC	Industry Skills Council.
ITAB	Industry Training Advisory Board
ITIL	Information Technology Infrastructure Library
ITO	Information Technology Officer
JACS	Justice & Community Safety Directorate (see JCSD)
JCSD	Justice & Community Safety Directorate (see JACS)
JES	Job Evaluation System
KSF	Knowledge and Skills Framework (UK)
LLN	Language, Literacy and Numeracy
MCF	Minimum Competency Framework
MP	Medical Physicist
MoG	Machinery of Government
NES	National Employment Standards
NHS	National Health Service (UK)
NPM	New Public Management
NRS	National Reporting System
NTF	National Training Framework

ODPP	Office of the Director of Public Prosecutions (ACT)
ORS	Office of Regulatory Services
PAO	Public Affairs Officer
PDY	Professional Development Year
PFA	Points-Factor Analysis (Job Evaluation approach)
PO	Professional Services Officer
PRINC2	Projects in Control [methodology] Version 2.0
PSM	Public Service Management (standards)
PSA	Public Service Arbitrator
PSC	Public Service Commission (Queensland)
QPS	Queensland Public Service
RCC	Recognition of Current Competency.
RED	Respect Equity & Diversity
RPL	Recognition of Prior Learning.
RTO	Registered Training Organisation.
SACS	Social & Community Services
SEA	Special Employment Arrangement
SEP	Structural Efficiency Principle
SES	Senior Executive Service
SLIP	Support, Legal, Infrastructure & Physical (in reference to Career Clusters)
SO	Senior Officer
SSA	Single Status Agreement (UK)
SSCE	Senior Secondary Certificate of Education.
SSP	Senior Specialist Professional (Brisbane City Council)
STA	State Training Authority.
TAMS	Territory & Municipal Services Directorate
TCH	The Canberra Hospital
TEQSA	Tertiary Education Quality and Standards Agency
TO	Technical Officer
TOIL	Time Off In Lieu

Treasury	Treasury Directorate
TSS	Tasmanian State Service
UK	United Kingdom
UCU	University & College Union (UK)
VET	Vocational. Education and Training.
VPS	Victorian Public Service
VTE	Vocational and Technical Education
WCM	WorkCover Manager
WCO	WorkCover Officer
WLA	Work Level Analysis (Job Evaluation approach)
WLI	Work Level Indicator
WLS	Work Level Standard
WOP	WithOut Pay

## Annexe B: GLOSSARY

**Adaptability:** the ability of a system, organisation or process to respond to emergent requirements and influences unanticipated when it was implemented.

**Australian Qualifications Framework (AQF):** a national system of qualification types covering curriculum-based higher education as well as competency-based learning.

**Australian Qualifications Training Framework (AQTF):** a system of national standards for VET-sector training bodies and registration bodies.

**Chain of Service:** a sequence of services where, for each adjacent pair of services, occurrence of the first action is necessary for the occurrence of the second action.

**Compensable Factors:** Factors by which Jobs may be dissected and analysed for Job Evaluation.

**Data:** see **Information**

**Employee Value Proposition (EVP):** the relationship between the cost to the employee—the work to be performed—and the quality experienced—the total balance of reward and benefit received as defined by the employee. (Smith 2010a).

**Flexibility:** the ability of a system, organisation or process to respond to a range of different possible requirements and influences at any given time.

**Human Resource Management (HRM):** The *Shorter Oxford* (1993) defines Human Resources as: “people (esp. personnel or workers) as a significant asset of a business etc”. This conceptualisation of employees, staff and other providers of skills and knowledge as “human capital” parallels the concepts of other inputs such as financial capital and physical assets. Contrasting this, much recent literature of HRM strongly rejects this interpretation, focusing instead on the unique aspects of people that separate them from such an abstracted view of inputs. Pfeffer (1994) puts the person first, bringing best practices to HRM in order to derive organisational benefit as a second order outcome. Another approach to putting the person first is the Resource view, which looks at the strengths of the individual and manages their role around that unique mix (Prahalad & Hamel 1990). A further approach focuses on a close fit between human resources and organisational strategy: Porter’s (1985) model provides an example, suggesting that human resource needs evolve to meet the contingencies of organisational evolution in a dynamic driven by his “five forces”.

**Industry Skills Council (ISC):** tasked with responsibility for determining the content of Training Packages.

**Information** : Information is a set of facts organized in such a way that it provides additional value beyond that of the facts themselves. It is derived from data or raw facts that represent real-world elements.

Put another way, information is data put into context (Gray 2006, p.9).

A further approach is to view information as data used to drive a decision (Gane & Sarson 1979) – where that decision is of relevance in the business context – the business activity under study. The advantage of this approach is that it clarifies the additional value that the information will provide.

More generally, it is suggested (Stair & Reynolds 2003)<sup>1</sup> that turning data into information is a process, or a set of logically related tasks performed to achieve a defined outcome. The process of defining relationships among data to create useful information requires knowledge. This is an awareness and understanding of a set of information and the ways in which it can be made useful to support a specific task. Knowledge is discussed in more detail in Section 8 of the *Report* on Element 1 of this Review, with particular reference to its application in an industrial setting.

**Information Technology Infrastructure Library (ITIL)**: an IT management framework that provides frameworks and procedures for IT development and IT services management and operation

**Integrated Public Sector Audit Management (IPSAM)**: a methodology for internal audit developed jointly by the Victorian and Queensland governments.

**Knowledge**: see **Information**

**Language, Literacy and Numeracy (LLN)**: taken collectively, these are the skills to communicate in oral and written form. Refer Annexe I:

**Mobility**: the ability of a person to move across a range of environments.

**National Reporting System (NRS)**: A system designed by literacy trainers to assess literacy, numeracy and language skills.

**National Training Framework (NTF)**: made up of the AQTF and Training Packages.

**New Public Management (NPM)**: Based on conceptualisation of public sector stakeholders as customers, suppliers and shareholders, this approach to public sector management was developed and promoted from the 1980s into the early years of the twenty-first century (Hood 1991). It suggested that reliance on appropriations and shielding from market forces compromised both efficiency and quality; public sector staff were seen to be protected by professional and trade membership: the inevitable outcomes were posited to be higher tax bills and a disgruntled electorate (Boston et al 1996; Dawson & Dargie 1999). Effects of this approach include: a move towards smaller agencies with more focused

outcomes; greater focus on efficiency; exposure to market forces; competition between agencies. The key tool in public sector management became the contract, replacing the hierarchy that had dominated for so long (Dawson & Dargie 1999). More “business-like” (Dawson & Dargie 1999, p. 461) patterns came to dominate what was now referred to as *human resource management* (HRM), including performance management contracts, external recruitment and performance-based pay. More generally, an array of approaches emerged independently across many countries, all based on the same values but differing in implementation details (Dunleavy & Hood 1994), particularly the degree of prescription and the degree of distinction between public and private sector HRM, organisational and business methods.

**Points-Factor:** a methodology used for Job Evaluation whereby Jobs are scored for a series of factors, and the points scored are then summed to evaluate the Job’s ranking.

**PRINCE2:** Version 2 of a project management methodology for management of ICT projects, developed by the UK government and in the public domain.

**Public Good:** a product that is not affected by consumption and which is available to all.

**Public Value (PV):** *Public Goods*, services, outcomes and trust (Kelly et al 2002) produced by government action through relationships between citizens and public servants.

**Recognition of Current Competency (RCC):** acknowledging that skills may decline over time, RCC determines the current status of an individual’s competency.

**Recognition of Prior Learning (RPL):** Assessment of competency gained in previous learning situations

**Registered Training Organisation (RTO):** a provider of education and assessment services in the VET sector.

**Reliability:** a condition where the same result is achieved. In the context of Job Evaluation, reliability is achieved when different evaluators arrive at the same evaluation for a specific Job (cf: *Validity* below).

**Senior Secondary Certificate of Education (SSCE):** a nationally agreed final year certification of school-based education. Local titles may be used in each state or territory, and the content is set by the relevant state or territory body.

**Skills Australia:** a committee providing expert advice on the federal Minister for Education on workforce issues

**State Training Authority (STA):** state body with authority to register RTOs.

**Training Package:** a set of learning and assessment materials registered for delivery in the VET sector.

**Validity:** a condition achieved when a measurement, assessment or evaluation actually correlates with a real-world phenomenon that is the object of interest.

**Vocational and Technical Education (VTE):** see Vocational Education and Training.

**Vocational Education and Training (VET):** also referred to as Vocational and Technical Education (VTE), this sector provides learning pathways that provide competencies required for technical, trade, and other job-related area.

**Annexe C: CAREER CLUSTERS – SUMMARY**

<b>Infrastructure Services</b>	<b>People Services</b>
<p><i>Work in this Clusters undertakes planning and execution of activities to manage, maintain and enhance the natural and urban environments to the benefit of the ACT community, and provide specialised support for the operation of public infrastructure, institutions and services. Vocations relate to the management of the <u>physical assets</u> of the ACT community. These include land, real estate, buildings, vehicles, plant &amp; equipment related to asset management. Examples of vocations include:</i></p>	<p><i>Work in this Cluster provides diagnostic and therapeutic services and social interventions in health care and/or institutional and/or community settings. The cluster includes regulated and non-regulated health professions. Vocations relate primarily to the delivery of services to benefit the <u>people</u> of the ACT community: residents, rate-payers and property-owners. Examples of vocations include:</i></p>
<ul style="list-style-type: none"> <li>• Engineers, Town Planners and Surveyors, Construction Project Managers</li> <li>• Water Quality testing staff</li> <li>• Veterinary workers,</li> <li>• Engineering Technical Officers, Drafting Officers,</li> <li>• Most GSOs, including those from the building trades stream, metal trades stream and related supervisors, trades assistants and technicians</li> <li>• Motor drivers,</li> <li>• Stores employees,</li> <li>• Rangers,</li> <li>• Linen Service Attendants</li> </ul>	<ul style="list-style-type: none"> <li>• Dentists and other dental practitioners,</li> <li>• Physiotherapists and other therapy professionals,</li> <li>• Psychologists, including School Counsellors</li> <li>• Social Workers,</li> <li>• Diagnostic Radiographers,</li> <li>• Radiation Therapists,</li> <li>• Nuclear Medicine Technologists,</li> <li>• Medical Laboratory Scientists,</li> <li>• Diagnostic Pathology Scientists,</li> <li>• Technical Officers in health-related fields,</li> <li>• Disability Services Officers,</li> <li>• Therapy Aides,</li> <li>• Health Care Assistants,</li> <li>• Cooks and food services employees</li> <li>• Patient Service Officers (HSOs)</li> <li>• Correctional Officers</li> <li>• Youth Workers, Counsellors, Welfare Officers, Parole Officers (presently in the ASO structure)</li> <li>• Indigenous Education Officers,</li> <li>• Special Needs Transport Assistant</li> <li>• Community Services Managers</li> <li>• Health Services Managers</li> <li>• Correctional Services Managers</li> </ul>
<b>Support Services</b>	<b>Legal Services</b>
<p><i>Workers in this cluster assemble, manage, transform and distribute data and information within the ACTPS and between the ACTPS and stakeholders (such as ratepayers and MLAs), and supervise and manage these functions. Vocations relate primarily to the creation, management, transformation, storage and transmission of <u>information</u>. A key and growing element of any modern economy, it includes information transmission in and out of the organisation as well as within it . Examples of vocations include:</i></p>	<p><i>Professionals and paralegals in this career cluster provide the full range of legal services required by the Territory.</i></p>
<ul style="list-style-type: none"> <li>• ASOs and Senior Officers in general (eg: staff performing work in areas such as Canberra Connect, finance, human resources, records management, policy),</li> <li>• Librarians, Library Officers/Technicians/Assistants</li> <li>• Research Officers and Senior Research Officers,</li> <li>• Accountants,</li> <li>• Economists,</li> <li>• Statisticians,</li> <li>• Information Technology Officers,</li> <li>• Business Analysts,</li> <li>• Project Managers,</li> <li>• Auditors,</li> <li>• Workcover Officers/Managers.</li> <li>• Dental Receptionists.</li> <li>• School Assistants</li> </ul>	<ul style="list-style-type: none"> <li>• Legal officers,</li> <li>• Prosecutors</li> <li>• Paralegal workers</li> </ul>

**Annexe D: SCOPE OF REVIEW - LIST OF CLASSIFICATIONS**

<b>Classification</b>	<b>Levels in enterprise agreements (2010-2011 version)</b>	<b>No. of distinct grades</b>	<b>No. of grades in use at 31/3/2011</b> <i>NAD: No Accurate Data</i>
Administrative Services Officer	1, 2, 3, 4, 5, 6	6	6
Senior Officer	C, B, A	3	3
Information Technology Officer	1, 2	2	2
Senior Information Technology Officer	C, B, A	3	3
Information Technology Officer Trainee		1	1
Public Affairs Officer	1, 2, 3	3	3
Senior Public Affairs Officer	1, 2	2	2
Public Relations Adviser	1, 2	2	Local title
Public Relations Manager	1, 2	2	Local title
Research Officer	1, 2	2	<i>NAD</i>
Senior Research Officer	1, 2	2	<i>NAD</i>
Principal Research Officer		1	<i>NAD</i>
Tourism & Events Officer	1, 2, 3, 4, 5, 6	6	1
CTEC Manager	C, B, A	3	NIL
WorkCover Officer	1, 2, 3, 4, 5, 6	6	3
WorkCover Manager	C, B, A	3	1
Trust Officer	1, 2	2	2
Graduate Administrative Assistant		1	1
Cadet	Practical training Full-time study	1	1
Schools Assistant	2, 2/3, 3	3	3

<b>Classification</b>	<b>Levels in enterprise agreements (2010-2011 version)</b>	<b>No. of distinct grades</b>	<b>No. of grades in use at 31/3/2011</b> NAD: No Accurate Data
Disability Support Officer	1, 2, 3	3	3
Family Services Worker	1	1	NIL
Legal	1, 2	2	2
Para Legal	1, 2, 3	3	3
Prosecutor	1L, 1U, 2, 3, SEA	5	5
Custodial Officer	1, 2, 3, 4	4	NIL
Correctional Officer	1, 2, 3, 4	4	4
Veterinary Officer	1, 2, 3, 4, 5	5	1
Professional Officer	1, 2	2	2
Professional Officer CFC	1, 2	2	2
Senior Professional Officer	C, B, A	3	3
Cadet Professional Officer	Practical training Full-time study	1	NIL
Dentist	1/2, 3, 4	3	3
Dental Receptionist		1	1
Dental Assistant	Unqualified Qualified Principal	3	3
Health Professional	1, 2, 3, 4, 5, 6	6	6
Health Care Assistant	1, 2, 3, 4, 5	5	1
Radiation Therapist	1, 2, 3, 4, 5, 6	6	6
Medical Physics Registrar		5	4
Medical Physics Specialist			
Senior Medical Physics Specialist			

<b>Classification</b>	<b>Levels in enterprise agreements (2010-2011 version)</b>	<b>No. of distinct grades</b>	<b>No. of grades in use at 31/3/2011</b> NAD: No Accurate Data
Principal Medical Physics Specialist Chief Medical Physics			
Canberra Theatre Staff	1, 2, 3, 4, 5, 6, 7	7	7
General Service Officer	2, 3, 4, 5, 6, 7, 8, 9, 10	9	9
Health Service Officer	2, 3, 4, 5, 6, 7, 8, 9, 10	9	9
Apprentices		1	1
Ranger	1, 2, 3	3	3
Sportsground Ranger	1	1	NAD
Park Ranger	1, 2	2	NAD
Senior Park Ranger	3	1	NAD
Facilities Service Officer	3, 4, 5, 6, 7, 8	6	6
Facilities Technical Officer	1, 2, 3	3	1
Building Service Officer		1	1
Sterilising Services	3/4	1	1
Health Service Officer			
Sterilising Services	1, 2	2	2
Technical Officer			
Central Linen Service	1, 2, 3, 4, 5, 6, 7	6	6
Central Linen Service	8, 9, 10	3	2
Stores Supervisor		1	1
Senior Stores Supervisor	1, 2, 3	3	1
Technical Officer	1, 2, 3, 4	4	4
Senior Officer (Technical)	C, B	2	2
Trainee Technical Officer		1	1

<b>Classification</b>	<b>Levels in enterprise agreements (2010-2011 version)</b>	<b>No. of distinct grades</b>	<b>No. of grades in use at 31/3/2011</b> <i>NAD: No Accurate Data</i>
Calvary Hospital Technical Services Officer		1	1
Clinical Coders		1	1
Clinical Coders Trainee		1	1
Trainees	A, B, C	3	1
TOTAL	---	190	---

### **Annexe E: ENTERPRISE AGREEMENTS – CLAUSE D7**

Clause D7 of each current (that is, 2010-2011) ACTPS enterprise agreement provides as follows:

*“ D7 ACTPS Classification Review and Single Salary Spine*

- D7.1 The Chief Minister’s Department, in consultation with the Agency, will jointly undertake a review of the classification structure in the ACTPS with nominated union representatives.*
- D7.2 The purpose of the review, in order of priority, is to:*
- (a) recommend the most effective way of creating a new vocational stream structure, particularly in relation to identified classifications/categories of workers within a building trades stream, metal trades stream, technical professional stream, legal professional stream and a health professional stream;*
  - (b) recommend the appropriate market based salary levels for each proposed vocational stream;*
  - (c) consider the most effective way of moving to a single salary spine for the ACTPS;*
  - (d) simplify and reduce current classifications wherever possible across the ACTPS by taking into account conditions of employment and other relevant comparators, including market rates and comparators that are considered pertinent to the skills, competencies and general responsibilities required of positions; and*
  - (e) recommend an implementation process and related transitional arrangements.*
- D7.3 Any consultancy engaged to conduct the review will be agreed to between Chief Minister’s Department and the unions and all draft reports will be provided to Chief Minister’s Department and the unions.*
- D7.4 No employee will be disadvantaged by the outcomes of the review.*
- D7.5 The review will commence as soon as a project plan is agreed. The plan will include a staging of the review elements which recognises the particular emphasis being given to trades; technical professional; health professional and legal professional fields.*
- D7.6 The vocational stream review and the single salary spine review will be completed by 30 June 2011 and the ACTPS classification review by 31 December 2011.*
- D7.7 The outcomes of the three reviews will be implemented within the Agency only with joint agreement between the nominated union representatives and the Chief Minister’s Department.*
- D7.8 If agreement is reached on the implementation process and related transitional arrangements there is nothing to prevent the implementation of some elements of the review’s recommendations during the life of this and/or the next enterprise agreement.*
- D7.9 In the event that agreement is not reached as per subclause D7.8 then the Agency or any union(s) covered by this Agreement may refer the matter to FWA in accordance with clause H2.”*

## **Annexe F: THE NHS KNOWLEDGE & SKILLS FRAMEWORK**

### **INTRODUCTION**

Implemented as one of the three key elements of the *Agenda for Change* (Department of Health 2004,) in the UK NHS in 2004, the Knowledge & Skills Framework (KSF) is “a broad generic framework that focuses on the application of knowledge and skills – it does not describe the exact knowledge and skills that people need to develop” (Department of Health 2004, Ch.1).

It is intended to support the development of individuals in their post and in their careers. It is intended to be NHS-wide in application, equitable in effect, simple to implement, capable of linking with current and emerging competence frameworks. It is accompanied by an associated development review process and together these form the basis of career and pay progression.

### **COMPONENTS OF THE KNOWLEDGE & SKILLS FRAMEWORK**

#### **Dimensions**

It is made up of 30 dimensions identifying broad functions required by the NHS. There are six Core dimensions, common to every post in the NHS:

#### **Core**

- Communication
- Personal and people development
- Health, safety and security
- Service improvement
- Quality
- Equality and diversity

The other 24 dimensions are specific: that is, they apply to some but not all jobs in the NHS. They are grouped into themes as follows:

- 10 Health and wellbeing dimensions (HWB series)
- 3 Estates and facilities dimensions (EF series)
- 3 Information and knowledge dimensions (IK series)
- 8 General dimensions (G series)

#### **Levels**

Each dimension has 4 levels. Each level has :

- A descriptive Title,
- Indicators which describe how knowledge and skills need to be applied at that level, and
- Examples of application, illustrating how the KSF might be applied in different situations.

The Dimensions and Levels are mapped in the Table on the following pages.

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Dimension	Level 1	Level 2	Level 3	Level 4
CORE Communication	Communicate with a limited range of people on day-to-day matters	Communicate with a range of people on a range of matters	Develop and maintain communication with people about difficult matters and/or in difficult situations	Develop and maintain communication with people on complex matters, issues and ideas and/or in complex situations
CORE Personal and People Development	Contribute to own personal development	Develop own skills and knowledge and provide information to others to help their development	Develop oneself and contribute to the development of others	Develop oneself and others in areas of practice
CORE Health, Safety and Security	Assist in maintaining own and others' health, safety and security	Monitor and maintain health, safety and security of self and others	Promote, monitor and maintain best practice in health, safety and security	Maintain and develop an environment and culture that improves health, safety and security
CORE Service Improvement	Make changes in own practice and offer suggestions for improving services	Contribute to the improvement of services	Appraise, interpret and apply suggestions, recommendations and directives to improve services	Work in partnership with others to develop, take forward and evaluate direction, policies and strategies
CORE Quality	Maintain the quality of own work	Maintain quality in own work and encourage others to do so	Contribute to improving quality	Develop a culture that improves quality
CORE Equality and diversity	Act in ways that support equality and value diversity	Support equality and value diversity	Promote equality and value diversity	Develop a culture that promotes equality and values diversity
HWB1 Promotion of health and wellbeing and prevention of adverse effects on health and wellbeing	Contribute to promoting health and wellbeing and preventing adverse effects on health and wellbeing	Plan, develop and implement approaches to promote health and wellbeing and prevent adverse effects on health and wellbeing	Plan, develop, implement and evaluate programmes to promote health and wellbeing and prevent adverse effects on health and wellbeing	Promote health and wellbeing and prevent adverse effects on health and wellbeing through contributing to the development, implementation and evaluation of related policies
HWB2 Assessment and care planning to meet health and wellbeing needs	Assist in the assessment of people's health and wellbeing needs	Contribute to assessing health and wellbeing needs and planning how to meet those needs	Assess health and wellbeing needs and develop, monitor and review care plans to meet specific needs	Assess complex health and wellbeing needs and develop, monitor and review care plans to meet those needs
HWB3	Recognise and report situations	Contribute to protecting people at	Implement aspects of a protection	Develop and lead on the

Dimension	Level 1	Level 2	Level 3	Level 4
Protection of health and wellbeing	where there might be a need for protection	risk	plan and review its effectiveness	implementation of an overall protection plan
HWB4 Enablement to address health and wellbeing needs	Help people meet daily health and wellbeing needs	Enable people to meet ongoing health and wellbeing needs	Enable people to address specific needs in relation to health and wellbeing	Empower people to realise and maintain their potential in relation to health and wellbeing
HWB5 Provision of care to meet health and wellbeing needs	Undertake care activities to meet individuals' health and wellbeing needs	Undertake care activities to meet the health and wellbeing needs of individuals with a greater degree of dependency	Plan, deliver and evaluate care to meet people's health and wellbeing needs	Plan, deliver and evaluate care to address people's complex health and wellbeing needs
HWB6 Assessment and treatment planning	Undertake tasks related to the assessment of physiological and/or psychological functioning	Contribute to the assessment of physiological and/or psychological functioning	Assess physiological and/or psychological functioning and develop, monitor and review related treatment plans	Assess physiological and/or psychological functioning when there are complex and/or undifferentiated abnormalities, diseases and disorders and develop, monitor and review related treatment plans
HWB7 Interventions and treatments	Assist in providing interventions and/or treatments	Contribute to planning, delivering and monitoring interventions and/or treatments	Plan, deliver and evaluate interventions and/or treatments	Plan, deliver and evaluate interventions and/or treatments when there are complex issues and/or serious illness
HWB8 Biomedical investigation and intervention	Undertake tasks to support biomedical investigations and/or interventions	Undertake and report on routine biomedical investigations and/or interventions	Plan, undertake, evaluate and report biomedical investigations and/or interventions	Plan, undertake, evaluate and report complex/unusual biomedical investigations and/or interventions
HWB9 Equipment and devices to meet health and wellbeing needs	Assist in the production and/or adaptation of equipment and devices	Produce and/or adapt equipment and devices to set requirements	Design, produce and adapt equipment and devices	Design, produce and adapt complex/unusual equipment and devices
HWB10	Prepare simple products and	Prepare and supply routine products	Prepare and supply specialised	Support, monitor and control the

Dimension	Level 1	Level 2	Level 3	Level 4
Products to meet health and wellbeing needs	ingredients		products	supply of products
EF1 Systems, vehicles and equipment	Carry out routine maintenance of simple equipment, vehicle and system components	Contribute to the monitoring and maintenance of systems, vehicles and equipment	Monitor, maintain and contribute to the development of systems, vehicles and equipment	Review, develop and improve systems, vehicles and equipment
EF2 Environments and buildings	Assist with the maintenance and monitoring of environments, buildings and/or items	Monitor and maintain environments, buildings and/or items	Monitor, maintain and improve environments, buildings and/or items	Plan, design and develop environments, buildings and/or items
EF3 Transport and logistics	Transport people and/or items	Monitor and maintain the flow of people and/or items	Plan, monitor and control the flow of people and/or items	Plan, develop and evaluate the flow of people and/or items
IK1 Information processing	Input, store and provide data and information	Modify, structure, maintain and present data and information	Monitor the processing of data and information	Develop and modify data and information management models and processes
IK2 Information collection and analysis	Collect, collate and report routine and simple data and information	Gather, analyse and report a limited range of data and information	Gather, analyse, interpret and present extensive and/or complex data and information	Plan, develop and evaluate methods and processes for gathering, analysing, interpreting and presenting data and information
IK3 Knowledge and information resources	Access, appraise and apply knowledge and information	Maintain knowledge and information resources and help others to access and use them	Organise knowledge and information resources and provide information to meet needs	Develop the acquisition, organisation, provision and use of knowledge and information
G1 Learning and development	Assist with learning and development activities	Enable people to learn and develop	Plan, deliver and review interventions to enable people to learn and develop	Design, plan, implement and evaluate learning and development programmes
G2 Development and innovation	Appraise concepts, models, methods, practices, products and equipment developed by others	Contribute to developing, testing and reviewing new concepts, models, methods, practices, products and equipment	Test and review new concepts, models, methods, practices, products and equipment	Develop new and innovative concepts, models, methods, practices, products and equipment

Dimension	Level 1	Level 2	Level 3	Level4
G3 Procurement and commissioning	Monitor, order and check supplies of goods and/or services	Assist in commissioning, procuring and monitoring goods and/or services	Commission and procure products, equipment, services, systems and facilities	Develop, review and improve commissioning and procurement systems
G4 Financial management	Monitor expenditure	Coordinate and monitor the use of financial resources	Coordinate, monitor and review the use of financial resources	Plan, implement, monitor and review the acquisition, allocation and management of financial resources
G5 Services and project management	Assist with the organisation of services and/or projects	Organise specific aspects of services and/or projects	Prioritise and manage the ongoing work of services and/or projects	Plan, coordinate and monitor the delivery of services and/or projects
G6 People management	Supervise people's work P	Plan, allocate and supervise the work of a team	Coordinate and delegate work and review people's performance	Plan, develop, monitor and review the recruitment, deployment and management of people
G7 Capacity and capability	Sustain capacity and capability	Facilitate the development of capacity and capability	Contribute to developing and sustaining capacity and capability	Work in partnership with others to develop and sustain capacity and capability
G8 Public relations and marketing	Assist with public relations and marketing activities	Undertake public relations and marketing activities	Market and promote a service/organisation	Plan, develop, monitor and review public relations and marketing for a service/organisation

**Table 30: Components of the UK NHS Knowledge and Skills Framework**

## **INTERACTION BETWEEN SOME CORE ELEMENTS OF THE AGENDA FOR CHANGE**

### *KSF, the Salary Spine and Job Evaluation*

The Job Evaluation system determines where jobs are placed on the paybands of the Salary Spine.

However, each of the paybands has a number of pay points. The NHS KSF is used to inform individuals' development within the paybands. In most years pay progression takes the form of an annual increase in pay from one pay point within a pay band to the next as there is a normal expectation of progression.

At two points in each pay band – known as 'gateways' – decisions are made about pay progression as well as development:

1. the foundation gateway – this takes place no later than twelve months after an individual is appointed to a payband regardless of the pay point to which the individual is appointed. *The purpose of the foundation gateway is to check that individuals can meet the basic demands of their post on that payband – the foundation gateway review is based on a subset of the full NHS KSF outline for a post. Its focus is the skills and knowledge that need to be applied from the outset in a post coupled with the provision of planned development in the foundation period of up to 12 months.*
2. the second gateway – is set at a fixed point towards the top of a payband as set out in the National Agreement (see below). *The purpose of the second gateway is to confirm that individuals are applying their knowledge and skills to consistently meet the full demands of their post – as set out in the full NHS KSF outline for that post. Having gone through the second gateway, individuals will progress to the top of the pay band provided they continue to apply the knowledge and skills required to meet the NHS KSF outline for that post.*

Pay band Position of second gateway

Pay band 1 Before final point

Pay bands 2 – 4 Before first of last two points

Pay bands 5 – 7 Before first of last three points

Pay band 8, ranges A – D Before final point

Pay band 9 Before final point

Review of individuals at the gateways is based on using the dimensions and levels of the NHS KSF that are relevant to that post. There is an expectation that individuals will progress through the paypoints on a payband by applying the necessary knowledge and skills to the demands of the post. It is only at gateways, or if concerns have been raised about significant weaknesses in undertaking the current role, that the outcome of a review might lead to deferment of pay progression.

**HOW IS THE KNOWLEDGE & SKILLS FRAMEWORK APPLIED?**

The broad scope of the KSF is distilled to identify the elements that relate to specific situations. Post Outlines identify the knowledge and skills required for each post if it is to be undertaken effectively, documenting:

- the Indicators at the appropriate level for each of the 6 Core dimensions; and
- the Indicators at the appropriate level for the Specific dimensions that are critical for the post (unlikely to exceed 7).

The following Figure shows how a KSF Plan is developed on each selected dimension. The Post Outline is then used to manage and guide the ongoing development of the individual in their post.

<b>Dimension EF2 – Environments and Buildings</b>			
EF2/Level 1 – Assist with the maintenance and monitoring of environments, buildings and/or items			
<b>Indicators</b>	<b>Suggested examples of application given in the KSF</b>	<b>Areas of application for the post of Domestic Assistant in one NHS organisation</b>	
<p><i>The worker:</i></p> <p>a) follows schedules and procedures for <u>assisting with maintenance and monitoring</u></p> <p>b) correctly and safely prepares, uses, cleans and stores equipment, tools and materials</p> <p>c) prepares work areas correctly and leaves them clean and safe after use</p> <p>d) carries out maintenance and monitoring tasks effectively and in a way which:</p> <ul style="list-style-type: none"> <li>- causes minimum disruption to users</li> <li>- minimises risks to self, others and the work environment</li> <li>- is consistent with relevant <u>legislation, policies and procedures</u></li> </ul> <p>e) reports any problems to the appropriate person without delay</p>	<p><u>Assisting with maintenance and monitoring might include:</u></p> <ul style="list-style-type: none"> <li>- cleaning</li> <li>- cleaning and emptying</li> <li>- refurbishment</li> <li>- removal and replacement</li> <li>- repairs – simple</li> <li>- replenishment of supplies</li> <li>- repositioning (e.g. of security cameras)</li> <li>- washing</li> </ul> <p><u>Legislation, policies and procedures</u></p> <p>See overview</p>	<p><u>Assisting with maintenance and monitoring will include:</u></p> <ul style="list-style-type: none"> <li>- using correct cleaning materials and equipment for dusting, mopping, suction cleaning around beds and in bathrooms and for kitchen surfaces and appliances</li> <li>- cleaning and storing equipment safely after use</li> <li>- collection and removal of refuse</li> <li>- ordering of regular supplies of soap, paper towels and toilet rolls, tea, sugar and milk</li> <li>- identifying and reporting faults in machinery and equipment to the Domestic Supervisor</li> </ul> <p><u>Legislation, policies and procedures</u></p> <ul style="list-style-type: none"> <li>- using the correct dilution rates of cleaning fluids</li> <li>- wearing identification badge at all times when on duty</li> </ul> <p>and</p> <ul style="list-style-type: none"> <li>- undertaking training in Health and Safety, Infection Control, COSHH and Fire Regulations and Procedures</li> </ul>	

**Figure 10: Example of development of a KSF Plan**

## **Annexe G: GENDER BIAS IN JOB EVALUATION – SOME INFLUENCES ON THINKING**

The following is a brief summary of some current influences on managing gender bias in job evaluation.

Whitehouse, Zetlin & Earnshaw (2001) discuss some further significant cases and legislation in the UK and in Australia, although the discussion is not primarily about job evaluation approaches and schemes but is a more general review of trends in gender issues in wage setting.

### **THE UK SITUATION**

The law (Cabinet Office 2007, p.10) relating to sex discrimination in pay is contained in both European Community (EC) law and in UK statute. UK legislation is required to conform with EC law. The domestic legal framework for equal pay for work of equal value is provided by the Equal Pay Act 1970 as amended by the Equal Pay (Amendment) Regulations 1983, plus the relevant case law. The Act is given effect in the first instance through employment tribunals. Claims are generally taken under domestic law where possible, but in some circumstances claims may be referred to the European Court of Justice. In essence, this legislation makes gender discrimination in pay and conditions of service unlawful.

### **Selection of method**

Much support for “Analytical” approaches flows in the UK context from a 1987 judgement by the Court of Appeal on a decision in the United Kingdom Employment Appeal Tribunal<sup>49</sup>. It was held that:

*“systems ... which are not analytical, but which may be based on a “felt fair” hierarchy or a paired comparison on a “whole job” basis are much more vulnerable to sex discrimination”.*

*Bromley & others v H & J Quick Ltd*

Interestingly, “slotted in” jobs were not considered to have been covered by the employer’s scheme, suggesting that the method must require each job to be considered individually.

However, the judgement observed that:

*“Nowhere in the Act is there any suggestion that a study has to be “analytical”.*

*Bromley & others v H & J Quick Ltd*

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<sup>49</sup> The relevant Act is the Equal Pay Act 1970, with its 1983 Amendment Regulations.

Further, “analytical” does not necessarily mean “points-factor”. The UK Equal Pay Act as amended in 1984 refers to use of “headings such as effort, skill and decision” when determining whether work is “of equal value”. The crucial consideration discussed in the case is that the Evaluation method should break down the job into understandable factors and analyse it systematically to reduce or eliminate conscious or unconscious bias.

It was also noted that:

*“[i]n our judgment this concentration upon the form and nature of a job evaluation study may lead to a failure to identify the real mischief which the Act is designed to meet.*

*Bromley & others v H & J Quick Ltd*

The judgement turned on the specifics of the UK legislation (“the Act”), and has limited legal meaning in Australia as yet.

### **Validity**

In 1977 (*Eaton Ltd v J Nuttall*) it was determined that the validity of a job evaluation method depends on whether it is “thorough in analysis and capable of impartial application” and that where it “requires management to take a subjective judgement” it fails this test. That Job Evaluation must also be conducted in a thorough manner was confirmed in *Diago plc v Denise Thomson*. *Bromley & others v H & J Quick Ltd* further established that the onus is on the employer to demonstrate the validity of the selected method, and this point was reiterated in *Eaton Ltd v J Nuttall*.

### **Hartley and Others v Northumbria Healthcare NHS Foundation Trust**

In April 2009, in a decision handed down in *Hartley and Others v Northumbria Healthcare NHS Foundation Trust*, it was found that the job evaluation system used in the health sector under the *Agenda for Change* was not affected by sex discrimination, at least within the meaning of the relevant UK law. The decision also provides a comprehensive consideration of gender bias in job evaluation.

However, this does not mean that the NHS Job Evaluation System can be adopted wholesale. In 1991 the Northern Ireland Court of Appeal established that a method developed and implemented at one institution is not necessarily valid in another institution (*McAuley v Eastern Health and Social Services Board*).

## AUSTRALIA

### Pay Equity Inquiry

In Australia, a significant influence is the Pay Equity Inquiry conducted in NSW in 1996-1998 (New South Wales Industrial Relations Commission 1998). Justice Glynn found that:

*"[s]ubjectivity is involved in the Job Evaluation systems." (p.493),*

*"some evaluation systems ... measure certain factors which might lead the results to favour a certain type of job or occupational group" (p.493-494),*

*"systems may differ considerably in their application and utility" (p.494), and*

*"job evaluation techniques have not been effective in evaluating unskilled and semi-skilled jobs" (p.495).*

She agreed that:

*"job evaluation should not be used to determine the actual remuneration of an employee". (p.494)*

However, she accepted that:

*"job evaluation is one of a number of tools available ... having regard to the limitations evidenced in the Inquiry and the need to ensure against gender bias" (p.494-495).*

## **Annexe H: ACT PUBLIC SECTOR ACT 1994**

Key principles governing the employment of staff of the ACTPS are set out in the Public Sector Act 1994 . The following material relevant to this Report is drawn from the Public Sector Act 1994 republication no. 28, effective 1 July 2011.

### **Part 2 Administration of the public sector**

#### **Division 2.1 Values and general principles**

##### **6 Values and principles**

Government agencies shall have an objective of implementing the following values and principles:

- (a) service to the public;
- (b) responsiveness to—
  - (i) the requirements of the government; and
  - (ii) the needs of the public;
- (c) accountability to the government for the ways in which functions are performed;
- (d) fairness and integrity;
- (e) efficiency and effectiveness.

##### **7 General principles of public administration**

The public sector shall be administered with an objective of giving effect to the following principles:

- (a) the public sector shall be administered to provide quality services to the public;
- (b) decisions shall be as fair as possible;
- (c) the best management practices shall be used;
- (d) the public sector shall be structured and organised to facilitate the timely and effective performance of its functions;
- (e) there shall be a clear and explicit delineation of the responsibilities and accountabilities of public employees, administrative units and territory instrumentalities;
- (f) the public sector shall be managed in accordance with principles of access and equity by giving all members of the public the opportunity to have a fair share of the resources which the

*Territory manages on their behalf and an opportunity to gain access to the resources to which they are entitled;*

- (g) *the public sector shall be administered to minimise the possibility of unlawful discrimination.*

## **8 General principles of management in employment matters**

*In employment matters, government agencies shall be administered with an objective of giving effect to the following principles:*

- (a) *selection processes shall be directed towards and based on a proper assessment of merit;*
- (b) *all officers shall be afforded equal opportunities to secure promotion and advancement in their employment on the basis of relative merit;*
- (c) *best practices shall be adopted in the training and development of staff;*
- (d) *public employees shall be provided with safe and healthy working conditions;*
- (e) *public employees shall be afforded opportunities for appropriate participation in the decision-making processes relating to the administration of the government agencies in which they work.*

## **9 General obligations of public employees**

*A public employee shall, in performing his or her duties:*

- (a) *exercise reasonable care and skill;*
- (b) *act impartially;*
- (c) *act with probity;*
- (d) *treat members of the public and other public employees with courtesy and sensitivity to their rights, duties and aspirations;*
- (e) *in dealing with members of the public, make all reasonable efforts to assist them to understand their entitlements under the territory laws and to understand any requirements that they are obliged to satisfy under those laws;*
- (f) *not harass a member of the public or another public employee, whether sexually or otherwise;*
- (g) *not unlawfully coerce a member of the public or another public employee;*

- (h) *comply with this Act, the management standards and all other territory laws;*
- (i) *comply with any lawful and reasonable direction given by a person having authority to give the direction;*
- (j) *if the employee has an interest, pecuniary or otherwise, that could conflict, or appear to conflict, with the proper performance of his or her duties—*
  - (i) *disclose the interest to his or her supervisor; and*
  - (ii) *take reasonable action to avoid the conflict;**as soon as possible after the relevant facts come to the employee's notice;*
- (k) *not take, or seek to take, improper advantage of his or her position in order to obtain a benefit for the employee or any other person;*
- (l) *not take, or seek to take, improper advantage, for the benefit of the employee or any other person, of any information acquired, or any document to which the employee has access, as a consequence of his or her employment;*
- (m) *not disclose, without lawful authority—*
  - (i) *any information acquired by him or her as a consequence of his or her employment; or*
  - (ii) *any information acquired by him or her from any document to which he or she has access as a consequence of his or her employment;*
- (n) *not make a comment that he or she is not authorised to make where the comment may be expected to be taken to be an official comment;*
- (o) *not make improper use of the property of the Territory;*
- (p) *avoid waste and extravagance in the use of the property of the Territory;*
- (q) *report to an appropriate authority—*
  - (i) *any corrupt or fraudulent conduct in the public sector that comes to his or her attention; or*
  - (ii) *any possible maladministration in the public sector that he or she has reason to suspect.*

## **Annexe I: THE CONCEPT OF COMPETENCY UNDER THE NTF**

**Competency:** *Competency is the consistent application of knowledge and skill to the standard of performance required in the workplace. It embodies the ability to transfer and apply skills and knowledge to new situations and environments.*

*(National Quality Council 2010, p.4)*

**Competency Standard:** *see **Unit of Competency***

*(National Quality Council 2010, p.5)*

**Contingency Management Skills:** *one of the four dimensions of competency. These skills involve the requirement to respond to irregularities and breakdowns in routine.*

*(National Quality Council 2010, p.6)*

**Dimensions of Competency:** *dimensions are part of the broad concept of competency, which includes all aspects of work performance as represented by task skills, task management skills, contingency management skills and job/role environment skills.*

*(National Quality Council 2010, p.7)*

**Elements:** *elements of a unit of competency that describe actions or outcomes which are demonstrable and assessable. See also: **Performance Criteria***

*(National Quality Council 2010, p.7)*

**Job/Role Environment Skills:** *one of the four dimensions of competency. These skills involve demonstrating the ability to deal with responsibilities and expectations of the workplace, including working with others.*

*(National Quality Council 2010, p.10)*

**Language, Literacy and Numeracy (LLN):** *taken collectively, these are the skills to communicate in oral and written form. The term includes reading and use of written information; the ability to write appropriately, in a range of contexts and the integration of speaking, listening, and critical thinking with reading and writing. LLN includes numeracy, such as the recognition and use of numbers and basic mathematical signs and symbols within text.*

*(National Quality Council 2010, p.10)*

**Range Statement:** *a statement that contextualises the competency, provides a link to knowledge and a range of enterprise requirements, and provides a focus for assessment.*

*(National Quality Council 2010, p.15)*

**Required Skills and Knowledge:** *the essential skills and knowledge identified in units of competency as required for competent performance.*

- Knowledge - identifies what a person needs to know to perform the work in an informed and effective manner; and
- Skills - describes the application of the knowledge to situations where understanding is converted into a workplace outcome.

*(National Quality Council 2010, p.16)*

**Skill:** the ability to perform a particular mental or physical activity which may be developed by training or practice. The skill may be intellectual, manual, motor, perceptual, or social. Specified skills are identified as part of each competency standard. Competence usually requires a combination of skills in the application of cognitive and psycho-motor functions. See also: Required Skills and Knowledge

*(National Quality Council 2010, p.17)*

**Task Management Skills:** one of the four dimensions of competency. These skills involve demonstrating the ability to manage a number of different tasks/operations/activities within the job role or work environment.

*(National Quality Council 2010, p.18)*

**Task Skills:** one of the four dimensions of competency. These skills encompass the ability to perform individual tasks.

*(National Quality Council 2010, p.18)*

**Unit of Competency:** the specifications of knowledge and skill, and the application of that knowledge and skill to the standard of performance required in the workplace.

*(National Quality Council 2010, p.19)*

**Annexe J: COMPETENCY PROFILES – TORQUE CONSULTANCY 2005**

<b>ASO1</b>			
<b>Capability</b>	<b>Unit of Competency</b>	<b>Title</b>	<b>Comment</b>
Ethics, equity, diversity, ID, EEO	PSPGOV201B	Work in a public sector environment	CORE
Communication	PSPGOV202B	Use routine communication techniques	CORE
Client/customer service	PSPGOV203B	Deliver a service to clients	CORE
Computer technology	PSPGOV207B	Use technology in the workplace	
Working with others/teams	PSPGOV302B	Contribute to workgroup activities	
Workplace safety	PSPOHS201B	Follow workplace safety procedures	CORE

<b>ASO2</b>			
<b>Capability</b>	<b>Unit of Competency</b>	<b>Title</b>	<b>Comment</b>
Ethics & accountability	PSPETHC301B	Uphold the values and principles of public service	CORE
Communication - oral	PSPGOV202B	Use routine communication techniques	
Client/customer service	PSPGOV203B	Deliver a service to clients	
Information	PSPGOV206B	Handle workplace information	
Computer technology	PSPGOV207B	Use technology in the workplace	
Communication - written	PSPGOV208A	Write routine workplace materials	
Effectiveness/organisational skills	PSPGOV301B	Work effectively in the organisation	CORE
Working with others/teams	PSPGOV302B	Contribute to workgroup activities	CORE
Diversity	PSPGOV308B	Work effectively with diversity	
Legislation & compliance	PSPLEGN301B	Comply with legislation in the public sector	CORE
Workplace safety	PSPOHS201B	Follow workplace safety procedures	

<b>ASO3</b>			
<b>Capability</b>	<b>Unit of Competency</b>	<b>Title</b>	<b>Comment</b>
Ethics & accountability	PSPETHC301B	Uphold the values and principles of public service	CORE
Computer technology	PSPGOV207B	Use technology in the workplace	
Communication - written	PSPGOV208A	Write routine workplace materials	
Effectiveness/organisational skills	PSPGOV301B	Work effectively in the organisation	CORE
Working with others/teams	PSPGOV302B	Contribute to workgroup activities	CORE
Information	PSPGOV307B	Organise workplace information	
Diversity	PSPGOV308B	Work effectively with diversity	CORE
Client/customer service	PSPGOV309A	Address client needs	
Communication - oral	PSPGOV312A	Use workplace communication strategies	CORE
Government processes and systems	PSPGOV422A	Apply government processes	
Legislation & compliance	PSPLEGN301B	Comply with legislation in the public sector	CORE
Workplace safety	PSPOHS301A	Contribute to workplace safety	CORE

<b>ASO4</b>			
<b>Capability</b>	<b>Unit of Competency</b>	<b>Title</b>	<b>Comment</b>
Ethics & accountability	PSPETHC401A	Uphold and support the values and principles of public service	CORE
Change	PSPGOV205B	Participate in workplace change	
Computer technology	PSPGOV207B	Use technology in the workplace	
Working with others/teams	PSPGOV302B	Contribute to workgroup activities	
Diversity	PSPGOV308B	Work effectively with diversity	
Communication - oral	PSPGOV312A	Use workplace communication strategies	
Communication - written	PSPGOV313A	Compose workplace documents	
Client/customer service	PSPGOV402B	Deliver and monitor service to clients	CORE
Information	PSPGOV406B	Gather and analyse information	
Government processes and systems	PSPGOV422A	Apply government processes	
Legislation & compliance	PSPLEGN301B	Comply with legislation in the public sector	
Workplace safety	PSPOHS301A	Contribute to workplace safety	

<b>ASO5</b>			
<b>Capability</b>	<b>Unit of Competency</b>	<b>Title</b>	<b>Comment</b>
Ethics & accountability	PSPETHC401A	Uphold and support the values and principles of public service	CORE
Change	PSPGOV205B	Participate in workplace change	
Communication - written	PSPGOV313A	Compose workplace documents	
Performance	PSPGOV315A	Give and receive workplace feedback	
Client/customer service	PSPGOV402B	Deliver and monitor service to clients	CORE
Working with others/teams	PSPGOV404B	Develop and implement work unit plans	
Information	PSPGOV406B	Gather and analyse information	
Diversity	PSPGOV408A	Value diversity	CORE
Communication - oral	PSPGOV412A	Use advanced workplace communication strategies	CORE
Government processes and systems	PSPGOV422A	Apply government processes	CORE
Legislation & compliance	PSPLEGN401A	Encourage compliance with legislation in the public sector	CORE
Workplace safety	PSPOHS301A	Contribute to workplace safety	
Effectiveness/organisational skills	BSBFLM501B	Manage personal work priorities and professional development	

<b>ASO6</b>			
<b>Capability</b>	<b>Unit of Competency</b>	<b>Title</b>	<b>Comment</b>
Ethics & accountability	PSPETHC501B	Promote the values and ethos of public service	CORE
Change	PSPGOV306B	Implement change	
Working with others/teams	PSPGOV404B	Develop and implement work unit plans	
Diversity	PSPGOV408A	Value diversity	
Communication - written	PSPGOV413A	Compose complex workplace documents	
Performance	PSPGOV416A	Monitor performance and provide feedback	
Government processes and systems	PSPGOV422A	Apply government processes	
Client/customer service	PSPGOV502B	Develop client services	
Information	PSPGOV504B	Undertake research and analysis	CORE
Communication - oral	PSPGOV512A	Use complex workplace communication strategies	CORE
Legislation & compliance	PSPLEGN401A	Encourage compliance with legislation in the public sector	
Workplace safety	PSPOHS301A	Contribute to workplace safety	
Effectiveness/organisational skills	BSBFLM501B	Manage personal work priorities and professional development	

<b>SOGC</b>			
<b>Capability</b>	<b>Unit of Competency</b>	<b>Title</b>	<b>Comment</b>
Ethics & accountability	PSPETHC501B	Promote the values and ethos of public service	CORE
Change	PSPGOV405B	Provide input to change processes	
Risk	PSPGOV417A	Identify and treat risks	
Client/customer service	PSPGOV502B	Develop client services	
Information	PSPGOV504B	Undertake research and analysis	CORE
Diversity	PSPGOV505A	Promote diversity	CORE
Working with others/teams	PSPGOV511A	Provide leadership	
Communication - oral	PSPGOV512A	Use complex workplace communication strategies	CORE
Communication - written	PSPGOV513A	Refine complex workplace documents	
Government processes and systems	PSPGOV601B	Apply government systems	
Legislation & compliance	PSPLEGN501B	Promote compliance with legislation in the public sector	CORE
Workplace safety	PSPOHS401B	Implement workplace safety procedures and programs	

<b>SOGB</b>			
<b>Capability</b>	<b>Unit of Competency</b>	<b>Title</b>	<b>Comment</b>
Ethics & accountability	PSPETHC601B	Maintain and enhance confidence in public service	CORE
Working with others/teams	PSPGOV511A	Provide leadership	
Communication - written	PSPGOV513A	Refine complex workplace documents	
Change	PSPGOV514A	Facilitate change	
Risk	PSPGOV517A	Coordinate risk management	
Government processes and systems	PSPGOV601B	Apply government systems	CORE
Communication - oral	PSPGOV605A	Persuade and influence opinion	
Legislation & compliance	PSPLEGN601B	Manage compliance with legislation in the public sector	CORE
Diversity	PSPMNGT605B	Manage diversity	CORE
Client/customer service	PSPMNGT606B	Manage quality client service	
Workplace safety	PSPOHS501A	Monitor and maintain workplace safety	
Policy	PSPPOL603A	Manage policy implementation	CORE

<b>SOGA</b>			
<b>Capability</b>	<b>Unit of Competency</b>	<b>Title</b>	<b>Comment</b>
Ethics & accountability	PSPETHC601B	Maintain and enhance confidence in public service	CORE
Government processes and systems	PSPGOV601B	Apply government systems	CORE
Communication - oral	PSPGOV605A	Persuade and influence opinion	
Communication - written	PSPGOV606A	Prepare high level/sensitive written materials	
Legislation & compliance	PSPLEGN601B	Manage compliance with legislation in the public sector	CORE
Change	PSPMNGT604B	Manage change	
Diversity	PSPMNGT605B	Manage diversity	CORE
Client/customer service	PSPMNGT606B	Manage quality client service	
Risk	PSPMNGT608B	Manage risk	
Effectiveness	PSPMNGT615A	Influence workforce effectiveness	
Workplace safety	PSPOHS602A	Manage workplace safety	CORE
Policy	PSPPOL603A	Manage policy implementation	CORE

### Competency requirements at each level

We can identify the particular points in the current ASO and Senior Officer structures – and corresponding levels in the proposed new structure – where the core competencies identified in the Torque Review equate to or very closely match the core competencies for the first five levels of the national Public Sector training package.

#### Certificate II core competencies required for work at Band 2

PSPGOV201B	Work in a public sector environment	Torque Review core competency for ASO1
PSPGOV202B	Use routine workplace communication techniques	ditto
PSPGOV203B	Deliver a service to clients	ditto
PSPOHS201B	Follow workplace safety procedures	ditto

Five electives are required to complete a Certificate II.

#### Certificate III core competencies required for work at Band 4

PSPETHC301B	Uphold the values and principles of public service	Torque Review core competency for ASO3
PSPGOV301B	Work effectively in the organisation	ditto
PSPGOV302B	Contribute to workgroup activities	ditto
PSPGOV308B	Work effectively with diversity	ditto
PSPGOV312A	Use workplace communication strategies	ditto
PSPLEGN301B	Comply with legislation in the public sector	ditto
PSPOHS301A	Contribute to workplace safety	ditto

Four electives are required to complete a Certificate III.

**Certificate IV core competencies required for work at Band 6**

PSPETHC401A	Uphold and support the values and principles of public service	Torque Review core competency for ASO5
PSPGOV402B	Deliver and monitor service to clients	ditto
PSPGOV408A	Value diversity	ditto
PSPGOV412A	Use advanced workplace communication strategies	ditto
PSPGOV422A	Apply government processes	ditto
PSPLEGN401A	Encourage compliance with legislation in the public sector	ditto
PSPPOL404A	Support policy implementation	Further core competency required to complete Certificate IV

Eight electives are required to complete a Certificate IV.

**Diploma core competencies required for work at Band 9**

PSPETHC501B	Promote the values and ethos of public service	Torque Review core competency for SO C
PSPGOV504B	Undertake research and analysis	ditto
PSPGOV505A	Promote diversity	ditto
PSPGOV512A	Use complex workplace communication strategies	ditto
PSPLEGN501B	Promote compliance with legislation in the public sector	ditto
PSPOHS501A	Monitor and maintain workplace safety	In lieu of PSPOHS401B – Implement workplace safety procedures and programs

Five electives are required to complete a Diploma.

**Advanced Diploma core competencies required for work at Band 10 and Band 11**

PSPETHC601B	Maintain and enhance confidence in public service	Torque Review core competency for SOs B and A
PSPGOV601B	Apply government systems	Torque Review core competency for SOs B and A
PSPLEGN601B	Manage compliance with legislation in the public sector	Torque Review core competency for SOs B and A
PSPMNGT605B	Manage diversity	Torque Review core competency for SOs B and A
PSPPOL603A	Manage policy implementation	Torque Review core competency for SOs B and A
PSPOHS602A	Manage workplace safety	Torque Review core competency for SO A only
PSPGOV602B	Establish and maintain strategic networks	Further core competency required to complete Advanced Diploma

Eight electives are required to complete an Advanced Diploma.

The Torque Review found that positions at Senior Officer B are required to demonstrate two competencies from the Advanced Diploma curriculum, and five elective competencies from the Diploma curriculum.

The Review also found that positions at Senior Officer A require 6 electives from the Advanced Diploma curriculum, and none from the Diploma level.

ACT Health has observed that the competency requirements for Senior Officers A and B are very similar, and suggested that



												HP 1 max
26	6	1	\$67,110	\$1,509	176.56		DSO 3	*	*	ASO 5		
27		2	\$68,654	\$1,544	180.62			*	*			
28		3	\$70,233	\$1,579	184.77			*	*			
29		4	\$71,848	\$1,615	189.02			*	*			
30		5	\$73,501	\$1,653	193.37			*	*			

								*	*	*	*	
								*	*	*	*	
								*	*	*	*	
								*	*	*	*	
								*	*	*	*	



**Annexe L: WORK LEVEL STANDARDS DEFINITIONS**

	<b>Achievement</b>	<b>Complexity (process)</b>	<b>Skill and knowledge</b>	<b>Breadth (inputs/resources)</b>	<b>Ecology</b>
<i>Compensable Factor</i>	<i>The outputs and outcomes arising from the performance of the tasks, activities, functions, programs or projects for which the position has responsibility.</i>	<i>Level and type of judgment and reasoning required. Level and type of problem solving required.</i>	<i>The particular level and type of skill and knowledge required to perform the duties of the position.</i>	<i>The diversity and span of control, and level and type of authority of the position</i>	<i>Constraints and opportunities entailed in the job – the variety of external influences on the performance of work.</i>
Explanation	includes direct and contributory impact on outcomes Many roles including: Project Management: Project manager delivers outputs through stakeholder management, negotiation and mediation, communications strategy and delivery of the specified product. Change Management: Operational management delivers outcomes through implementing operational change that garnishes benefits and achieves the return on investment – e.g. increased income, reduced expenditure or increases service such as financial outcomes, staff welfare, community benefit.	activities associated with the transformation of inputs to outputs, job content – tasks, activities, functions, programs, or projects, interpretation and evaluation, planning, checking, monitoring and reporting, characteristics of the subject matter, task or role – e.g. novelty, uncertainty, volatility.	Fixed by the agency according to need, and matched to job complexity.  Excluding consideration of the typical, usual, or mandatory qualifications required for entry to the occupation, for the reason that the possession of the entry level qualification will usually fix the Band that a new entrant to the occupation will be appointed to.	personnel, financial cost and other resources, delegations, statutory powers and discretions.	extent of direction & supervision received, clarity and extent of guidance available, adaptability – the capacity to modify the task or role over time to meet emergent circumstances, independence & autonomy, public sector values, codes or ethics, and expectations around personal behaviour, processes, methods, standards & policy, professional standards, technical standards, community & social expectations, relationships with other agencies & other levels of government, consultative requirements, regulatory and legal environment, governance and reporting standards, rights and interests of stakeholders, political and bureaucratic imperatives.
			Minimum Competency Framework Employability Skills plus other desirable skills & knowledge		

	<b>Achievement</b>	<b>Complexity (process)</b>	<b>Skill and knowledge</b>	<b>Breadth (inputs/resources)</b>	<b>Ecology</b>
Level 1	The outputs and outcomes have low impact for a restricted local stakeholder group	Work at this level mainly has a routine task orientation. Problems are limited in scope and invariant over time. Resolution of problems requires simple thinking and reasoning	AQF 1 plus limited work-related skills and knowledge	The position has no responsibility for resources, and is responsible and accountable for their own work	The position work under close supervision and complies with clear and established procedures. There is no scope to change work processes without reference to a supervisor
Level 2	The outputs and outcomes have low impact for a specific stakeholder group, in the community and in the local work unit	Work at this level is mainly task oriented, with groups of tasks building to well-defined activities. Problem solving requires straightforward thinking and reasoning. Problems will change little over time.	AQF 2 plus workplace specific skills and knowledge at a satisfactory level to perform the tasks expected of the position	The position would usually be responsible for own work, and effective use of resources associated with the work process. The position may play a role in inducting new staff and providing them with simple instruction.	The position work under direct supervision and complies with clear and established procedures. There is limited scope to change work processes without reference to a supervisor
Level 3	The outputs and outcomes have moderate impact on the interests and well-being of a specific stakeholder group, in the community and in the local work unit	Activities are well circumscribed, but may vary from one day to the next. Problems of a routine technical nature are resolved by reference to established procedures.	AQF 2 plus occupation specific skills and knowledge at a satisfactory level to perform specialised and technical tasks expected of the position, and supervisory skills	The position may be responsible for supervising one or two employees, including trainees and apprentices. They are responsible for the materials they use and for organising their own work. The position may hold limited statutory powers to be exercised within strictly stated limits.	The position work under direct supervision and complies with clear and established procedures. There is scope to change work processes with reference to a supervisor, within the scope of the usual practice for the occupation.
Level 4	The outputs and outcomes have moderate impact for specific stakeholder groups, in the community and in other work units	The focus is on activities and functions of local scope. Problems are no longer always routine, and require novel solutions or adaptations of procedures. Complex and novel work may be undertaken under supervision.	AQF 3 plus occupation specific skills and knowledge at a satisfactory level to perform specialised and technical tasks expected of the position, and supervisory skills	The position may be responsible for supervising a small team. The position may hold limited statutory powers to be exercised within strictly stated limits. The position may hold limited financial and human resource delegations appropriate to the organisational unit they are responsible for.	The position work under direct supervision and complies with clear and established procedures. There is scope to change work processes with reference to a supervisor, within the scope of the usual practice for the occupation.

	<b>Achievement</b>	<b>Complexity (process)</b>	<b>Skill and knowledge</b>	<b>Breadth (inputs/resources)</b>	<b>Ecology</b>
Level 5	The outputs and outcomes have moderate impact for several specific stakeholder groups, in the community and in other work units	The focus is on functions of local scope, with some interaction with other work units. Complex and novel work may be undertaken under supervision.	AQF 3 plus occupation specific skills and knowledge at a satisfactory level to perform general professional and technical tasks expected of the position, and supervisory skills	The position may be responsible for supervising a small team. The position may hold limited statutory powers to be exercised within strictly stated limits. The position may hold limited financial and human resource delegations appropriate to the organisational unit they are responsible for.	The position work under direct supervision and complies with clear and established procedures. There is scope to change work processes without reference to a supervisor, within the scope of the usual practice for the occupation.
Level 6	The outputs and outcomes have high impact for specific stakeholder groups, in the community and in other work units and other agencies	The focus is on functions of local scope, with some interaction with other agencies. Complex and novel work may be undertaken under supervision.	AQF 4 plus occupation specific skills and knowledge at a satisfactory level to perform general professional and technical tasks expected of the position, and leadership and supervisory skills	The position may be responsible for supervising one or more small teams. The position may hold limited statutory powers to be exercised within strictly stated limits. The position may hold financial and human resource delegations appropriate to the organisational unit they are responsible for.	The position work under direct supervision and complies with clear and established procedures. There is scope to change work processes without reference to a supervisor, within the scope of the usual practice for the occupation.
<b>Level 7</b>	The outputs and outcomes have high impact for several specific stakeholder groups, in the community and in the other work units and other agencies	The focus is on programs and projects of limited scope with some interaction with other agencies. The employee undertakes specialised, complex and novel work.	AQF 4 plus occupation specific skills and knowledge at a satisfactory level to perform specialised professional and technical tasks expected of the position, and leadership and good supervisory skills, communication and negotiation skills	The position may be responsible for supervising one or more small teams. The position may hold statutory powers with well-defined discretion impacting on the interests of clients and stakeholders. The position may hold financial and human resource delegations appropriate to the organisational unit they are responsible for.	The position has a moderate level of independence and autonomy, and acts within broad guidelines. The external factors that influence the work are relatively few.
<b>Level 8</b>	The outputs and outcomes have high impact for key stakeholder groups, in the community and in the other work units and other agencies	The focus is on programs and projects of limited scope with frequent and involved interaction with other agencies. The employee undertakes specialised, complex and novel work.	AQF 5 plus occupation specific skills and knowledge at a satisfactory level to perform high level professional and technical work expected of the position, and leadership and higher level supervisory skills, communication and negotiation skills	The position may be responsible for supervising one or more small teams. The position may hold statutory powers with well-defined discretion impacting on the interests of clients and stakeholders. The position may hold financial and human resource delegations appropriate to the organisational unit they are responsible for.	The position has a moderate level of independence and autonomy, and acts within broad guidelines. The position is often required to balance external factors to reach a successful outcome.

	Achievement	Complexity (process)	Skill and knowledge	Breadth (inputs/resources)	Ecology
<b>Level 9</b>	The outputs and outcomes have high impact for key stakeholder groups, in the community and in the other work units and other agencies	The focus is on programs and projects of moderate scope with frequent and involved interaction with other agencies and the community. The employee undertakes specialised, complex and novel work.	AQF 5 <b>plus</b> high level specialised skills and high level subject matter expertise, and leadership and management skills, communication and negotiation skills	The position may be responsible for supervising one or more small teams. The position may hold statutory powers with wide discretion impacting on the interests of clients and stakeholders. The position may hold financial and human resource delegations appropriate to the organisational unit they are responsible for.	The position has a high level of independence and autonomy, and acts within broad guidelines. The position is required to navigate and resolve conflicting external factors to reach a successful outcome.
<b>Level 10</b>	The outputs and outcomes have high impact for several key stakeholder groups, in the community and in the other work units and across the ACTPS.	The focus is on programs and projects of moderate scope with frequent and involved interaction with other agencies and the community. The employee undertakes specialised, complex and novel work.	AQF 6 <b>plus</b> high level specialised skills and high level subject matter expertise, and leadership and management skills, communication and negotiation skills	The position may be responsible for supervising several small teams. The position may hold statutory powers with wide discretion impacting on the interests of clients and stakeholders. The position may hold financial and human resource delegations appropriate to the organisational unit they are responsible for.	The position has a high level of independence and autonomy. The position is required to navigate and resolve a variety of conflicting external factors to reach a successful outcome. The environment may be uncertain, ambiguous and volatile.
<b>Level 11</b>	Direct outputs and outcomes have very high impact on a wide variety of stakeholders at Directorate, ACTPS and ACT Community level.	The focus is on significant programs and large projects with frequent and involved interaction with other agencies and the community. The employee undertakes specialised, complex and novel work. Operational management of complex service deliver organisations, complex project management, or leadership in high level research and analysis. Problems dealt with are often novel, and require effective evaluation of options and flexible decision-making.	AQF 6 <b>plus</b> very high level specialised skills and very high level subject matter expertise, and high level leadership and management skills, communication and negotiation skills	The position may be responsible for supervising several small teams. The position may hold statutory powers with extensive discretion impacting on the significant interests of clients and stakeholders. The position may hold financial and human resource delegations appropriate to the organisational unit they are responsible for.	The position has a very high level of independence and autonomy. The position is required to navigate and resolve a variety of conflicting external factors to reach a successful outcome. The environment may be uncertain, ambiguous and volatile.

NOTE:

As **Environmental Demands** (the sixth Compensable Factor) has only one level of impact, it has been omitted from the Table for clarity.

## **Annexe M: STAKEHOLDER FEEDBACK & RESPONSES**

### **LEVELS & CLASSIFICATION STRUCTURE**

Chief Ministers and Cabinet Directorate has commented that there seems to be an assumption in our proposals (at least in relation to the ASO1 to 6 and Senior Officer classifications), that these ought to be retained as separate bands, and that there would appear to be a lack of critical evaluation in the report as to whether this approach is supported by current practice across the ACTPS. CMCD has pointed to:

- the broadbanding of Senior Officer B and A equivalents in the APS's EL2
- the small number of ASO1s presently employed in the ACTPS,
- the examples of ASO2/3 and ASO3/4 broadbands established by agencies in their enterprise agreements,
- various examples of broadbanding for GSOs, HSOs, BSOs, FSOs and FTOs.

We accept that these issues are important and must be addressed. Taking each aspect in turn:

- Our considerations in establishing a structure that would accommodate the most senior levels in all occupational streams are not limited to how the Senior Officer cohort is dealt with. An examination of other occupations demonstrates to us that three levels are required.
- The best example is to be found in the Health Professional classification structure, where the delineation between the roles of Level 4, Level 5 and Level 6 could be no more clear cut. But as well, there is evidence that there are three well-defined work value levels for senior science, ICT and engineering professionals in the external labour market, and that these levels are well-correlated with roles found in the HP, SPO and SITO cohorts in the ACTPS.
- Within the Senior Officer cohort itself, an examination of Senior Officer job descriptions for recently advertised positions (Staff Bulletin, December 2011 – February 2012) makes it clear to us that the difference in work value between the “weakest” Senior Officer Grade C jobs and the “strongest” examples at Grade A is significant. Two work levels would not be adequate to accommodate this diversity, and preserve fairness and equity at the same time.

- The diversity of programs, working arrangements, work unit size and organisation structures in the ACTPS, and the mix of local, State and federal government functions (as opposed to a more heterogeneous kind of public service) suggests to us that a three level senior grade structure will permit a degree of flexibility in matching the level of skill, knowledge and experience required to the work required to be performed.

So far as ASO1s are concerned:

- The Brisbane City Council was the only comparator organisation that showed no evidence of an ASO1 equivalent in its classification structure. All other public sector organisations we examined had retained an entry grade for clerical and administrative workers at a level roughly equivalent to ASO1.
- Removal of ASO1 would run counter to the advice that we received from the Director of Strategic Human Resources at the beginning of the review that ASO1 was an important entry point for persons undertaking traineeships under special programs implemented to overcome workforce disadvantage under the ACTPS RED program.
- The 2005 Torque Review found differences in the complement of competencies for ASO1 and ASO2. This suggests to us that two distinct levels of work exist.
- The proposed Level 2 classification level does not only include the current ASO1, but also includes GSOs, HSOs, FSOs, BSOs, HCAs and DSOs. That is, work at this level will exist in the future, regardless of how many people are employed in low level clerical roles.

In our view, the low number of staff employed at this level is a sign of dysfunction or weakness in entry-level training arrangements.

We should say that we did give serious consideration to amalgamating ASO3 and ASO4 or ASO4 and ASO5 on the basis of the results of the 2005 Torque Review. Of all the ASO grades, these showed the greatest degree of similarity between levels, if competency alone is taken into account. However, we also noted that:

- The current ASO WLSs describe three very different roles at ASO3, ASO4 and ASO5.
- The impact on other grades – especially GSO7 and GSO8 senior tradespersons and trades supervisors, GSO9 works supervisors and TO2 and TO3 – also deserved consideration.

- The salary differential between the top of the ASO3 and the top of the ASO4 is \$6,680. There are presently over 570 ASO3s. This suggests that the amalgamation of these grades would be unaffordable. An increase of this kind would be out of line with the APS salary benchmarks (although it would definitely improve retention rates for employees at this level of the Service!)
- The additional salary range for ASO4/ASO5 amalgamation is \$5,513. There are approximately 600 ASO5 staff.

On balance, we felt that it would be more valuable to maintain the existing role distinction than to burden the parties with a proposal that would stymie reform on account of prohibitive cost and disruptive workplace reorganisation for ASOs and other grades.

We do not consider that the ASO2/ASO3 broadband arrangements in ACT Health and CIT or the ASO3/ASO4 broadband for Bimberi youth workers are evidence that work value distinctions are lessening in the ASO stream. We notice that movement between classification levels is not automatic. There are still hurdles for staff to overcome before they move from one level to the next, and in every case, staff are expected to undertake a wider range of duties or exercise higher levels of skill or both.

We accept the points made by CMCD and TAMS that the classification levels proposed in our 23 December 2012 Element 3 Exposure Draft would be disruptive of present arrangements for agency broadbands for GSO3/GSO4 in TAMS and ETD, HSO3/HSO4 in ACT Health's Sterilising Service, and GSO5/GSO6 tradespersons in TAMS. The salary bands and proposed translations published in this report now accommodate these pre-existing arrangements. This model also aligns better with the outcomes from the Torque Review.

However, the collapse of these four grades into just two raises the question of how the existing rules that govern the current competency-based upgrade arrangements will be expressed once the new classification system is introduced.

We also note that this will not suit ACT Health so well, which has broadbanded small number of Trades Assistants from FSO3 to FSO5 and Storepersons from FSO4 to FSO5.

These ASO, GSO, HSO, FSO and BSO broadbands are examples of managed alternative routes for staff to achieve career advancement. While we began the review skeptical about their benefits and operation, we have come to see the potential for broadbanding arrangements to encourage skill formation and retain staff.

The question of the total number of bands in the classification structure has been raised by CMCD. While we have based our proposal on the material set out in Part 7 (and summarised in 7.2.6 – Implications for design), it would be useful at this point to make clear other aspects of our thinking that gave rise to the proposal to adopt 11 levels.

Firstly, we have decided against amalgamating GSO2 and HSO 2 into the same level as ASO1, GSO3, GSO4, etc. on the basis that:

- HSO2 is an in-training grade in Ward Services and Food Services at The Canberra Hospital.
- Examples of separate entry level grades of this kind can be found in health services in other jurisdictions
- Including the unskilled GSO2 grade in the same band as trades assistants at GSO3 and GSO4 would tend to obscure real differences in skill, training and experience.
- The competencies identified in the 2005 Torque Review of GSO2/HSO2 and GSO4/HSO4 are different enough to separate them into separate bands (GSO4 and HSO4 competencies roughly equate to the core competencies for a Certificate III and are almost identical to ASO1 competencies).

Secondly, the proposed APS benchmarks indicate to us that the gap between ASO6 and Senior Officer C pay rates must increase dramatically. At the same time, current salary scales for certain non-ASO grades, together with external benchmarks for others, suggests to us that it is appropriate to insert an intermediate grade in the resulting gap.

**SHARED SALARY SPINE STRUCTURE**

Some level of uncertainty has been expressed by stakeholders over the structure of the Shared Salary Spine, and its value and usefulness in achieving greater equity of pay rates across the ACTPS. The following table provides examples of how the proposed pay bands would change the dollar and percentage extents of pay scales for ASOs and GSOs.

Effect of Salary Restructuring on Incremental Salary Progression ASO and GSO salary scales vs. Shared Salary Spine											
Grade	Salary	Δ\$	Δ%	Grade	Salary	Δ\$	Δ%	Grade	Salary	Δ\$	Δ%
				<b>GSO2</b>	\$37,314			<b>Band 1</b>	\$38,010		
					\$37,771	\$457	1.22%		\$38,884	\$874	2.30%
					\$38,259	\$488	1.29%		\$39,779	\$894	2.30%
					\$38,746	\$487	1.27%		\$40,693	\$915	2.30%
				<b>Δ\$</b>	<b>\$1,432</b>	<b>Δ%</b>	<b>3.84%</b>	<b>Δ\$</b>	<b>\$2,683</b>	<b>Δ%</b>	<b>7.06%</b>
<b>ASO1</b>	\$39,588			<b>GSO3</b>	\$39,587	\$841	2.17%	<b>Band 2</b>	\$41,629	\$936	2.30%
	\$40,915	\$1,327	3.35%		\$40,105	\$518	1.31%		\$42,587	\$957	2.30%
	\$42,027	\$1,112	2.72%		\$40,622	\$517	1.29%		\$43,566	\$979	2.30%
	\$43,752	\$1,725	4.10%		\$41,136	\$514	1.27%		\$44,568	\$1,002	2.30%
				<b>Δ\$</b>	<b>\$1,549</b>	<b>Δ%</b>	<b>3.91%</b>		\$45,594	\$1,025	2.30%
				<b>GSO4</b>	\$41,640	<b>\$504</b>	1.23%				
					\$42,223	\$583	1.40%				
					\$42,798	\$575	1.36%				
					\$43,415	\$617	1.44%				
				<b>Δ\$</b>	<b>\$1,775</b>	<b>Δ%</b>	<b>4.26%</b>				
<b>Δ\$</b>	<b>\$4,164</b>	<b>Δ%</b>	<b>10.5%</b>	<b>Δ\$ total</b>	<b>\$3,324</b>	<b>Δ% total</b>	<b>8.40%</b>	<b>Δ\$</b>	<b>\$3,964</b>	<b>Δ%</b>	<b>9.52%</b>
<b>ASO2</b>	\$44,804	<b>\$1,052</b>	2.40%	<b>GSO5</b>	\$44,103	\$688	1.58%	<b>Band 3</b>	\$46,642	\$1,049	2.30%
	\$46,036	\$1,232	2.75%		\$44,928	\$825	1.87%		\$47,715	\$1,073	2.30%
	\$47,246	\$1,210	2.63%		\$45,749	\$821	1.83%		\$48,812	\$1,097	2.30%
	\$48,470	\$1,224	2.59%		\$46,534	\$785	1.72%		\$49,935	\$1,123	2.30%
	\$49,683	\$1,213	2.50%	<b>Δ\$</b>	<b>\$2,431</b>	<b>Δ%</b>	<b>5.51%</b>		\$51,084	\$1,149	2.30%
				<b>GSO6</b>	\$46,534	<b>\$0</b>	0.00%				
					\$47,320	\$786	1.69%				
					\$48,026	\$706	1.49%				
					\$48,740	\$714	1.49%				
				<b>Δ\$</b>	<b>\$1,420</b>	<b>Δ%</b>	<b>3.00%</b>				
<b>Δ\$</b>	<b>\$4,879</b>	<b>Δ%</b>	<b>10.9%</b>	<b>Δ\$ total</b>	<b>\$3,851</b>	<b>Δ% total</b>	<b>8.73%</b>	<b>Δ\$</b>	<b>\$4,441</b>	<b>Δ%</b>	<b>9.52%</b>
<b>ASO3</b>	\$51,032	\$1,349	2.72%	<b>GSO7</b>	\$50,317	\$1,577	3.24%	<b>Band 4</b>	\$52,258	\$1,175	2.30%
	\$52,359	\$1,327	2.60%		\$51,247	\$930	1.85%		\$53,460	\$1,202	2.30%
	\$53,682	\$1,323	2.53%		\$52,219	\$972	1.90%		\$54,690	\$1,230	2.30%
	\$55,076	\$1,394	2.60%		\$53,250	\$1,031	1.97%		\$55,948	\$1,258	2.30%
				<b>Δ\$</b>	<b>\$2,933</b>	<b>Δ%</b>	<b>5.8%</b>		\$57,235	\$1,287	2.30%
<b>Δ\$</b>	<b>\$4,044</b>	<b>Δ%</b>	<b>7.9%</b>	<b>Δ\$</b>	<b>\$2,933</b>	<b>Δ%</b>	<b>5.8%</b>	<b>Δ\$</b>	<b>\$4,976</b>	<b>Δ%</b>	<b>9.52%</b>
<b>ASO4</b>	\$56,879	\$1,803	3.27%	<b>GSO8</b>	\$54,697	\$1,447	2.72%	<b>Band 5</b>	\$58,551	\$1,316	2.30%
	\$58,685	\$1,806	3.18%		\$55,728	\$1,031	1.88%		\$59,898	\$1,347	2.30%
	\$60,210	\$1,525	2.60%		\$56,797	\$1,069	1.92%		\$61,275	\$1,378	2.30%
	\$61,756	\$1,546	2.57%		\$57,912	\$1,115	1.96%		\$62,685	\$1,409	2.30%
				<b>Δ\$</b>	<b>\$3,215</b>	<b>Δ%</b>	<b>5.88%</b>	<b>Δ\$</b>	<b>\$5,575</b>	<b>Δ%</b>	<b>9.52%</b>

**Table 32: Effect on Incremental Salary Progression - ASO & GSO scales (I)**

Effect of Salary Restructuring on Incremental Salary Progression											
ASO and GSO salary scales vs. Shared Salary Spine											
Grade	Salary	Δ\$	Δ%	Grade	Salary	Δ\$	Δ%	Grade	Salary	Δ\$	Δ%
				<b>GSO9</b>	\$59,080	\$1,168	2.02%	<b>Band 6</b>	\$65,601	\$1,475	2.30%
					\$60,187	\$1,107	1.87%		\$67,110	\$1,509	2.30%
					\$61,340	\$1,153	1.92%		\$68,654	\$1,544	2.30%
					\$62,552	\$1,212	1.98%		\$70,233	\$1,579	2.30%
<b>ASO5</b>	\$63,440	\$1,684	2.73%		\$63,856	\$1,304	2.08%		\$71,848	\$1,615	2.30%
	\$65,423	\$1,983	3.13%		\$65,561	\$1,705	2.67%				
	\$67,269	\$1,846	2.82%		\$67,031	\$1,470	2.24%				
<b>Δ\$</b>	<b>\$3,829</b>	<b>Δ%</b>	<b>6.0%</b>	<b>Δ\$</b>	<b>\$7,951</b>	<b>Δ%</b>	<b>13.5%</b>	<b>Δ\$</b>	<b>\$6,247</b>	<b>Δ%</b>	<b>9.52%</b>
<b>ASO6</b>	\$68,515	\$1,246	1.85%	<b>GSO10</b>	\$68,515	\$1,484	2.21%	<b>Band 7</b>	\$73,501	\$1,653	2.30%
	\$70,223	\$1,708	2.49%		\$70,593	\$2,078	3.03%		\$75,191	\$1,691	2.30%
	\$72,145	\$1,922	2.74%		\$72,571	\$1,978	2.80%		\$76,921	\$1,729	2.30%
	\$75,771	\$3,626	5.03%		\$75,771	\$3,200	4.41%		\$78,690	\$1,769	2.30%
	\$78,705	\$2,934	3.87%		\$78,705	\$2,934	3.87%		\$80,500	\$1,810	2.30%
									\$82,351	\$1,851	2.30%
<b>Δ\$</b>	<b>\$10,190</b>	<b>Δ%</b>	<b>14.9%</b>	<b>Δ\$</b>	<b>\$10,190</b>	<b>Δ%</b>	<b>14.9%</b>	<b>Δ\$</b>	<b>\$8,850</b>	<b>Δ%</b>	<b>12.0%</b>

**Table 33: Effect on Incremental Salary Progression - ASO & GSO scales (II)**

The following features are apparent:

- The minima and maxima for the new pay bands uniformly exceed the minima and maxima of the salary scales for the current grades, on the basis of the revised work value alignments and salary translations we now propose.
- The proposed Bands 2, 3, 4, 5 and 6 smooth out the differences that presently exist between salary scales both between and within the two streams, where they presently range from as little as 5.8% (GSO7) to as much as 13.5% (GSO9).
- Exceedingly short salary scales from GSO2 to GSO6 have been removed. Exceptionally small increments found in the salary scales for these grades (ranging from \$457 to \$825) have been replaced by incremental scales ranging between \$874 and \$1,149.

Concern was expressed that the application of a standard percentage difference between pay points – including between pay points at the boundary between pay bands – would not create sufficient incentive for employees to seek higher duties or promotion opportunities. However, we note that the current gaps are almost uniformly unremarkable (only GSO7–GSO8 and ASO3–ASO4 exceed 3%). In three cases, the inter-grade gap is less than the last increment in the next lower grade.

Concern was also expressed that the percentage approach provided greater benefit to employees occupying higher levels in the classification structure. At one level, this is already a feature of the current salary scales – although there are several instances where the salary increments reduce in value as an employee moves up through the salary scale.

Our observation is that the spread of salaries in key external labour markets increases as the responsibility of jobs increases.

By way of example, the gap between the 25th and 75th percentile salary for recent ICT graduates in the 2011 APESMA salary survey was only \$10,000 (2011 *Australian Computer Society Remuneration Survey Report* 2011). At the highest responsibility level, the difference was \$63,000. We see the same pattern in the Mercer 2010 APS Salary Survey data (Mercer (Australia) Pty Ltd 2011).

We conclude that it is better if ACTPS salary scales match this pattern, to provide agencies with a degree of flexibility to meet salary expectations for external job applicants.

The stakeholders have an historic opportunity to reform the classification system and the salary scales to bring both onto a more systematic footing. Our proposals would:

- eliminate idiosyncratic, poorly conceived pay scales that inhibit mobility,
- provide a more equitable pay structure for all employees, regardless of occupation,
- at the same time, introduce work level descriptors that evaluate work on similar terms, regardless of occupation.

## **REVISED SHARED SALARY SPINE**

Following input from stakeholders, we have revised the propose Shared Salary Spine (SSS).

Between the lower and upper bounds of the SSS, there will be 11 salary bands:

- a single salary band for current GSO/HSO 2 positions,
- six bands loosely corresponding to ASO 1-6, but which also incorporate classifications with similar work value in other employment streams,
- ASO1, GSO3/HSO3, GSO4/HSO4, HCA2 and similar grades will translate together into Band 2. Cadets and adult apprentices will also use this band.
- ASO2, GSO5/HSO5, GSO6/HSO6, TO1 and HCA3 and similar grades will translate together into Band 3
- ASO3 and GSO7/HSO7, TO2, HCA 4 and would translate to Band 4
- A common professional entry (CPE) band would be established as a replacement for most professional entry arrangements (with some limited exclusions – e.g. Dentists, Legal 1). The CPE band would span bands 4, 5 and 6 as a permanent broadband
- Band 5 will encompass ASO4, GSO8/HSO8 and similar grades.
- Band 6 will encompass ASO5, GSO9/HSO10 and similar grades.
- Band 7 will comprise ASO6, PO2, SITO2, TO4, GSO10 and similar grades
- a higher grade professional band, spanning the gap between Professional Officer Level 2 and Senior Professional Officer Grade C, and intended to be used:
  - for Health Professional 3, Clinical Psychologists, and existing grades that span this salary range, and
  - in special circumstances to address the need to provide – for example – high level, specialised professional services; support for projects with significant technical and professional input; etc.
- three manager/senior practitioner bands, incorporating all work presently performed at Senior Officer C and above and related professional grades (e.g. SITO C, SPO C, HP4).

An upward extension of band 11 will be used for Dentists, Radiation Therapists and Medical Physicists.

**General Scale upper and lower limits**

*LOWEST PAY POINT – BAND 1, PAY POINT 1*

- Health Service Officer Level 2 at 18/08/2011 – minimum salary point:\$38,010

*TARGET FOR FIXATION OF BAND 11, PAY POINT 5*

- APS EL2 upper quartile – 2011 adjusted benchmark: \$128,335

The SSS has been built with the objective of reaching or slightly exceeding this benchmark:

- The Band 11, pay point 5 pay point obtained when the SSS is built with a 2.3% incremental step equals \$129,772 – about 1.1% above the target benchmark rate,

Bands 1 to 7 of the SSS have been revised, and are set out in the following Table.

Bands 8, 9, 10 and 11 remain the same as previously proposed.

Several other tables in this report will require amendment as a consequence of this revision. Revised tables will be provided as an annex to our Element 5 report.

Pay point no.	Band	Level	Salary	Increment value	Internal relativity
1	<b>1</b>	1	\$38,010		100.0
2		2	\$38,884	\$874	102.3
3		3	\$39,779	\$894	104.7
4		4	\$40,693	\$915	107.1
5	<b>2</b>	1	\$41,629	\$936	109.5
6		2	\$42,587	\$957	112.0
7		3	\$43,566	\$979	114.6
8		4	\$44,568	\$1,002	117.3
9		5	\$45,594	\$1,025	120.0
10	<b>3</b>	1	\$46,642	\$1,049	122.7
11		2	\$47,715	\$1,073	125.5
12		3	\$48,812	\$1,097	128.4
13		4	\$49,935	\$1,123	131.4
14		5	\$51,084	\$1,149	134.4
15	<b>4</b>	1	\$52,258	\$1,175	137.5
16		2	\$53,460	\$1,202	140.6
17		3	\$54,690	\$1,230	143.9
18		4	\$55,948	\$1,258	147.2
19		5	\$57,235	\$1,287	150.6
20	<b>5</b>	1	\$58,551	\$1,316	154.0
21		2	\$59,898	\$1,347	157.6
22		3	\$61,275	\$1,378	161.2
23		4	\$62,685	\$1,409	164.9
24		5	\$64,126	\$1,442	168.7
25	<b>6</b>	1	\$65,601	\$1,475	172.6
26		2	\$67,110	\$1,509	176.6
27		3	\$68,654	\$1,544	180.6
28		4	\$70,233	\$1,579	184.8
29		5	\$71,848	\$1,615	189.0
30	<b>7</b>	1	\$73,501	\$1,653	193.4
31		2	\$75,191	\$1,691	197.8
32		3	\$76,921	\$1,729	202.4
33		4	\$78,690	\$1,769	207.0
34		5	\$80,500	\$1,810	211.8
35		6	\$82,351	\$1,851	216.7

**Table 34: Revised Shared Salary Spine – Bands 1-7**

### Comparison with Benchmarks

The following table compares key points of the proposed SSS with APS benchmarks, including recent research undertaken by the CPSU. We are satisfied that the proposed SSS will substantially improve the ranking of ACTPS salaries in the Canberra public sector labour market.

APS Salary Benchmarks and Shared Salary Spine			
Mercer APS Salary Survey at 31/12/2010 plus 3% 25th %ile and median	CPSU APS EA research at 31/12/2011 median max. salary	Grade	Salary
<b>APS 1</b> NA	\$44,706	includes	\$42,587
		<b>ASO1</b>	\$43,566
		<b>GSO3/4</b>	\$44,568
			\$45,594
<b>APS 2</b>  \$48,220  \$50,710	\$50,874	<b>Band 3</b>	\$46,642
		includes	\$47,715
		<b>ASO2</b>	\$48,812
		<b>GSO5/6</b>	\$49,935
		<b>TO1</b>	\$51,084
<b>APS 3</b>  \$53,726  \$56,214	\$57,070	<b>Band 4</b>	\$52,258
		includes	\$53,460
		<b>ASO3</b>	\$54,690
		<b>GSO7</b>	\$55,948
		<b>TO2</b>	\$57,235
<b>APS 4</b>  \$60,889  \$63,138	\$63,714	<b>Band 5</b>	\$58,551
		includes	\$59,898
		<b>ASO4</b>	\$61,275
		<b>GSO8</b>	\$62,685
			\$64,126
<b>APS 5</b> \$66,960  \$69,028	\$69,947	<b>Band 6</b>	\$65,601
		includes	\$67,110
		<b>ASO5</b>	\$68,654
		<b>GSO9</b>	\$70,233
			\$71,848
<b>APS 6</b>  \$76,167  \$80,159	\$81,584	<b>Band 7</b>	\$73,501
		includes	\$75,191
		<b>ASO6</b>	\$76,921
		<b>GSO10, TO4</b>	\$78,690
		<b>PO2, ITO2</b>	\$80,500
			\$82,351

**Table 35: Comparison of Revised Shared Salary Spine with Benchmarks**