

THE ESSENTIALS TO BE PURSUED IN CLASSIFICATION AND GRADING OF PERSONNEL

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I. Introduction : A satisfactory and successful administration and management is composed of organisation, financial means, administrative morale and procedure. But the most important factor is Personnel. The most important issue that the public administration faces is the acquirement and employment of personnel in the maintainance of productivity.

Today public administration is based on two essential factors; the position-classification and the merit system. In order to achieve a career system based on merit the first step is classification and grading of personnel. Whatever is the system employed in classification and grading, the general principles submitted by the United Nations Handbook of Public Administration are to be abided by.

Another crucial issue is whether the classification plan should be regulated in detail by the legislature or whether the executive should be given more freedom on the issue.

To benefit from the system of classification, tests, equal opportunity in the entrance to the public services and hence the application of the merit system are musts.

In my research I have dwelt on the theoretical aspects of this problem. Since no positive results have been obtained in Turkey, as far as the realisation of the content of Law No. 657, dated 1965, is concerned I have chosen, rather than the analyses of this Law, what should be and how can we achieve this end as regards this problem.

II. Classification and Its Essentials : The objective element of the problem is classification. There are two systems in classification; Duties classification and rank classification. These are sometimes used separately and sometimes in combination.

1 — The duties-classification or position-classification was adopted to secure equal pay for equal work. Classes are, according to

their hierarchical position, regulated perpendicularly in grades. There are also services and series as categories.

In the proposal of the Turkish Republic State Personnel Department of the Primeministry, the characteristics and the pros and cons of the position-classification have been cited.

The standart procedures have changed considerably in the last 35 years. One of the systems employed in the meantime has been point-rating system. Where it differs from the position-classification is in the numerical values given to every job, and the pay is regulated accordingly.

2 — The rank classification is also called the career system. There are various types in this system, such as program careers, organisation careers; closed careers, open careers; rank in the man, rank oriented to the job.

The concept used in this area is rank. This is different than position because here the man and his status, relative of the other man in the organisation, is given priority. In the proposition of the Turkish SPD the career system, identified with the rank classification, is the rank in the man system.

Contrary to the US system the European application bases classification on rank and individual status rather than position. One can show the Franch system as an example.

3 — Evaluation. The European classification system is advantageous for countries that are applying the career system anew. This fact has been pointed out by the afore mentioned UN Handbook, 1961. The Turkish SPD has preferred the rank classification which it calls the career system to position classification. As well as its advantages as pointed out by Stahl, there are the limitations to this system, as pointed out by Dimock.

The primary theoretical differences between the two systems can be summarized as such; In administrative planning, in coordination, in the tenure and in the pay.

Today these systems have moved closer and equal pay for equal work is the mutual motto.

III. The Merit System and its Basis : This is the subjective element of the problem. Before the merit system was achieved spoils system prevailed. The merit system is the method based on indivi-

dual accordance and merit in the selection and retention of personnel. The first stage where it is applied is at the entrance to the service. This system is based on free and open competitive examination. The USCSC and the National Civil Service League have determined the principles and requisits for such a system to be successful.

The successful application of the merit system maintains the selection of qualified personnel, the desirability of services, the getting rid of the surplus, the increase of productivity, the employment of the man power resources of the country, the hinderance of favoritism and inequalities and therefore the enhancement of working power and the equity in the compensation regime.

There are still cases that are detrimental to the merit system, such as, provisional appointments, exceptional positions, the control of pay and promotions, mitigation of financial support, political control, and educational requirements.

How can the merit system be of aid to classification?

1 — Through Tests. (valid, reliable, short, objective) These can be subjective tests, objective tests (true-false, multiplechoise, completion), standardized IQ, performance and aptitude tests and oral interview.

2 — Through Efficiency Rating. Production records, periodic tests, merit, grafice evaluation, man-to-man comparison, Probst service evaluation, psychophysical evaluation, performance evaluation.

3 — Through Seniority. This is seldom used by itself. It is recommended when all the other factors are equal.

4 — Through supply and demand. This cannot be considered a primary means, but can be of aid and may serve as direction.

After determining the role of the merit system in classification, the next step is to determine which tests are to be given, to whom will these be given and how the system is to be applied.

However objective, reliable and valid the tests are, they should be employed to analyze, direct and strenghten the administrative decisions in the selection, promotion and rucruitment of personnel. No mechanical device can determine better than a man whether A is going to be more successful than B, in a certain position. Whatever the method of selection is, this has to be kept in mind.

IV. The Principles employed in Classification and Grading in the Late Development in Turkey : The system in Turkey is in footing

with the European system, i. e. the career system or rank classification. And seniority is the main factor in promotion. The merit system is not at present used in Turkey. Therefore together with classification, the merit system had to be adopted.

The technical planning in this sense started with the establishment of the State Personnel Department of the Primeministry in 1960. A Proposition and draft were prepared (1963,64) and Law no. 657 was enacted in 1965.

We can observe that the system proposed by the UN Handbook mentioned above has been abided by.

— Thus, all the jobs necessitated by the public services are to be classified. (Article 32) The concept of class has been tied down both of the services, the positions determined within these and the civil servants occupying these. Therefore one can say that in classification a mixed system is being employed, in accordance with the recommendations of the UN Handbook although the proposition of the Turkish DSP states that the career system (rank classification) has been adopted. Law n. 657 does not clearly indicate the choice of this system.

Free recruitment is to be made possible in the classes and objective tests system is to be utilized. By-laws will determine the recruitment, the number of classes and grades

2 — In each class there are grades as perpendicular stages of promotion, based on the increase of the importance and the responsibility of the job. (Art. 37). This resembles the position classification. The compensation system follows this promotion as well.

3 — Within a grade there are steps (Art. 38) the movement in which makes possible an increase in wages. These are horizontal promotion steps and depend on the tenure (seniority) and positive performance.

4 — Although the merit system constitutes a separate chapter in the proposals of SPD, it is encompassed by Law n. 657, generally.

That the competition tests are essential is stated, but the procedure and definition of even the merit system is left to the regulation of the by-laws. Performance records are also given primary value in Law n. 657 But again all the details are to be covered by by-laws, the SPD and State Personnel Agencies.

We can make the observation that, although classification,

grading and the merit system have been accepted, many vital issues are left to the regulation of by-laws, State Personnel Agencies and the Test and Evaluation Agencies which are to be yet established.

The technical manpower needed to carry out the accepted scheme has to be brought up, as the existing personnel of the SPD can not suffice to meet all the requirements.

Besides, whether all this is repugnant to article 117/2 of the Constitution of 1961, or not, is a crucial problem which should be discussed at length elsewhere.

Since 1965 no positive results have been obtained in the realisation of the above mentioned and the possibility and danger of non-functioning of the whole system is strong.