The need for regularly updating job description plans in public sector agencies: a case study of the court service workers' position in the division of youth services within the Georgia Department of Human Resources

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THE NEED FOR REGULARLY UPDATING JOB DESCRIPTION PLANS IN PUBLIC SECTOR AGENCIES: A CASE STUDY OF THE COURT SERVICE WORKERS' POSITION IN THE DIVISION OF YOUTH SERVICES WITHIN THE GEORGIA DEPARTMENT OF HUMAN RESOURCES

A DEGREE PAPER SUBMITTED TO THE FACULTY OF ATLANTA UNIVERSITY IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF PUBLIC ADMINISTRATION

BY
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ABSTRACT

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The Need for Regularly Updating Job Description Plans in Public Sector Agencies: A Case Study of the Court Service Workers' Position in the Division of Youth Services within the Georgia Department of Human Resources.

Advisor: Professor George O. Kugblenu


The primary intent of this study is to examine the effects of an outdated job description plan in the Division of Youth Services within the Department of Human Resources. Specifically, this study focuses on the Court Service Workers' position. An attempt has been made to analyze the impact of an outdated job description plan on the validity of job information, career advancement and compensation of the Court Service Workers.

Job descriptions are primary sources of information for all aspects of Human Resource Planning - creating job description is the first important step in translating the goals of the organization into employee work activities. Reliable manpower planning cannot occur without the information that the job descriptions provide - the who, what,
when and how of manpower planning cannot be resolved without this information base, hence job description information has to be regularly updated and validated.

The major findings of this study are that the job description utilized for the position of Court Service Workers is outdated because it has not been revised since 1981. This situation has therefore resulted in inadequate compensation for the incumbents of the position. In addition, the position offers only limited career advancement to these workers. The sum total of these problems has resulted in low morale and dissatisfaction among the workers.

The main sources of information for this study were obtained from interviews conducted with the Court Service Workers and the Director of Field Services as well as questionnaires sent to the Court Service Workers. Secondary data were obtained from books, documents, pamphlets, reports and journals.
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I. INTRODUCTION

An organization's life-blood is its personnel. This holds true for large and small, formal and informal, private and public organizations. Hence, the staff services provided by an organization's personnel administration unit are indispensable. Since personnel administration necessarily involves people, the problems that may be encountered may be as diversified as humankind. When problems involve the misclassification of certain positions, it can be expected that the dynamics of human behavior will be intensified and, in extreme situations, could spell doom for an organization.

Job analysis is defined as the determination of the major work-related behaviors, responsibilities, skills and experiences required for satisfactory job performance. Nearly all of the decisions made by manpower planners and personnel officials reflect what organization members do in either direct work, supportive, or administrative role. Recruiters must know the requirements of the job they are seeking to fill, and they must have a knowledge of the profile of successful candidates.

The purpose of job analysis is to provide program planners, trainers, and those assuming development responsibilities with the knowledge of the requirements of jobs for which people are being prepared. Job analysis also establishes work-related information needed for job redesign and productivity improvement that in turn affect the overall needs and character of future jobs and staffing requirements. Typically, job analysis results in job descriptions and job specifications; the descriptions and specifications resulting from job analysis can serve very useful purposes in various aspects of personnel management, recruitment, labor relations, salary administration and in clarifying organizational relationships.

Job description describes what people do on the job. On the other hand, job specification emphasizes the knowledge, skills, educational background, and experience needed to carry out the responsibilities of the job. Inside any organization there should be a job description that is up-to-date on the actual duties of any employee performing that job.

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2 Ibid., p. 73.
3 Ibid.
5 Burack and Mathys. Human Resources Planning, p. 77.
6 Ibid.
descriptions are primary sources of information for all aspects of Human Resource Planning. Creating job descriptions is the first important step in translating the goals of the organization into employee work activities.\textsuperscript{7}

Job descriptions and specifications form the backbone of the entire personnel administrative program, and this being the case, it follows that the descriptions for a given job, particularly in large organizations, must be prepared in a number of different forms, for the use of different specialists within the organization and set forth in language familiar to the users.\textsuperscript{8}

The importance of job descriptions within any organization that will facilitate recruitment and form the basis for compensation can therefore not be overemphasized. In spite of this, it appears there are certain organizations that violate this cardinal principle. This appears to be the case with the Court Service Workers' positions within the Division of Youth Services.

The purpose of this study therefore, is to examine the effects of lack of an updated job description plan for Court...


Service Workers (hereafter referred to as CSWs) within the Division of Youth Services (hereafter referred to as DYS) on the employees.
II. THE PROBLEM AND ITS SETTING

Background History of the Agency.

The Division of Youth Services is one of the six (6) programmatic divisions of the Georgia Department of Human Resources. The top administrative position in the Division is the Division Director, who reports directly to the Commissioner of the Department of Human Resources.9

The Division of Youth Services is the agency of state government in Georgia which has as its legal mandate the provision of "social services and facilities for children and youth who require care, control, protection, treatment or rehabilitation..." (Georgia Code Annotated 99-202).10 The children and youth to whom these services are directed are alleged to be delinquent and unruly by Georgia's Juvenile and Superior Courts.

The methods utilized to provide these services are comprehensive in scope. Division of Youth Services staff provides intake and probation services to the juvenile courts throughout the state as well as aftercare services to delinquent and unruly youth who are committed to the

10 Ibid.
Division's custody. Other programs are juvenile correctional institutions, secure and nonsecure detention services and both residential and non-residential community-based treatment services.

The Division of Youth is divided into different programs, namely: (1) Detention Services which consist of (a) Community Detention and (b) Regional Youth Development Centers; (2) Community-Based Non-Residential Services consisting of (a) Court Services, (b) Community Treatment Centers and (c) Day Centers; (3) Community-Based Residential Services consisting of (a) Group Homes, (b) Control Homes and (c) Purchased Services; (4) Institutional Treatment Services consisting of (a) State Youth Development Centers (so far there are four (4) of these, three for males and one for females), (b) Short-term Treatment Program; (5) Investigations and Apprehension Unit; and Interstate Compact Unit.\(^{11}\)

Organizationally, the operations of the DYS are carried out by four sections: Institutional Services, Field Services, Administrative Services and Program Support and Staff Development. The distribution of responsibilities within the Administrative Services are:

1. **Administrative Director and Assistant** - responsible for budget; personnel; planning; accounting and facilities management.

2. **The Personnel Manager** - responsible for reviewing Affirmative Action and monitoring the grievances

\(^{11}\text{Ibid., p. 2.}\)
process; reviewing policy for appropriateness, writing Division personnel policies; reviewing allocation and reallocation requests for appropriate class; providing consultation to Managers on writing job descriptions and on organizational structure; developing selection criteria; and providing training as requested.

3. The Assistant Personnel Manager - handles problems occurring between Department of Human Resources personnel and field staff; handles processing, receives requests from the field and submits to Department of Human Resources personnel, and monitors status; handles forms and information on benefits, answers questions from employees concerning coverage and enrollment; handles worker's compensation claims, and advises applicants of job opportunities, and publishes vacancy lists; develops questionnaires for selection; and reviews and processes performance appraisals.

4. The Coordinator General Support - maintains inventory; coordinates transfer of equipment, equipment requests, surplus requests, etc.; responds to inquiries; coordinates budget development requests; maintains, updates, and distributes Youth Services Directories; responsible for central supply management and performance measures; and assures coordination of xerox and IBM copiers.

5. The Clerical Support - (Senior Secretary, Secretary and Clerk) Answer telephones; type and mail distribution for administration; maintain records and files; perform other duties as assigned.

The Court Service Workers' position, which is the focus of this study, is manned by 202 individuals. There are 32 Court Service Workers Senior, and 170 Court Service Workers. The primary purpose of the Court Service Workers is to provide intake and probation services to the Juvenile courts throughout the state as well as aftercare services to
delinquent and unruly youth who are committed to the Division's custody.

Though under the administrative supervision of the Division of Youth Services, the Court Service Workers operate within the framework of the administrative and judicial policies and procedures of the Juvenile Courts as established by the judges; the Court Service Workers are responsible for carrying out orders of the Court within the framework of Youth Services' policy.¹²

Treatment Programs for youth are joint endeavors of the Court and the Court Service Workers. The judge determines the legal status, custody and general plan of care, and the workers, in conjunction with the Youth Services District Director, select the methods and resources to be used in the rehabilitation process.¹³

**Internship Experience.**

The writer served as an intern in the Personnel Office of the Division of Youth Services, within the Georgia Department of Human Resources, from January 1985 to May 1985. The writer was assigned the responsibility of revising a job specification plan for the position of Court Service Workers within the Division. In the process of carrying out this

¹² Ibid.
¹³ Ibid.
assignment, the writer became aware of the fact that the Division had no updated job description for this position.

In addition, the writer attended various state meetings, and was responsible for the salary survey letters sent out to different Southeastern States to ascertain and compare their salary structures to that of the State of Georgia.

Statement of the Problem.

The problems uncovered by the writer stem largely from the fact that job description plan of actual duties performed by the CSWs' within the DYS has not been updated for the past four years.

Job description is crucial to any personnel organization. Unless dependable and accurate information about a job can be obtained, there can be no job facts, nor can sound acceptable decisions about jobs be made. Because of this dated job description plan, the CSWs maintain that they are actually doing more work than what is stated in their job description, and this is important from the standpoint of renumeration, since employees have to be paid based on the type of tasks they are assigned. The problems dealt with in this study were low pay and lack of opportunities for advancement for the CSWs.
III. REVIEW OF THE LITERATURE

Positions are the basic link between an organization and its members. The way in which an organization defines the duties and responsibilities that constitute the jobs that people must perform is of fundamental importance to the tasks of personnel management. The content of positions provides direction for what kinds of people should be hired, what career structures and training opportunities are needed, what compensation is appropriate, and what standards for job performance should be required.14

Organizational positions are the basic unit of analysis for personnel managers. Classification plans provide a framework for almost all of personnel management activity. In his classic statement on bureaucracy, the German Sociologist Max Weber used the concept of "office" to indicate that the various clusters of activities that constituted an organization remained the same regardless of who the incumbent was.15 People might come and go, but duties and responsibilities remain the same.


15Ibid.
In order to serve both an organization and its employees, personnel managers must have a clear understanding of what duties and responsibilities are assigned to each position.

In the view of John Olrey, job description can be used in eleven (11) grouped areas: (1) Long-Range Planning, (2) Organization Structure, (3) Communication, (4) Employment, (5) Orientation, (6) Performance Appraisal, (7) Training and Development, (8) Clarification of Relationships, (9) Compliance with Government Regulations, (10) Establishment of Lines of Progressions, and (11) Termination. The author further explained the various functions of the eleven areas as follows:

**Long-Range Planning.** – As an organization becomes larger, the mechanics of growth are more visible when job descriptions are written properly. An employer can determine where additional staffing is needed and which employees have the relevant education and experience to grow with the company.

**Organization Structure.** – Properly written position descriptions can help an employer to identify duplication of efforts or determine if a function could be handled more efficiently and profitably elsewhere.

Communication. - In the communication between employer and employee, job descriptions can be an effective tool. The description gives the employee a reasonable understanding of what is expected. Managers can benefit by seeing their responsibilities in writing. Outlining responsibilities for salary administration and for affirmative action in the job description will make managers more sensitive to what senior management expects.

Employment. - With a properly written description at the recruiter's disposal, he or she is better equipped not only to pre-screen applicants who do not have the proper education and/or previous work experience, but also to define intelligently what will be expected in the job to applicants who are interviewed.

Orientation. - With descriptions, no one will start working without understanding what is expected in terms of relationships, duties, and responsibilities.

Performance Appraisal. - With a properly written job description, it becomes much easier to evaluate an employee's performance comparing what an employee has accomplished to what was listed in the description is not nearly as subjective as trying to evaluate "attitude" or "appearance".

Training and Development. - As an organization grows, job descriptions enable the employer to identify additional training and development needs for those employees designated as promotable.
Clarification of Relationships. - With a properly written job description, employees will know exactly where they stand within the organization. They will not only know what others are responsible for and who is accountable to whom, but they will also have a much better understanding of how work is to be coordinated throughout the organization.

Compliance with Government Regulations. - An employer has a strong defense against potential discrimination charges or lawsuits against hiring practices if he or she has been consistent in the application of educational and experience requirements.

Establishment of Lines of Progression. - The descriptions establish career ladders and lines of progression for employees, allowing them to set goals and objectives for themselves.

Termination. - With each description in writing and properly communicated to the employee, an employer can easily establish evidence of inadequate work.

There are two primary requirements which must be satisfied before any organization can successfully recruit or maintain a satisfactory working force. These requirements are - a clear idea of the jobs to be filled and equally clear idea of the type of employees required to fill them - lie within the province of the personnel administrator and are best met by a program of job analysis and specification.17

17 Waite, Personnel Administration, p. 90.
Dale Yoder defines a job as a "collection of tasks, duties, and responsibilities which, as a whole, is regarded as the regular assignment to individual employees." Most personnel functions lean heavily on job descriptions. Recruitment and selection require as accurate knowledge as possible on the part of the employment office of all jobs for which applicants are interviewed. Accurate and satisfactory placement is facilitated when full details of a job can be matched to personal qualifications; training programs must be based on a clear knowledge of the work to be done on each job for which instruction is to be provided, as well as the previous experience and training which applicants may be expected to possess.

Job evaluation and the establishment of wage classification systems draw upon job descriptions for their basic structures. Promotion and transfer programs cannot be operated with any degree of efficiency and satisfaction unless the terms, conditions and requirements of each job have been definitely specified. Grievances are less likely to arise if

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20 Ibid., pp. 91-92.
21 Ibid., p. 92.
22 Ibid.
the duties of each employee are clearly set forth and negotiations with labor unions are facilitated when both parties have available a set of standardized job descriptions.23

With respect to jobs, classification of jobs into distinct groups on the basis of their characteristics and level of responsibility, was first embodied in the Classification Act of 1923, which provided for job analysis and classification for some federal positions.24 It is important to realize that classification developed because, like positivism, it was based on a scientific principle augmented by morality. That is classification was considered beneficial not only because it carried the principle of description over from the natural sciences, but also because it supported the twin values of agency efficiency and individual equity.25

On the one hand, classification helps the line managers and the personnel managers to divide labor more efficiently, while on the other, it provides for equitable compensation of employees according to the true worth of the jobs.26 Classification has been a problem for personnel

23Ibid.
25Ibid.
26Ibid.
administrators, as far back as the first Federal Classification law of 1853, which attempted to relate employee pay to work, duties and responsibilities. The first truly modern efforts were initiated in the City of Chicago between 1909 and 1912 and later in the federal government in 1920.

The emphasis in these early efforts was to develop as a standard the concept of "equal pay for equal work." The response was to design a classification system capable of evaluating each position according to work duties, responsibilities, and qualifications. In 1920, the Congressional Joint Commission on Reclassification of Salaries issued a report that specified the principles that would establish equal pay for equal work.

The principles established in 1920 were as follows:

1. That positions and not individuals should be classified.

2. That the duties and responsibilities pertaining to a position constitute the outstanding characteristics that distinguishes it from, or marks its similarity to, other positions.

3. That qualifications with respect to education, experience, knowledge, and skill necessary for the performance of certain duties are determined by the nature of those duties. Therefore, the

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28 Ibid.

29 Ibid.

30 Ibid.
qualifications for a position are important factors in the determination of the classification of a position.

4. That the individual characteristics of an employee occupying a position should have no bearing on the classification of the position.

5. That persons holding in the same class should be considered equally qualified for any other position in that class.\textsuperscript{31}

In the two decades after the 1920 report, a period of extensive classification activity occurred. Cities, counties, states, and federal government agencies conducted surveys of their positions and completed studies of how positions related individuals to organizations as part of the classification system. In 1937, the Civil Service Assembly sponsored an effort to review position classification and appraise the state of the art, which resulted in the formulation of a committee on position classification and pay plans in the Public Service, under the direction of Ismar Baruch.\textsuperscript{32}

Baruch, who was chief of the U. S. Civil Service Commission's (now Office of Personnel Management) Division of Classification, was ideally placed to see that the best "expertise" was available to produce the report and to ensure that the report would be used. The resulting 400-page-plus


\textsuperscript{32}Committee on Position Classification and Pay Plan in the Public Service, \textit{Position Classification in the Public Service} (Chicago: Civil Service Assembly, 1942), p. 3.
Baruch gave the meaning of position classification as:

The process of finding out, by obtaining the facts and analyzing them, what different kinds or "classes" of positions, calling for different treatment in personnel processes, there are in the service; it further includes making a systematic record of the classes found and of the particular positions found to be of each class. The duties and responsibilities of the positions are the basis upon which classes are determined and the individual positions assigned or "allocated" to their appropriate classes. When every position has been allocated to its appropriate class, each class will consist of all positions, regardless of departmental location, that are sufficiently alike in duties and responsibilities to be called by the same descriptive title, to be accorded the same pay scale under like conditions, and to require substantially the same qualifications on the part of the incumbents.33

The roots of the cry "equal pay for equal work" lie deep in American history, with origins as far back as the early half of the nineteenth century, when federal employees sought reform of their chaotic pay situation.34 Pay is defined as the bundle of direct financial rewards given individuals in an organization in exchange for their contributions.35 Thus, pay becomes the basis of a multiple transaction of considerable importance according to Belcher's model, and this

33Ibid.


transaction includes five major parts: economic, psychological, sociological, political, and ethical.\textsuperscript{36}

\textbf{An Economic Transaction.} - Compensation represents an economic transaction. The organization pays for employee services, and the organization, as buyer, attempts to gain the most for a given price in terms of both quantity and quality. The employees sell services for income, and attempt to gain the most possible. With this barter we would expect all buyers and sellers to set prices in the marketplace, also allocating supplies where they have most value.

\textbf{The Psychological Transaction.} - Compensation also has psychological aspects, constituting a contractual relationship between employee and employer. To the individual, pay has instrumental value. Pay constitutes one of several elements of job satisfaction, acting as a relevant reward in the contract.

On the other side, the organization attempts to motivate behaviors with rewards.

\textbf{The Sociological Transaction.} - Organizations act as associations with status structures, and, as such, pay becomes a sociological transaction, indicating the individual's status within that association and across associations. In Belcher's view, organizations create status structures of jobs and status differences are measured by both individuals and organizations by compensation differences. In fact, \textsuperscript{36}

\textsuperscript{36}Ibid., p. 161.
individuals with experience in organization have learned to place associates in the status structure by finding out how much they are paid.

The Political Transaction. - Organizations, unions, groups, and individual employees attempt to influence the market, the psychological contract, or the status structure. As such, pay decision-making has political elements. Collective bargaining and grievances procedures place public-sector unions and managers in competitive positions in the narrow political market-place of the organization and in the wider policy of which they are a part.

All organizations act as arenas of political conflict in general, but specifically in formulating compensation policy.

The Ethical Transaction. - The competitive, status, and bargaining aspects of the compensation transaction suggest social comparison in one form or another, along some scale of relativities. Is there a standard of fairness within the transaction, an ethical dimension? Belcher argues that a standard of equity does exist among individual employees and that that standard influences productivity and satisfaction.

Thus, individuals compare their contributions and rewards to others. Should the transaction fail to meet the individual's equity standard, the employee can leave the
organization or reduce contributions, jeopardizing the original transaction.  

Individuals can restore balance and a feeling of equity by either changing their effort level or trying to change the reward received. Thus, individuals who perceive themselves underpaid in comparison to others may either reduce their effort or seek increased rewards. Similarly, people who perceive themselves as overpaid may tend to increase their effort. Research indicates that when people believe they are underpaid they generally decrease their effort. In addition to pay received by employees, opportunity for advancement is also a tool to improve productivity, and this can be achieved by promotion and recognition of employees.

Promotions in status and responsibility have come to be valued as one of the primary sources of recognition in the world of work. A person's value in the community, in organizational dealings and in conversations with fellow employees is often determined by work title. There are people who even trade money for a specific position or title. Promotion is a powerful recognition tool in the hands of employees.

Promotions come about for two primary reasons: (1) to fill a position at a higher level in the organization, (2) to

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37Ibid., pp. 161-162.
38Ibid.
recognize professional accomplishment and maturity.\textsuperscript{40} Usually called the dual-ladder system, promotion is provided through a series of positions in non-management ranks in recognition of increased levels of competence.

In summary, promotion can be a real form of recognition when it comes either through additional responsibilities as represented by a hierarchial change in position or through a real change in competence status. Recognition as promotion is valuable when it meets the following specifications: (a) represents a real change in level of responsibility in the nature of job, and in job requirements; (b) is timely in that it corresponds to a change in the competence and capability of the individual, and (c) is perceived by the members of the organization as being real and not manufactured change or change of convenience.\textsuperscript{41} People care about status and recognition.

\textbf{Analytical Framework.}

According to Klinger and Nalbandian, the traditional job description:

\begin{quote}
\textit{is a written statement of employee's duties. It may include a qualifications standard, which specifies minimum education and/or experience an employee needs to be able to perform the position's duties satisfactorily.}\textsuperscript{42}
\end{quote}

\textsuperscript{40}Ibid.

\textsuperscript{41}Ibid., p. 158.

\textsuperscript{42}Klinger and Nalbandian, \textit{Public Personnel Management}, p. 152.
The traditional job description has come under severe criticisms. It fails to clearly state the conditions and standards of employment, the skills, knowledge and abilities needed to perform the job satisfactorily.

In light of these criticisms, the writer employed the Results-Oriented Job Description (ROD) which clearly states in a job description, the tasks, conditions, standards, knowledge, skills and abilities as well as qualifications needed to perform satisfactorily\(^\text{43}\) as the analytical framework for this study.

The need to regularly update job description is occasioned by three factors, namely: (a) internationalization of tasks in the workplace, (b) increasing use of technology particularly as expressed through the use of computer and (c) collection and quantification of inordinate amount of data.

\(^{43}\)Ibid., p. 156.
IV. METHODOLOGY

An exploratory method of research was utilized to assess the effects of an outdated job description plan on the CSWs' position in the Division of Youth Services. According to Earl R. Babbie, exploratory studies are most typically done for three purposes: (1) to satisfy the researcher's curiosity and desire for better understanding, (2) to determine the feasibility of undertaking a more careful study, and (3) to develop the methods to be utilized in a more careful study.\textsuperscript{44} The exploratory method of research enabled the writer to gain a fundamental understanding of the CSWs' position, its structure and purpose within the Division. The major shortcoming of exploratory studies is that they seldom provide satisfactory answers to research questions. They can hint at the answers and can give insights into the research methods that could provide definitive answers.\textsuperscript{45} This study was undertaken to satisfy the writer's desire for a better understanding of the problems that the CSWs are encountering at the agency.

\textsuperscript{44}Earl R. Babbie, \textit{The Practice of Social Research} (Belmont, Calif.: Wadsworth Publishing Co., 1979), p. 74.

\textsuperscript{45}Ibid., p. 75.
The questionnaires which were sent to the CSWs and an interview with Don Wilkinson, the Director of Field Services, form the basis of the primary data collection techniques for this study. Secondary data was obtained from books, manuals, pamphlets, annual reports and journals.
V. ANALYSIS OF THE PROBLEM

It is imperative that a job description plan be kept up-to-date. Unless the job description plan reflects the jobs as they actually exist, it fails to justify its existence.

Many organizations fail to keep work information up-to-date, and much of the information is so general that it could not be used for specific cases. This was found to be the case with the Division of Youth Services. Four years have gone by without a review of the job description for the positions of CSWs.

The last job description was revised in 1981, and since that time, the information contained in the job description has remained unchanged. According to Carroll Shartle, job information is ever changing, jobs are created and phased out daily. Hiring requirements for jobs change with the supply and demand for labor. A new, cancelled or modified contract changes the occupational structure of an organization; therefore, unless job analyses are conducted on a regular basis, the job information quickly becomes obsolete.46

In order to determine if the duties and responsibilities of a job have changed significantly enough to

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place a job in a different classification or wage bracket, a job analysis must be conducted. It is imperative that personnel organizations operating under the Merit System conduct job analyses on a regular basis to ensure that each employee receives equal pay for equal work and that their pay rates remain competitive with other governmental and private organizations.

The role of the Georgia State Merit System is to:

(a) Define classes of state jobs and determine appropriate compensation levels;

(b) Recruit, examine, and certify applicants for agencies to employ;

(c) Set guidelines which agencies must follow in developing personnel programs and making personnel decisions; and

(d) Monitor agency personnel actions for compliance with these guidelines.47

The role designated as "(a)" has significance for this study because it is alleged that the position of CSWs is misclassified and, hence, is not appropriately compensated. This study is not an attempt to sound the alarm, however, it is believed that there exists a situation that violates the principle of equal pay for equal work.

In order to assess whether these outdated job description plans have had any effect on the position of CSWs, the agency sent out questionnaires to 60 CSWs, and 48 (80 per

cent) of them responded. A summary of the responses to each question follows:

1. Do you feel there are any problems related to the position you fill and the pay grade assigned to it? If so, what are the problems? The responses varied, but 40 respondents subscribed to the following views:

"The pay is too low for the responsibilities this position entails."

"The pay grade for this position does not adequately compensate as other jobs in the Merit System Classification that have similar responsibilities to this position." (e.g., probation officers in the Department of Offenders and Rehabilitation.)

"In this position we are expected to carry out a wide range of duties, develop our skills for the Division, and yet not compensated accordingly."

"Although intake was in the original job description, it was not brought to our attention that it was to be provided seven (7) days a week, and twenty-four (24) hours a day."

2. Have any duties/responsibilities which were not originally in your job description been added to your position since you were first placed in this position?

All respondents (that is, 100 per cent) stated that there were duties/responsibilities added which had not been stated in their original job description. (For example, some stated that they were hired as CSWs but they spent most of their time on typing and filing because of the shortage of secretaries experienced by their different offices.) These functions are performed in addition to their regular duties.

3. Do you feel you have adequate opportunities to advance (to be promoted) from your position?

All (100 per cent) responded that there were no opportunities for advancement and if any, they are designed in such a way that people presently occupying
these positions are unable to meet the selection standards (e.g., promotion will be based on criteria like education that is higher than what the CSW has). Some respondents believe that promotions (if any) are not based on merit or qualifications, but on friendships. It was also stated that the opportunities for advancement only exist by leaving the Division (e.g., one person who left DYS, stated that his reason for leaving was that his new job has an established career ladder, implying that none exists for the CSW in the DYS. Also stated frequently was that the lack of a career ladder is so discouraging that CSWs are not motivated to work to the best of their abilities, because they know that no matter how much they put in they will still remain in the same position.

These responses indicate that the lack of an updated job description has affected the validity of job information concerning this position. In an interview with Don Wilkinson, the Director of Field Services in the DYS, he expressed the opinion that the job description needs to be revised and updated. More importantly, since the Division is coming up with new philosophies, goals and objectives to be met by CSWs, for example, the goal for fiscal years 1986 to 1989 is to prevent youth from entering the juvenile justice system, to prevent further delinquent and unruly acts of the youth referred to the courts, and to rehabilitate delinquent youth by providing court services, an updated job description is a necessity. 48

In order to accomplish the projected goals for the 1986 to 1989 fiscal years, there must be some changes in the job description since the new direction calls for added

48 Interview with Don Wilkinson, Division of Youth Services, Atlanta, Georgia, April 1985.
responsibilities, for example, additional intake responsibilities, and more counseling.

In addition, the other problems which the respondents emphasized were too much work, low pay, and lack of opportunities for advancement. In the opinion of Don Wilkinson, the low pay and lack of opportunities for advancement have caused job dissatisfaction and low morale. A significant number of the CSWs interviewed stated that the majority of their time is devoted to counseling, and felt that they should be compensated accordingly since counseling requires specialized skills, training, and education. Most CSWs acquire these skills at their own expense in order to provide services for the youth.

According to Alexander Leighton, morale is the capacity of a group of people to pull together persistently and consistently in pursuit of a common purpose. On the other hand, Milton Blum and James Naylor assert that morale is "the possession of a feeling... of being accepted and belonging to a group of employees through adherence to common goals and confidence in the desirability of those goals." The importance of such factors to the effectiveness or

49 Ibid.


productivity of any enterprise can hardly be over-estimated. Just as public administration is essential to the collective operations of an advanced society, so the elements of morale and work-centered motivation are vital to modern administration.

An individual employee's satisfaction or dissatisfaction with work is a subjectively derived conclusion based on a comparison of what the employee receives from working compared to what the person expects, wants, or thinks he or she deserves.52 While each employee subjectively determines how satisfying the job is, job satisfaction is influenced by a social frame of reference. For example, an individual may be making less money than desired, but if the amount is similar to that made by comparable others, and if several of this person's neighbors are unemployed, only minor dissatisfaction will result.53

Satisfaction is a multifaceted concept. While an employee's satisfaction with work is likely to affect the person's attendance at work and desire to change jobs, it also may affect the willingness to work.54 An employee's willingness or motivation to work usually is indicated by sustained, goal-directed activity. Thus, a so-called motivated employee

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52Klinger and Nalbandian, Public Personnel Management, p. 209.
54Ibid.
is one whose behavior is directed toward organizational goals and whose activities are not easily interrupted by minor distractions.55

There are employees who are motivated to perform well but are dissatisfied with their work. There may be several reasons for this. The employee may need the job or money, both of which may be contingent upon good performance. On the other hand, the employee may feel he or she is deserving more job security or salary than the organization is willing to give. When an employee is performing well but dissatisfied, one can expect some evidence of employee withdrawal - in the form of a desire to change jobs or perhaps in time with a drop-off in performance or evidence of apathy.

The feeling of lack of adequate compensation on the part of the CSWs has negative implication for the agency. This is due to the fact that workers who perceive themselves to be underpaid may reduce their effort or seek employment elsewhere. In fact, it was revealed in the interview with the Director of Field Services that the unit experienced a high turnover during the past two years mainly due to the lack of adequate compensation and lack of advancement.56 It is reasonable to assume that the reason why some of the CSWs are still with the agency is because of the state of the economy.

55Ibid.

56Interview with Don Wilkinson, Division of Youth Services, Atlanta, Georgia, April 1985.
Since the unemployment rate is high and jobs are not easily available, workers are simply holding on to their present positions until the economy improves.

O. Glen Stahl maintains that there is no question that adequate compensation, awards or incentives for the most part are looked upon favorably that they exert a positive influence on an employee's motivation, and that they can be valuable supplements to those motivations that are derived from the work and the job itself.\textsuperscript{57}

Indeed, the absence of adequate compensation for these workers clearly manifested in their negative responses and frustration with the agency. Donald Klinger and John Nalbandian assert that: pay has more influence over the motivation of a person to join or leave an organization than the motivation to work.\textsuperscript{58}

In addition to the two problems discussed, the writer is of the opinion that the lack of career development for the CSWs is the most devastating one. This is due to the fact that the employees consider themselves to be locked in dead-end jobs. More importantly, in this highly technological era with its attendant changing skills, an agency that fails to provide clearly stated career advancement or paths and employee development options for its workers is bound to experience

\textsuperscript{57}Stahl, \textit{Public Personnel Administration}, p. 221.

\textsuperscript{58}Klinger and Nalbandian, \textit{Public Personnel Management}, p. 219.
some problems with the retention of its current workers as well as attracting prospective workers. Charles J. Coleman maintains that "a career path designates the normal line an employee may take in moving from one job to another." He also maintains that an individual could see himself in a job that could lead to other jobs if performances were satisfactory, then the jobs fit together in such a way that work itself might become a source of motivation.60

The responses obtained from the questionnaire clearly indicate total absence of such an option available to the CSWs.

On the other hand, Klinger and Nalbandian view "career development as the combination of future training needs and human resource planning." They also view the benefits to be derived from career development as symbiotic to both the employer and the employee. They maintain that from the perspective of the employee, career development provides some predictability in future career paths in the organization's long term interest in its employees. For the organization, it


60 Ibid., p. 99.

61 Klinger and Nalbandian, Public Personnel Management, p. 244.
provides some assurance that employees will be available to fill positions that will be vacant in the future.\textsuperscript{62}

The existence of established career development program(s) within any agency serves as a source of hope to the employees and assures them that if they perform satisfactorily, they can aspire to higher positions within the organization in the future. This perception in itself is enough to motivate the employees to be more productive.

\textsuperscript{62}Ibid.
VI. CONCLUSION

It is inconceivable that an agency will allow four years to go by without revising its job descriptions. The fact that we live in a technological society in which changes are occurring daily and jobs as well as skills for performing those jobs are always changing, it is imperative that every agency should keep its job description current. The failure of the Division of Youth Services to revise the job descriptions for CSWs led to the charges which the workers levelled against the agency.

Adequate compensation for work is very important to workers. It serves as a source of motivation and boosts employee morale. On the other hand, its absence contributes to low morale, low productivity and even to high turnover because the employees become very dissatisfied with their jobs.

Every worker takes up a position with an agency in the hope that if he/she performs satisfactorily, such a performance will be rewarded with a promotion or career advancement. It is reasonable to assume that the major cause of the frustrations vented is primarily due to the fact that there is no established career path or career advancement for these workers. This problem is compounded by the lack of adequate compensation.
The writer is of the opinion that once the state of the economy improves and more jobs become available, most of CSWs will look elsewhere for better paying jobs. If that happens, a high turnover will have serious implications for the agency.
VII. RECOMMENDATIONS

In light of the problems discussed in the analysis section of the study, the following recommendations are offered:

1. The Division should update the job description for the Court Service Workers immediately. This job description should be results-oriented and should clearly state the tasks, conditions, standards, knowledge, skills, abilities, qualifications needed by the CSWs to perform their job satisfactorily.

2. The salary for the position of Court Service Worker should be increased.

3. The Division should establish a career path for the Court Service Workers. During orientation, new employees should be made aware of the various career paths or options available to them within the Division.

4. The Division should institute career development and training programs in order to encourage the workers to take advantage of such opportunities to develop new skills.
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