CHAPTER V
POSITION CLASSIFICATION

"Classification is the back-bone of the personnel programme."¹ Position classification is
the organising of jobs in an enterprise into groups
or classes on the basis of their duties, responsi-
bilities and qualification requirements. The
subject is work performed or to be performed, the
process is analysis and evaluation and the result is
classification or arranging of work units into
classes.² In this Chapter, Iran's system of position
classification has been discussed in details.

Employee classification is considered as a
procedure of classifying employees on the jobs. The
Civil Service Code of 1966 in its Articles 24, 25, 30
provided for a classification of Government employees.
It involves determining the work which each employee
is doing on the basis of the amount of duties,
responsibilities and difficulties, experienced while
working on the job assigned to him.³

Article 24 says:—

"The 'SQAE' in consultation with Ministries
and Government Agencies study all the jobs and.
identify the responsibilities and duties and determines
the qualification for jobs. When these have been determined, the Ministries and Government Agencies shall observe them in making appointments."

In Iran's classification plan a 'position' is defined as "a permanent organizational post which is considered in the organization of Ministries and Government Agencies as a continuing job for assignment to an employee regardless of whether the position is occupied or vacant."

Each group of the classification Plan consists of all jobs which are comparably equal in duties, responsibilities and qualification requirements. These groups are the key concept for determination of classification of the employees. The system of classification in Iran tries to measure differences among different jobs. It consists of a series of groups which have been defined in classification plan. "All jobs in Ministries and Government Agencies covered under the Civil Service Law, on the basis of importance of duties and responsibilities and the position requirements relating to knowledge and experience are classified by the 'SOAE' and shall be allocated to one of the salary group."
This definition describes the characteristic of the jobs to be classified by a procedure under close and frequent supervision of the 'SCAE'.

According to Article 31 of Employment Law "official employment takes place for filling the jobs in each of the group and in each case, with having due regard to the jobs in which employment is to take place. The Ministries or Government Agencies determine the group within which the new employee will be placed." It is very clear from above mentioned article that the group of the employee is to be determined by the concerned Ministry or Agency; whereas the Employment Law gives more attention to the "Grouping" of positions. This is mostly due to co-relation between classification plan and the salary and allowances of employees which is calculated on the basis of the group within which they belong.

The present system of classification plan in Iran also analyses the jobs in terms of their component parts. They are considered according to their importance and value and relative difficulties in carrying out the duties and responsibilities. Furthermore each group of position classification
plan reflects differences in the degree of responsibility and difficulty in the same type of work. They are called as 'steps' in Iran. Usually there are fifteen (15) steps in each employment 'group' except the last group which has only thirteen (13) steps. These steps are closely related and do indicate lines of promotion. The different steps are provided in a single group on the basis of the work experience and knowledge.9

As an employee enters the service, on the basis of his qualification etc., he is placed on a particular step of the appropriate group and may be promoted up to the last step of the same group.10

In certain cases where employee has work experience, (including women employee having social service experience and or on the completion of the military services) for every two years he/she may be eligible for grant of one more step. The procedure for granting step has been determined on the basis of "satisfactory work performance." The Ministries and Government Agencies may grant to the employees one step as promotion for every two years of service.11
Preparation of Classification Plan:

The main and foremost utility of classification plan is the unity of command. It determines the qualifications, duties, responsibilities required for each job. The following steps are necessary for preparing a sound classification system.

1. The first step is to explain to the Heads of the Departments and other Key Officials, the purpose of classification survey and the details of how it will be carried out.

2. The Departmental representatives may be urged to hold meetings with the employees in each major sub-division of the agency in order to explain general objectives and to distribute, or make arrangements for distributing, the questionnaire forms, and to explain the latter.

3. The employees have to complete the questionnaire and return them through their Heads of the Departments to the survey staff.

4. When the analysts receive the questionnaire, they scan them to see whether they have been completed properly. And also to verify and
ensure that correct judgements are made and indicated in the questionnaire.

(5) After the analysts have all the information they need, they make their decisions as to which classes or positions should be established and which individual jobs should be assigned to each of such class/position.

(6) The so-called allocation lists, (which are merely listings by departments of the names of the employees and the titles of the classes to which it is proposed to assign their positions) are then prepared.

(7) If the classes have been divided into grades and a salary plan is prepared, and if it is decided to present both classification and salary proposals at this stage, the allocation list will also show the grade proposed for the particular class in which it is proposed to place each employee's job.

(8) The next step is to hear employee's appeals on the assignment of their jobs to particular classes.
(9) Finally, the survey staff submits its final recommendation to the appropriate authority.\textsuperscript{12}

In Iran, the pioneer work in determining job value and development of a classification plan for the first time in Public Administration was started with the implementation of 1922 Employment Law which classified the Civil Servants in different Government organisation into the following nine grades:-

(1) Registrar
(2) Third Clerk
(3) Second Clerk
(4) First Clerk
(5) Chief of Section
(6) Chief of Division
(7) Assistant to Chief of Department
(8) Chief of Department
(9) Director General or Administrative Under-Secretary.\textsuperscript{13}

But with the expansion of Government functions, the need for new type of servants, permanent, temporary and contractual, has been felt by the
Government, and this has created dis-coordination among different Government Organizations. The employees also gave the new slogan of "equal pay for equal type of job."\textsuperscript{14} Therefore, after the creation of the Second Employment Law in 1966, the responsibility for classification of different jobs was assigned to the Position Classification Organisation called \textit{SAZEMAN-E-TABACHEH BANDI-E-MASHACHEL} attached to and supervised by the Central Personnel Agency i.e., \textit{'SOAE'}.\textsuperscript{15}

The personnel of the Position Classification Organisation devised a classification plan for rating different jobs which were getting different salaries in different Ministries and Government Agencies. The basic objectives underlying the creation of this organisation were as follows:

i) Creation of stability and firmness in the public services.

ii) Preparation and installation of a classification plan for the Government of Iran.
iii) Improvement and adjustment of Government administrative machinery.\textsuperscript{16}

Functions of the Position Classification Organisation are as follows:

i) Implementing rules and regulation of classification and job evaluation under the supervision of the Secretary-General and his Secretaries in recruitment affair.

ii) Supervision over assigned duties to different units/section and issuing appropriate orders subject to civil services laws and regulations.

iii) To educate and train required number of persons for the purpose of implementing classification plan in Ministries and Government Agencies.

iv) Execution and identification of specialised services in each group. Different specialized sections have been established for this purpose in the Position Classification Organization.\textsuperscript{17}
It has been accepted that employee classification is not an easy task and needs continuous and up-to-date surveys. This involves determining the work which each employee is doing, the title of the job etc., as discussed earlier.

For classification of employees different sections have been established in the Position Classification Organisation to study and evaluate each job in order to avoid further problems in matters of promotion, transfer and demotion policies. The seven sections dealing with different seven cadres are as follows:

1. The Cultural and Education Cadre
2. The Administrative and Financial Cadre
3. The Social Affair Cadre
4. The Hygiene and Medical Cadre
5. The Public Service Cadre
6. The Agricultural Cadre
7. The Engineering and Technical Cadre.

All these sections have almost similar duties and have to classify the various positions in their technical and specialized cadres/fields. Under this system it is required to classify
different jobs or positions into different groups. Each defined job or position would be classified on the basis of its importance and value after detailed analysis is made by the Position Classification Organization.\(^{19}\)

**Implementation of Classification Plan:**

In order to implement the new classification plan the Government decided to convert all its employees (temporary and permanent) already in the service into seven 'temporary groups' designed on the basis of educational qualifications and work experience. This gave appropriate time to the Government to fix the employees into permanent groups or steps. Employees were to be finally placed in the permanent groups by the Position Classification Organization and the temporary classification groups were only for a short period.

The conversion of those employees who were employed at the time of approval of Employment Law of 1966 in the service of Ministries and Agencies was determined on the basis of importance of their duties and responsibilities and the
position requirements relating to the knowledge and experience of the job they occupied. But until such time that their final groups and steps were determined for the calculation of their salaries in accordance with the new salary table, the 'SOAE' placed the employees temporarily into one of the following seven groups. To accomplish this, temporary orders were issued to the employees and their steps within the relevant group determined by considering total service and one step was calculated for every two years of such service.

The temporary groups were as follows:

Group 1: Employees holding simple services, irrespective of the extent of education identified by 'SOAE'.

Group 2: Employees who possess elementary traditional education or possess a certificate for the third year of secondary school.

Group 3: Employees who have a certificate for the third year of secondary school and, in addition, have completed a
special training course required by relevant laws. This education is not recognised to be equivalent to complete secondary school diploma.

Group 4 : Employees who possess a certificate of completion of secondary school, including technical and vocational schools.

Group 5 : Those High School teachers who do not possess a bachelor degree and employees who, in addition to possessing a certificate of completion of secondary school, have completed a specialised course, the educational value of which is recognised by the High Council of Education or Central Council of Universities.

Group 6 : Employees who possess a bachelor's degree or who possess education, the value of which is recognised to be equivalent to a bachelor's degree.
Group 7: Employees who completed University education and possess doctoral degree or degrees above the bachelor's level. 20

The above mentioned method enabled the Government to temporarily classify its employees already in the service during the implementation of the second Employment Law.*

At present in Iran the employees are classified into twelve groups. The candidates for recruitment to the Public Services should possess the necessary qualifications required for each of the groups. Moreover, unlike temporary classification, the positions are now being classified permanently. Therefore, under the present classification system, the Government employees are being classified on the basis of their qualifications and experiences at the time of the entry to the public services. Under such system the jobs or positions are rated and placed into twelve groups.

* This temporary classification system is no more in existence now, as a final permanent classification system is accepted now.
According to E. Lanham, the major factor which the group should consider are:

(1) Policies with regard to wage and salary increases.

(2) The jobs to be grouped.

(3) Tradition within the organisation.

(4) Local and Industry practice.21

One of the important aspect of this system is that it has the flexibility. The provision of Employment Law provides the means through which it can be revised to meet new or changing conditions.22

The Central Personnel Agency 'SQAE' felt the need for a scientific classification plan for the public employees and gave the authority to "the Position Classification Organization" for preparing and installation of a satisfactory system of classification.

As a result of surveys done in this field it was found that it is better to distinguish all
positions in the public services into twelve groups with specific duties and responsibilities as listed below:-

**Group One:**

This group consists of simple services like waiters, gardening staff, watchman, bricklyers and the like who are in possession of a certificate of a minimum of six years of elementary school.

**Group Two:**

The jobs in this groups are related to simple services and supervision over group one employees, like drivers of light motor vehicles, gardeners, blacksmith etc. The employees are expected to have sufficient experience from educational point of view, they are expected to possess the minimum educational qualification necessary for group one employees.

**Group Three:**

This group of positions involve ordinary and simple administrative jobs which do not require any decision making like, typist, file keepers,
technical assistant and the like. The educational qualification required from the candidates, is a third years of secondary school and in addition completion of a special training course.

**Group Four:**

This consists of comparatively more difficult administrative jobs which sometimes require decision making. These positions require direct and vigil supervision of the superiors all the times. The candidates are required to possess a certificate of completion of secondary school plus the required experience; in case the candidates possess a third year of secondary school, he should have eight (8) years of experience in the relevant field. The jobs which classified in this group are related to the field like Assistant Engineering, Agriculture, Social Affair, Hygiene are affiliated to this group. Likewise complex and relatively difficult technical jobs in public services which require longer training and experience are also kept in this group.

**Group Five:**

In this group, the jobs or positions in the
field of Administration and Financial Affairs with some decision making, are kept. These employees usually perform their duties under a superior. They are also in charge of supervision of a small number of employees. The qualifications required for this group is completion of secondary school plus six years of experience in the relevant field. They include semi-specialized jobs in Technical, Sanitary, Agricultural and Social Affair cadres.

**Group Six:**

This group includes relatively complex jobs which require decision making and acceptance of responsibilities belonging to Administrative and Financial Affairs, Technical, Sanitary and Social Affair Cadres. The employees in charge of these jobs may take decisions independently with the Administrative foremanship and carry out the job of supervision of supervisors.

The qualifications required for this group of employees is to have a specialized course above the educational value of the secondary school diploma with six years of experience or a secondary school diploma with 14 years of experience in relevant field.
Group Seven:

Specialized jobs in any one of the Scientific, Technical or Professional services who have acquired a Bachelor's Degree are kept in this group. These employees are considered as "Beginner Experts".

Group Eight:

The position in this group, include specialized and difficult supervisory jobs, in one of the scientific, technical or professional services. The educational qualifications required for this type of jobs necessitate possession of a degree equivalent to a bachelor's degree or higher degree with sufficient information and experience in the relevant field. Highly complex and technical jobs with responsibility are kept in this group. Those in charge of these jobs are considered as "Experienced Experts" in their own field.

Group Nine:

In this group highly specialized and complex jobs in one of the scientific, technical or professional services are kept, and persons in charge should
have sufficient experience and knowledge of taking
decision independently and of undertaking supervision
over a number of employees.

The educational qualification required is a
bachelor degree or higher. Those in charge of these
jobs are considered as "Senior Experts" in their own
field.

Group Ten:

This group consists of jobs with vast authority,
vocational experience, the right to take independent
decisions, authority to make judgement on different
matters etc. They include positions such as Heads
of the Departments, Managers or Supervisors of
specialized sections, Deputy Director-Generals in
different organizations or planning supervisors etc.
The educational qualifications required is a
bachelor's or higher degree with sufficient experi-
ence.

Group Eleven:

Holders of positions with vast Administrative
and Managerial authorities, and right to take
independent decisions and judgement, have been placed
in this group; the jobs such as Director-Generals and those in charge of the implementation of major programmes in Technical Services, which basically require initiative and decision making. The educational qualification required for these jobs is a bachelor's or higher degree and necessary and sufficient technical, scientific and practical experience.

**Group Twelve:**

This group includes positions above those included in groups ten and eleven. Those who have to supervise over vast administrative organizations, Departments and Agencies, those who have to make decisions and judgements and those in Technical Services who require extensive initiative and creativeness are included in this group. Experience in projecting and executing research and technical programmes in the field is also required. The educational qualification required for these positions is a bachelor's or higher degree plus superior knowledge in the field is necessary. 23

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It is interesting that the group one is the lowest in Iranian Civil Services classifications; whereas class One is considered to be the highest in Indian Civil Service Classification.

In India like England the jobs are grouped together into broad categories. In this method of classification "jobs are compared against each other in order to determine whether one involves the same level of duties, responsibilities and requirements as others in the services or a higher or lower level than they do. By comparing the jobs the rank, order of importance of each can be determined. 24

The services in India are classified in the following way:

(1) **All India Services**:

During the British Raj in India the Britishers introduced the All India Services. They are continued even now. The All India Services are bulwark of national integration as their members possess on all-India outlook and being recruited on an all-India basis attract
the best talents in the country so vital for the accomplishment of national task. 

All India Services are continued even after Independence because of the following reasons.

1. The All India Service promote the unity and solidarity of the country by combating parochial attitudes of the States. Because the officers of these services are generally posted in States other than their own, they are less susceptible to local and regional influence than officers within the State would be.

2. The officers of these services can be and are rotated between the central and the States thus facilitating liaison between the two.

3. These services are recruited from a wide field and enjoy high remuneration, status and prestige. They attract, therefore, a better type of candidates than state services are able to do.
(4) The members of the all-India Services hold the Key Posts in the States and they can give independent advice to the State Ministers which the officers of State Services would hesitate to do. 26

(ii) Central Services:

The Civil Services under the Central Government in India are known as "Central Services". The Central Services are divided into the following classes. 27

(1) Central Civil Services Class-I
(2) Central Civil Services Class-II
(3) Central Civil Services Class-III
(4) Central Civil Services Class-IV

The Central Services have for instance as many as 40 services in Class-I and 32 services in Class-II Central Civil Services.

There are other services like the Railway Services and State Services in different States of India. The States classification system is similar to the Central Services. 28
Classification in America:

In the United States the system of classification of duties is followed. Under this system "positions are classified according to their duties and responsibilities." The key concept in American classification system are "Position," "Grades" and the series. The position has been defined and consists of all jobs which are considered to be approximately equal in its duties, responsibilities and qualifications. The second important concept is the grade which is a part of the compensation rather than classification process. The grade includes all those positions, no matter what kind of work is done, which are to be compensated for within the same salary range.

In U.S.A. the federal service divides two major categories, identified as the General Schedule (GS) and the Crafts, Protective and Custodial Schedule (CPC). It established eighteen grades in the General Schedule (GS) including the Professional and Scientific, sub-Professional and Clerical Administrative and fiscal position, and ten grades in the Crafts, Protective and Custodial Schedule.
(CPC). It is to be mentioned that the Civil Service Reform Act of 1978 substituted a different system for the Senior Executive Service embracing a few upper grades.

The classification plan in Iran has been adopted after many years of study and research. It aims at a uniform and equitable pay for the employees for same kind of work anywhere in the Government Ministries or other agencies. All jobs in Ministries and Agencies are covered by the Employment Law and are classified on the basis of importance of duties, responsibilities and the qualification requirements relating to the knowledge and experience by the "SCAE" and each job is allocated to one of the groups in the salary table.

For this purpose each job is to be identified in its own series which are near to each other, while considering the type of job, profession, education and experience.

In each job series, Group One (1) represents the lowest position on that series. The employees
promotion is from lower to higher steps of the same group or to the higher group from a lower group if he is eligible for that group from educational and experience requirements or he should be able to pass the necessary examination for group promotion.

Another feature of Iranian classification plan, is to bring a uniformity in salary and pay of employees in different Ministries and Government Agencies. It has to be kept in mind, however, that the organisations which make and operate the classification system have to co-ordinate with 'SQAE' and the policies have to be consistent with the General Administrative Policy of the Government.

While considering the preparation of the classification plan it has been seen that each job series is composed of all jobs in that particular series from the simplest to the hardest. So, in each job series we do have different job groups in the classification system. In addition, there are various sections for each technical field. For example in the administrative section, it has established number of groups, on the basis of importance of duties, responsibilities, education
and experience. Due to over staffed Government institutions and lack of relationship between the existing jobs and the amount of services available in different organization this task has become further complicated and difficult.

Although position classification plan in Iran has been effectively executed but certain difficulties have arisen from time to time. Some of them are as follows:

(1) The position classification plan in Iran is a very detailed one for which it has a separate Position Classification Organization. It needed lot of time, energy, money and personnel for its detailed execution. It had to classify the employees firstly into temporary groups then shifted them to permanent groups, which totally over burdened the Position Classification Organization.

(2) The present classification system is relatively new in Iran. It tends to eliminate differences and implement the
rule of 'equal pay for equal work' among
the employment groups, and although it
has brought salary standardization which
ultimately proved to be very successful,
but it is to be noted that even now there
is no absolute uniformity in employee's
salaries in Iran.

(3) The other problem, in this matter is when
an employee gets through competitive
examination for public services and has
to undergo a probationary period which
may be from six months to two years, his
experience during this course of period
is not counted at the time of placement in
the permanent classification plan.

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(3) State Employment Law of Iran - Entesharateh Zarin, 1977, Article,25 (In Persian)

(4) Ibid., State Employment Law, Article, 24.

(5) Ibid., State Employment Law, Article, 8.

(6) Ibid., State Employment Law, Article, 30

(7) Ibid., State Employment Law, Article, 31

(8) Ibid., State Employment Law, Article, 33

(9) According to the amendment made on Article, 32 in the 19th March, 1975. The number of steps in the last Group have been redesigned as per Table No.3.1

(10) Ibid., State Employment Law, Based on Article, 34.

(11) Ibid., State Employment Law, Based on Article, 35


(13) Kamangar Fassoul: Civil Employment Law (Majmoeh Kavanian Estekhdami), Employment Law of 1922, Ferdowsi Company, Tehran, Iran, 1962, Article, 15, (In Persian)


(16) SOAE: Duties and Functions of the State Organisation for Administration and Employment Affairs, (Majmoeh Hadaf Vazaef-e-Sazemaneh Omur Edari Va Estekhdami Keshavar), Tehran, September, 1971, "SOAE" p.16 (In Persian)

(17) Ibid., pp.16-7.


(20) State Employment Law, op.cit., Article 133.


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(29) Negro Fliex A.: Public Personnel Administration, op.cit., p.84.
(30) Ibid., p.86.


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