JOB EVALUATION IN THE FOREST INDUSTRY IN BRITISH COLUMBIA

by

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ABSTRACT

Job evaluation is a technique which has proved useful in the forest industry in British Columbia. Its major benefit has been the provision of a responsible climate for collective bargaining. A secondary benefit has been the provision for a meaningful basis of measuring productivity.

The dissertation examines job evaluation in three areas. The first section studies some of the relevant theory of job evaluation as it applies to the forest industry in British Columbia. The evolution of Plywood Job Evaluation is followed by the recently introduced Southern Interior study. The concluding section ponders the future of job evaluation as it may apply to B.C. Coast Sawmills.

Certainly, job evaluation comes highly recommended by this writer as a possible means of solving several of the cantankerous problems which have plagued the forest industry in British Columbia.

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Dr. J.W.C. Tomlinson

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INTRODUCTION

This study examines the evolution of job evaluation in the forest industry of British Columbia. It is designed to be a working paper which considers three questions:

(1) "Is job evaluation worthwhile as a technique in union-management relations?"

(2) "How can job evaluation be conducted and implemented?"

(3) "Can job evaluation be extended to other sectors of the forest industry?"

The thesis is organized in three major sections which correspond to the framework outlined. The first looks primarily at the theory of job evaluation and how it has worked in the Plywood Industry. The second section involves a detailed study of the recently implemented Southern Interior Sawmill Evaluation Plan. The problems of extending job evaluation to other sectors of the economy, specifically sawmills on B.C.'s coast and the logging sector, are examined in the third and concluding section.

The time span involved covers the period 1955-'59, when the Plywood plan was drafted, 1967-'71, when the Southern Interior Sawmill plan was implemented, through to the future when, and if, the Coast Sawmill and Logging plans are finally installed.

CHAPTER I

JOB EVALUATION: DEFINITION, PURPOSES, HISTORY

Simply stated, job evaluation is a process for "determining the value of a job within a firm relative to all other jobs in that firm."[1] "Job Evaluation is the extension of job analysis to ascertain reliably the relative worth of jobs, to transform these appraisals into a structure of adequate rates, and to provide standard procedures for all additions to, and adjustments in, the rate structure."[2]

The original Job Evaluation Manual prepared by Stevenson & Kellogg, Ltd., for the plywood industry in September, 1955, stated "Job evaluation is a procedure for determining the value of an individual job in an organization in relation to the other jobs in the organization." That manual pointed out that while job evaluation forms an important step in the establishment of an orderly

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[1] J.D. Dunn and F.M. Rachel, Wage and Salary Administration, New York, Mc-Graw Hill Book Co., 1971, p. 167.

[2] C.W. Lytle, Job Evaluation Methods, New York, Ronald Press Co., 1954, p. 4.

system of classifying jobs and determining wage rates, it does not determine the absolute value of jobs in dollars and cents. Rather, job evaluation determines only relative values, and these need not be expressed in terms of money. Therefore, the plan of job evaluation outlined in that manual expressed relationships among jobs in terms of point values; the attachment of money values to the ratings developed by job evaluation was a separate process designed to follow agreement upon the relationships. Among other advantages, the use of point values enabled those concerned in job evaluation to concentrate their attention upon the important issue of relative values of jobs without thinking specifically in terms of money. This system has been extended from plywood to the Southern Interior sawmills, and to the proposed Coast sawmill and logging plans.[3]

The decision to measure and rate jobs should only be made with the intent to accomplish certain objectives and purposes important to management, the union, and the workers. Although there are many by-products of job evaluation, the purpose of introducing job evaluation in our forest industry was to work toward a solution of the many wage and salary administrative problems which confronted the industry in the late 1950's.

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[3] Stevenson & Kellogg, Ltd., (Consultant Engineers), Plywood Job Evaluation Manual, Vancouver, 1955, p. 1.

The following constitute the primary purposes of job evaluation within B.C.'s forest industry:[4]

(1) Establishment of a general wage level for a given plant which will have parity, or an otherwise desired relativity, with those of neighbouring plants, hence with the average level of the locality (monetary considerations).

(2) Establishment of correct differentials for all jobs within the given plant. Employees will value, rank, and classify jobs regardless of management action. A job evaluation program establishes definite groupings of, and relationships between jobs (non-economic considerations).

(3) Provision of a systematic process by which new jobs can be introduced into the job structure with a minimum of disturbance. Growth and expansion of firms create the continued need for job design and redesign, and ultimately job evaluation and re-evaluation.

(4) Provision of a process which is capable of being understood and discussed throughout the firm. Differences of opinion regarding wage rates and values of jobs are inevitable. It is only logical, then, that as long as these differences occur, reasonable solutions are possible only if there is a procedure or process to serve as the basis of disagreement.

Properly conceived and administered, job evaluation programs make several distinct and useful secondary contributions:

(1) Selection of employees.
(2) Promotion and transfer of employees.
(3) Training of new workers.

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[4] J.L. Otis and R.H. Leukart, Job Evaluation, New York, Prentice-Hall, Inc., 1954, p. 12.

(4) Assignment of tasks to new jobs.
(5) Accident prevention.
(6) Improving working conditions.
(7) Administrative organization.
(8) Work Simplification.
(9) Periodic analysis of wage rates, job functions, etc.
(10) Facilitate collective bargaining.
(11) Provision of a basis to handle technological change.

Collectively, job evaluation facilitates the making of safe plans for rearrangement and replacement of large numbers of workers. Without it, decisions are often influenced by various factors; favouritism of a superior, lack of a specific promotion and placement policy, poor estimation regarding the ratio of supply to demand, previously established precedents, etc. Job evaluation can do much to eliminate such imprecise and subjective influences, and was in fact developed to counteract these influences.[5]

Job Evaluation has been practised in one form or another for over a century. For instance, as early as 1871, the U.S. Civil Commission developed Pay Differentials based on job classification. Both the City of Chicago and Commonwealth Edison began instituting job categories in 1909. In 1928, the Philadelphia Rapid Transit Co. adopted the Benge Plan which consisted of 5 Job Factors. However, it was clearly the disruptive influence of the Great Depression

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[5]Lytle, Job Evaluation Methods, p. 10.

which exposed the need for job evaluation, plunging management into the wage administration movement during the latter half of the prolonged depression, 1935-1940. The forerunner of the existing forestry plans was developed in 1935 by Western Electric Co. which adopted the Kress Plan, consisting of 11 factors. This eventually became the official plan of the International Association of Machinists from which the plywood plan was derived in 1955.[6]

Closer to home, Crown Zellerbach at Camass, Washington, as early as 1936, developed tables, by job grade, to overcome problems in setting equitable rates of pay. Since then, many other U.S.-based companies and industries have developed and adopted job evaluation programs. To name but a few, General Electric, Proctor & Gamble, the Steel Industry, Aircraft, Glass, Rubber, and Auto Industry have all employed successful job classification systems. Locally, the B.C. Forest Service, Dominion Bridge, British Ropes, American Can, and Alcan employ job analysis in establishing pay differentials.

The Pulp and Paper industry in this province too have had job evaluation since 1964. This plan is not examined because it is of a different nature from the other

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[6]Frank Paul, "Seminar on Plywood Evaluation", (Speech given April 29, 1970, Villa Motor Inn, Burnaby, B.C.)

forest industry plans to be considered here. Secondly, in the estimation of the writer, the plan is not worthy of consideration as it suffers from several serious technical deficiencies. Third, the purpose of this analysis is to remain within certain limits so as to prevent the study from becoming too broad and unwieldly.

CHAPTER II

METHODS OF JOB EVALUATION

All methods of job evaluation are variations of one of four basic types: (1) Job Ranking, (2) Job Classification, (3) Factor Comparison, and (4) Point Rating. Regardless of the method, the success of any job evaluation program is dependent upon full understanding of the particular system being used and achieving of consistency in its application. Management must decide what elements or characteristics of various jobs will be the basis for evaluation. That is to say the firm must establish exactly what it is willing to pay the employees. Therefore, selection of "compensable" factors is one of the most important steps in compensation practice and in the process of job evaluation. Requirements for selected compensable factors include:

(1) Consistency and uniformity.
(2) Objectivity.
(3) Broad and general enough to be present and identifiable to varying degrees in all jobs.
(4) Determination of the relative importance of each of four standard factors: skill, effort, responsibility, working conditions.
(5) Deliberate and careful weighting of factors depending on importance assigned.
(6) A built-in system for periodic reevaluation.

Each of the four basic methods of job evaluation utilizes the concept of compensable factors.

The method of job evaluation adopted by the B.C. forest industry is known as a "point system" or as "point rating". In brief, it consists of analyzing the job, appraising or evaluating separately the factors, (such as education, experience, and working conditions) which have been selected as important in the work of jobs under review, and combining the separate evaluations into a single point score for each job. In applying this method, it is presumed that there are certain elements or job factors that exist in varying degrees as requirements of all jobs. To cite an obvious example, all jobs require some physical effort; it is apparent, however that some jobs require considerably more physical effort than others.[7]

The point rating method of job evaluation remains the most widely used. In a rather dated study, Smyth found that 81 percent of 112 job evaluation plans were point rating plans and that 13 percent were factor comparison plans:[8]

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[7]Stevenson & Kellogg, Plywood Manual, p. 2.

[8]R. C. Smyth, "Job Evaluation Plans", Factory Management and Maintenance, Vol. 110, No. 1, pp. 118-121, January, 1952.

Job Evaluation Plans In Industry

Type of Plan	Number of Organizations
(1) Ranking	3
(2) Grade or Classification	55
(3) Point	123
(4) Factor Comparison	75
(5) Combination	66
Total	322

There is little evidence that the popularity of the point plan has diminished. The widespread use of point rating, as well as of factor comparison, seems to be justified by the alleged objectivity achieved by these methods, although the two are basically different. The advantages and limitations of each of the four basic types of job evaluation plans have been summarized neatly by Dunn and Rachel:[9]

(1) Ranking Method

This method involves compiling a list of jobs into a rank order from high to low. The ranking method is particularly suited for small firms; for firms where jobs are easily separated into categories such as "office", "factory", and "professional"; and when the number of jobs to be evaluated is not too large.

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[9]Dunn and Rachel, Wage Administration, pp. 172-183.

Advantages:[10]

(a) Simplest of all procedures and requires little time or paper work; the direct cost of the application is negligible.

(b) Eliminates personalities and is thus superior to old-fashioned rate setting.

(c) If checked with outside standard job descriptions, it gives practical but rough job classification.

(d) Although crude, it is practical enough to avoid any hypocrisy of seeming to be scientific.

(e) Acceptable to unions because it leaves more room for bargaining.

Disadvantages:

(a) No one committee member is likely to be familiar with all jobs.

(b) Appraising each job as a whole does not facilitate analysis and cannot be expected to give accurate measures of worth.

(c) Ranking is likely to be influenced by the magnitude of existing rates or other apparent "halo effects".

(d) Equal differentials are sometimes assumed between adjacent ranks, and such assumptions are frequently incorrect.

(e) Very liberal range limits must be provided to correct bad guesses.

The ranking method of job evaluation was rejected by the forest industry because it could not comprehensively encompass the vast size of the industry in B.C., particularly

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[10]Lytle, Job Evaluation Methods, pp. 37-38.

the large employers like Crown Zellerbach, Northwood, etc. Since the ranking method is rather general in application, the exact procedure varies considerably, depending upon experience, training and other circumstances surrounding its use.[11] The industry felt that such a wide variance could not be tolerated if such a system was effected.

(2) Job Classification Method

The job classification method is an improvement on the simple ranking method although the procedure is essentially the same. The difference involves the assignment of jobs into classes or groups without concern for the definite ordering of jobs within those groups. Groups are of course ranked, however.

Advantages:[12]

(a) The classification method has a distinct advantage as long as the formal classifications agree with employees' informal classifications.

(b) Grade groupings of jobs are created automatically with the evaluation system. This promotes and eases acceptance by employees and illustrates clearly the progression and promotional sequence within the firm.

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[11] Dunn and Rachel, Wage Administration, pp. 172-183.

[12] Ibid.

Disadvantages:

(a) The most serious limitation is the difficulty and time involved in writing group and class descriptions which serve to indicate to management which compensable factors should be rewarded.

(b) Difficulties are encountered in pricing the job structure, as balancing of compensable factors to determine relatively equal jobs often causes misunderstanding with employees and labour leaders.

For these reasons, the forest industry rejected the job classification system. Specifically, the experience in plywood evaluation has been that the evaluators could not keep up in writing descriptions and were some one hundred new descriptions behind in 1972. If they had used a job classification system, it is likely they would be even further behind because descriptions are generally more comprehensive (see Plywood Job Description Form).

(3) Factor Comparison Method

The factor comparison method is superior to other systems in two ways: (1) Evaluation can be carried out directly in dollars and cents, and (2) Jobs are evaluated by direct comparison with key jobs and other previously evaluated jobs. In some instances (plywood evaluation), evaluation in dollars and cents may be a disadvantage.

Advantages:[13]

(a) Factor-comparison plans are tailor-made for a particular organization and use key jobs and wage rates from the organization itself.

(b) Factor comparison dictates that jobs be evaluated by direct comparison with other jobs.

(c) Once the method is established, it is relatively simple and easy to use; it is a method with which all concerned are likely to feel comfortable.

(d) The evaluation scale need not be converted from abstract point values into monetary units.

Disadvantages:

(a) It is assumed that the key jobs used are free from wage inequities. If rate inequities do exist, the entire job evaluation and subsequent wage rates will be skewed. The problem may be circumvented if less obvious key jobs where equity can be established can be found.

(b) Initial construction is complex and difficult to explain throughout the organization.

(c) Considerable clerical detail work is necessary to administer the plan.

The forest industry raised several objections to this type of plan: (1) Direct monetary values were not desired by either union or management so that some flexibility in bargaining could be retained; (2) The geographical area is large and the industry is diverse between areas creating inequities among key jobs in different sectors--flexibility was desired to handle individual situations; (3) administration

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[13] Ibid.

costs were too high to be acceptable to management--management was not willing to "foot the bill" for the extra administration required in such a plan.

(4) Point Method

As explained, the point method consists of evaluating a job on the basis of point values with respect to previously selected compensable factors to arrive at its total point value.

Advantages:[14]

(a) The point rating plan is widely used, permitting comparisons with other industries and firms.

(b) It is the simplest of the quantitative methods of job evaluation.

(c) Point values are easily converted to job and wage classes with a minimum of confusion and distortion.

(d) Point rating plans are generally stable--applicable to a wide range of jobs over an extended period of time. Consistency and uniformity follow.

(e) Point rating tends to be more objective than other comparative methods, providing a definitive approach requiring several separate and distinct judgment decisions. Thus, though errors tend to cancel one another, there are distinct dangers of cumulative rather than random errors occurring.

Disadvantages: (Mostly theoretical in nature)

(a) The point method assumes that all jobs are equally involved in the same relationship because a fixed number of compensable factors is selected and a degree scale with fixed points is assigned. Therefore, evaluation depends on how well factors and weights have been laid out.

(b) Because fixed factors and degree values are used, evaluation of a job may be based on a preconceived fixed standard with limited comparison among jobs.

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[14] Ibid.

Again, the success with which factors and weights have been assigned will be a determining factor.

(c) Employees may have difficulty understanding detailed procedures if trouble is not taken to explain and interpret wage revision. However, experience has determined that where wage increases are forthcoming, employees are able to exercise a remarkable degree of concentration.

The point rating system was selected by management and union for all job evaluation plans in B.C.'s forest industry. The major reason being that it was adaptable to a huge industry where job content among firms is essentially the same, hence "benchmark" jobs could be chosen as a basis for fixed standardization. Secondly, a quantitative rather than qualitative system was desired and point rating is the simplest quantitative analysis. The attractiveness of abstract point values which could be easily converted to dollars and cents, rather than straight monetary units, helped to clinch the election of point rating over factor comparison.

Closer examination of the point rating system is deferred to the sections of the study which are directly concerned with the different factors.

CHAPTER III

PLYWOOD EVALUATION: HISTORY

The plywood program became a necessity in 1955, when during contract negotiations, the union proposed revisions to 60 plywood job-rate categories ranging from 1½¢ to 25¢; this made an orderly settlement on the old basis of negotiations impossible. Therefore, it was bilaterally decided to adopt job evaluation. Stevenson & Kellogg, Engineering Management Consultants, were retained to develop a suitable plan, and to test and recommend the selection of two job evaluators, one from Forest Industrial Relations (F.I.R.) and one from the International Woodworkers of America (I.W.A.). The program constructed was a variation of the Machinists plan, and many of the bench mark jobs established still exist today. Although it was originally intended that the program would be operational in 6 months, in fact it took from 1955 through 1958 to study jobs, prepare descriptions and specifications, and to rate jobs accordingly. It also took 1½ years to negotiate the wage curve plus several weeks to write pertinent clauses into the contract. After a 70 day strike in the summer of 1959, a mutually acceptable formula, which provided a 4 cent increments between 10 point grades was finally established.

Grade 1 jobs included all jobs with a point total of 81 or less; these jobs received the base rate (presently $4.08½ per hour). Those ranging from 82-91 points are Grade 2 jobs, receiving 4¢ above base rate. The highest grade attainable at that time was Grade 21, jobs with a point total of 272-281. Recently, the addition of 4 grades has brought total points attainable up to 321.[15] Essentially, this was just a way of paying higher rates throughout the scheme without necessitating wholesale revision and re-negotiation in detail.

The plywood plan pioneered evaluation in Canada as it was the first Canadian industry to adopt evaluation as a unit, consisting, at that time, of 8 companies, 11 plants (Coast) and 6000 employees. This unit has now increased to 15 plants under joint evaluation on the Coast, with an additional 7 plants in the Interior, 1 in Alberta, and about 3-5 more to come in the near future. There are, at present, 2 plants on the Coast not operating under evaluation as both are Co-op enterprises. Undoubtedly, job evaluation would still be valid regardless of ownership. However, the cost of acquiring such a program by a non-association (F.I.R.) member would likely prove prohibitive.

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[15]Frank Paul, "Seminar on Plywood Evaluation", (Speech given April 29, 1970, Villa Motor Inn, Burnaby, B.C.).

Between September, 1959, and March, 1963, the plan ran relatively smoothly, with constant reevaluation of jobs. In April, 1963, a Memorandum of Agreement was signed, providing for an increase of an additional 1¢ in the wage increments between successive grades, from and including Grade 7 and up to accelerate the wage curve. As a result there remains to this day a 4¢ difference between individual grades from Grade 1 to 6 inclusive, and a 5¢ increment between individual grades from Grade 7 to Grade 25 (see Table 1).

During 1965 and early 1966, pressure was brought to bear by both management and the union to remedy problems with "spreader" crews who were becoming increasingly difficult to retain. As a result, a major revision to the Manual was undertaken in 1966 upon the recommendation of Mr. Justice N.T. Nemetz. At that time, points were taken from the factors Education and Experience and added to the factor Responsibility for Material, Equipment, and Product, thereby increasing its points by 60% and reducing the other two by 30% respectively. This zero-sum approach was chosen to allow re-weighing of specific factors while keeping the remainder of the scheme in the same relative balance. Also, an eleventh factor, Manual Dexterity was introduced to the Manual to primarily adjust wages of employees in the Spreader and Hot Press areas. As a direct result of these revisions,

EXHIBIT 1

PLYWOOD INDUSTRY JOB EVALUATION PROGRAM

POINT - GRADE - RATE - CHART

POINTS	GRADE	RATE
0 - 81	1	base rate
82 - 91	2	base rate plus 4¢
92 - 101	3	base rate plus 8¢
102 - 111	4	base rate plus 12¢
112 - 121	5	base rate plus 16¢
122 - 131	6	base rate plus 20¢
132 - 141	7	base rate plus 25¢
142 - 151	8	base rate plus 30¢
152 - 161	9	base rate plus 35¢
162 - 171	10	base rate plus 40¢
172 - 181	11	base rate plus 45¢
182 - 191	12	base rate plus 50¢
192 - 201	13	base rate plus 55¢
202 - 211	14	base rate plus 60¢
212 - 221	15	base rate plus 65¢
222 - 231	16	base rate plus 70¢
232 - 241	17	base rate plus 75¢
242 - 251	18	base rate plus 80¢
252 - 261	19	base rate plus 85¢
262 - 271	20	base rate plus 90¢
272 - 281	21	base rate plus 95¢
282 - 291	22	base rate plus $1.00
292 - 301	23	base rate plus $1.05
302 - 311	24	base rate plus $1.10
312 - 321	25	base rate plus $1.15

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over 40% of the workers in the Plywood Industry received wage increases in addition to those granted across the board.

Concurrently, another contentious issue had arisen, that of Supervision; the union felt that the interpretation and application of the evaluation formula did not compensate properly for supervisory responsibilities. Accordingly, in discussions with F.I.R. and the I.W.A. it was decided in the summer of 1968 to make clerical adjustments to specific cateogires. During the early part of 1969, a Special Study was carried out in most plants to remedy discrepancies among grades between plants concerning the positions of Core Feeders and/or Sheet Turners and/or Dryer Feeders.

At this time, a wholesale examination of the purposes of the plywood job evaluation program was instituted to determine where and why problems were increasing; basically this aimed:

(a) to determine equitable wage rates, based on job content,

(b) to establish correct differentials for all jobs within a basic job function,

(c) To properly relate new jobs with those all ready established,

(d) to set suitable rates on jobs that have significant changes in job requirements.

Accordingly, Hugh Wilkinson, P. Eng., was appointed by Justice N.T. Nemetz on November 30th, 1970, to assist the

parties in a study of the plywood evaluation program. On January 19th, 1971, Wilkinson met with representatives of the parties with the purpose of clarifying the terms of reference of the study. At that meeting Mr. John Moore, President of I.W.A. Regional Council No. 1, and Mr. John Billings, President F.I.R., acting for the parties, agreed on the following terms of reference.[17]

(1) The study is to be concerned with three aspects of job evaluation practices:

   i) The criteria and procedures by which jobs are assigned point values;

   ii) The policies for relating point values to wage rates;

   iii) The way the plan is administered, particularly with regard to the processing of new jobs and applications for a change in point value.

(2) The methods of investigation are to be chosen and applied as I (Wilkinson) see fit.

(3) The report will recommend such changes in the Job Evaluation Plan and its administration which appear to be in the interests of equity and good Labour-Management relationships.

(4) The deadline for completion and implementation, specified in Article VII of the Master Agreement (1970) as April 1st, 1971, is waived.

The terms of reference which Wilkinson laid out represented a significant departure from the existing manner in which the plywood plan was being administered. With the

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[17] H.C. Wilkinson, "Plywood Job Evaluation", A Report Prepared for the I.W.A. and F.I.R., August 1, 1971, pp. 1-2.

help of the two technical representatives of the parties, Lorne Fingarson for the Union and Keith Bennett for the Employers, information was gathered. Visits to seven plywood mills and numerous submissions from individuals and small groups supplemented Wilkinson's knowledge.

Wilkinson predicated his recommendations on the theory that three basic problems were at the root of unrest:[18]

(1) The long delay between submission of a request for evaluation or reevaluation and the final award of the Plywood Evaluation Committee;--sometimes over a year.

(2) The remoteness and inaccessability of the processes of job evaluation to many employees.

(3) The practice of giving no reasons for the rulings on requests for evaluation.

As a solution to the problem of "timeliness", Wilkinson vested more responsibility for the evaluation or reevaluation process in the Plant Review Committees. In this way, the overall Plywood Evaluation Committee would be relieved of a great deal of work but, at the same time, provide insurance that the most time-consuming part of the process (i.e., development of approved job description to support each application for reevaluation) would receive immediate attention at the Plant level. In his report which specified 14 recommendations, Wilkinson cautioned, "There seem to me to be two basic principles which must be satisfied

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[18] Ibid., p. 7.

by any joint committee charged with an important, fact-finding job."[19] He continued to describe these principles as, (1) the two parties to be equally represented with respect to technical competence, continuity of experience with the business of the committee, and the ability to articulate ideas and persuade others. Exact equality will never exist, but the inequality should not be continuous and one-sided; (2) the objective basis underlying Job Evaluation procedures must not be destroyed. The great strength of the process is that, properly done, it reduces the effects of political expedience and strategic weakness as factors determining the relative wages for different jobs.[20]

A detailed summary of the fourteen recommendations submitted by Wilkinson may be found in Appendix I. At this point, the writer chooses to reserve judgement on the effectiveness of Wilkinson's recommendations and indeed, the success of plywood job evaluation to date.

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[19] Ibid., p. 9.

[20] Ibid., pp. 9-10.

CHAPTER IV

PLYWOOD EVALUATION: JOB FACTORS

The job factors to be used in a particular evaluation study are selected in terms of the general characteristics of the range of jobs to be evaluated. A set of factors suitable for evaluation of plywood plant jobs might not prove as satisfactory in the evaluation of clerical jobs, while adequate evaluation of technical and professional positions might require consideration of factors not important in either of the other groups.

The factors selected for the plywood study now number eleven and fall into four major groupings.[21]

A. Knowledge and Skill factors which indicate a requirement for specific knowledge and skill on the part of the individual who fills the job.

   (1) Education (the exact levels are not specified because it was felt that the percentage weightings decided upon, to be discussed later, eliminated the common error of weighting general educational level higher than specific technical qualifications).

   (2) Experience.

   (3) Complexity of Duties.

   (4) Manual Dexterity.

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[21] Stevenson & Kellogg, Ltd. (Consultant Engineers), Plywood Job Evaluation Manual, Vancouver, 1955, pp. 2-3.

B. Effort factors which take into account the demands of the job in physical exertion and mental and visual application.

(5) Physical Demand.

(6) Mental and Visual Demand (these could have been separated perhaps).

C. Responsibilities. The factors in this group appraise the responsibilities which are inherent in the performance of the job.

(7) Responsibilities for Supervision.

(8) Responsibility for the Safety of Others.

(9) Responsibility for Materials, Equipment, and Products.

D. Job Conditions. These factors appraise the conditions of the job from the worker's point of view. The analysis is in terms of the disagreeable aspects of the job.

(10) Hazards.

(11) Working Conditions.

In Appendix II, each factor is described and its application by factor degrees is defined. The degrees of each factor being the specific requirements that are used to determine how much one job differs from another within that particular factor. Evaluation of job proceeds by comparing the job requirements or specifications with the degree descriptions for each factor in order and assigning to the job a degree or level in each factor. Predetermined point values are provided for each degree, and the total point value of the job is obtained by totalling the point values for all factors.[22] (See Table 2).

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[22] Ibid., p. 3.

FACTOR AND POINT VALUES

1966

FACTOR	DEGREES AND POINT VALUES								
	1	2	3	4	5	6	7	8	9
A. KNOWLEDGE AND SKILL									
1. Education	4	7	14	25	35	50			
2. Experience	5	9	18	27	36	50	63	77	90
3. Complexity of Duties	5	15	25	40	60	80			
4. Manual Dexterity	0	5	12	20					
B. EFFORT									
5. Physical Demand	7	12	17	24	32	40			
6. Mental & Visual Demand	5	10	17	25	35				
C. RESPONSIBILITIES									
7. Responsibility for Supervision	0	10	20	35	50				
8. Responsibility for the Safety of Others	5	10	15	20	25				
9. Responsibility for Materials, Equipment, and Product	5	15	32	56	80				
D. JOB CONDITIONS									
10. Hazards	0	5	10	15	20				
11. Working Conditions	5	10	17	23	30				

Source: Plywood Job Evaluation Manual, 1971.

FACTOR AND POINT VALUES

1971

FACTOR	DEGREES AND POINT VALUES										
	1	1½	2	2½	3	3½	4	4½	5	5½	6
A. KNOWLEDGE AND SKILL											
1. Education	0	4	8	12	16	21	25	-		-	-
2. Experience	5	7	9	14	18	23	27	32	36	43	50
3. Judgment and Initiative	5	10	15	20	25	33	40	50	60	70	80
4. Manual Dexterity	0	3	5	9	12	16	20	-	-	-	-
B. EFFORT											
5. Physical Demand	7	10	12	15	17	21	24	28	32	36	40
6. Mental & Visual Demand	5	8	10	14	17	25	32	41	49	60	70
C. RESPONSIBILITIES											
7. Responsibility for Supervision	0	5	10	15	20	28	35	43	50	-	-
8. Res. for the Safety of Others	5	8	10	13	15	18	20	23	25	-	-
9. Process Responsibility	5	13	20	30	40	53	65	83	100	-	-
D. JOB CONDITIONS											
10. Hazards	0	3	5	8	10	13	15	18	20	-	-
11. Working Conditions	5	8	10	14	17	20	23	27	30	-	-

Source: Ellwood Job Evaluation Manual, 1971.

The point values assigned to each of the eleven factors are not the same, since the job requirements are not of equal importance in the overall worth of the job. The relative weighting is approximately as follows:

	1966	1971
Knowledge and Skill	46%	34.3%
Effort	14%	21.6%
Responsibilities	30%	34.3%
Job Conditions	10%	9.8%
	100%	100 %

Effort (physical) was weighted relatively low, 14 per cent, in 1959 and 1966 at management's insistence. This was a direct result of the companies' belief that technology was continuing to remove physical effort. Re-weighting to 21.6% was recommended by Wilkinson in 1971, at the I.W.A.'s insistence, as compensation was not forth-coming in other areas, i.e. incentive schemes, etc., to account for the low weighting initially assigned to effort.

Once the jobs to be evaluated have been rated and total point values obtained, the next step is to classify each job on the basis of its total points into a job or wage group together with other jobs with approximately the same total point values. This procedure is followed since the use of point scores directly is cumbersome in administra-

tion as well as unwieldly for purposes of overall review and comparison of job ratings. Moreover, as noted previously, the technique of job evaluation is not sufficiently precise to draw such fine distinctions as would be implied if each successive increase of one point in total point value bore a proportionate increase in wage.[23]

In job evaluation, the importance of an objective attitude among raters, supervisors, and others who participate by approval of preliminary or final ratings cannot be over-emphasized. The capabilities and aptitudes of the particular worker in a job should not be described or rated since he may have shortcomings in his performance of the job or may possess skills or other capabilities which exceed the requirements of the job. Job evaluation can be successful only if consideration and appraisal by factors and degrees is applied against the actual demands required for an adequate performance of the work.[24] In essence then, rating the job and not the man, is the criterion for success. Precautions must be taken to avoid the dangers of misplaced reference based upon actual workers doing the job at the time it is rated.

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[23] Ibid., p. 3.

[24] Ibid., p. 4.

CHAPTER V

THE WAGE CURVE

Pricing the job structure within an industry incorporates all the activities such as factors, degrees, etc. previously discussed, plus some relationship to the existing pricing structure. To attain the objectivity striven for during the evaluation process, considerable effort must be spent to avoid improper pricing of jobs and incorrect job grouping. In actual practice data gleaned from wage surveys and the evaluation process are most relevant in adjusting the industry's final wage rates, determined largely by the interaction of job classes and money rates.[25] Therefore, job pricing can be considered as consisting of two separate operations: (1) determining job classes and respective wage rates, and (2) adjusting the wage rates to meet established company policies, industry trends, unusual supply and demand situations, and other significant criteria which might influence the final wage structure. The purpose of the whole exercise,

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[25]J.D. Dunn and F.M. Rachel, Wage and Salary Administration, New York, Mc-Graw-Hill Book Co., 1971, p. 218.

PLYWOOD INDUSTRY JOB EVALUATION PROGRAM

POINT - GRADE - RATE - CHART

POINTS	GRADE	RATE
0 - 81	1	base rate
82 - 91	2	base rate plus 4¢
92 - 101	3	base rate plus 8¢
102 - 111	4	base rate plus 12¢
112 - 121	5	base rate plus 16¢
122 - 131	6	base rate plus 20¢
132 - 141	7	base rate plus 25¢
142 - 151	8	base rate plus 30¢
152 - 161	9	base rate plus 35¢
162 - 171	10	base rate plus 40¢
172 - 181	11	base rate plus 45¢
182 - 191	12	base rate plus 50¢
192 - 201	13	base rate plus 55¢
202 - 211	14	base rate plus 60¢
212 - 221	15	base rate plus 65¢
222 - 231	16	base rate plus 70¢
232 - 241	17	base rate plus 75¢
242 - 251	18	base rate plus 80¢
252 - 261	19	base rate plus 85¢
262 - 271	20	base rate plus 90¢
272 - 281	21	base rate plus 95¢
282 - 291	22	base rate plus $1.00
292 - 301	23	base rate plus $1.05
302 - 311	24	base rate plus $1.10
312 - 321	25	base rate plus $1.15

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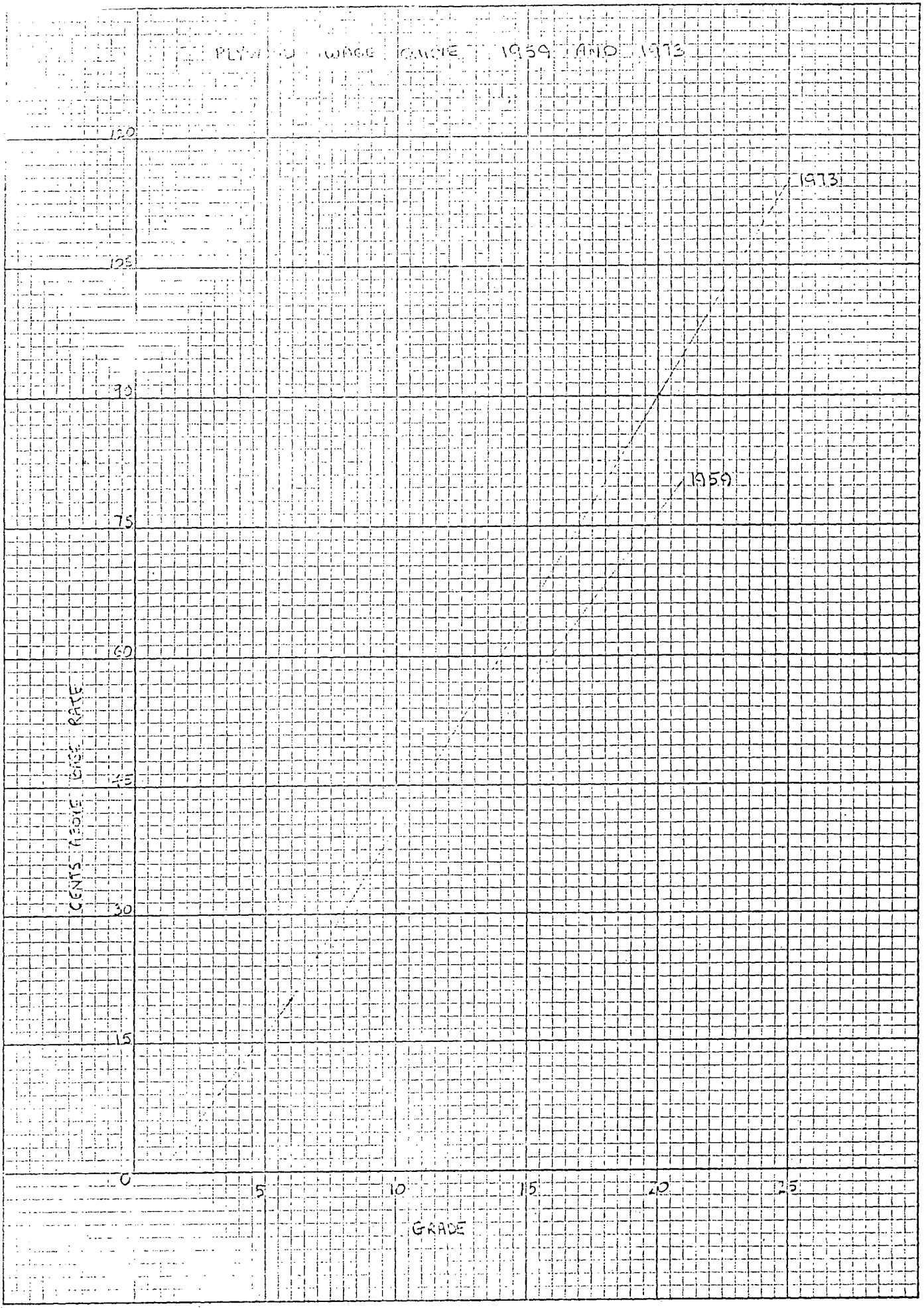
PLYWOOD WAGE CHANGE 1959 AND 1973
120
105
90
75
60
45
30
15
0
CENTS ABOVE BASE RATE
1973
1959
5
10
15
20
25
GRADE

however, is to try and assess these components of final rates separately so that decisions are related, as far as possible, specifically to different, separate issues: (1) job requirements, (2) differentials in rates, and (3) comparative "pick-up" rates. This emphasis on separation of operations cannot be overemphasized.

The enclosed graph and table represent a system of job classes which exist in B.C.'s plywood industry today. Job classes have been defined as:

> ". . . a convenient grouping together of jobs of nearly the same difficulty and assigning one salary, or a range of salaries, to all jobs in that particular salary grade. The jobs in a particular salary group may be quite varied in nature. The only thing they must have in common is that they be considered as being all about equal in salary value."[26]

Arguments in favour of job classes centre on the following issues:[27]

(1) Job classes represent an efficient system resulting from careful management planning. Job groups can therefore be discussed and modified on a sound basis with wage survey and evaluation data.

(2) Administrative and clerical costs are reduced with respect to minimum and maximum wage rates due to job grouping.

(3) Small rate differentials between jobs are eliminated.

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[26] Ibid., p. 219.

[27] Ibid.

(4) Since employees tend to group jobs requiring similar skills and responsibilities by comparing output, skill, and other factors inherent in jobs, job grouping can serve to lessen resistance on the part of the employees to a consolidated wage and salary program.

(5) Job grouping tends to reduce the numerous errors and inconsistencies which are bound to occur in the implementation of a job evaluation program.

Unfortunately, there are problems and disadvantages associated with wage and salary plans built around the use of job classes:[28]

(1) Often, it is difficult to explain to the employees' satisfaction, a grouping of dissimilar jobs that are paid approximately the same. The fact that definite point values are used to justify job classes does not promote acceptance of job classes on the part of employees. The whole problem of employee education concerning job evaluation centres around being able to convince individuals that they, personally, will gain not only by a wage increase but also in job security.

(2) Labour may oppose job classes in favour of individual job rates. The advantage to labour, in theory, is that each job is evaluated on its merits, and is not grouped with other jobs for salary purposes, for stratification purposes, or for manipulation by management. If evaluation is not consistently based on the merits of individual jobs, then the action is likely to cause trouble if not now, then later.

(3) Job classes may, in some circumstances, tend to restrict or limit management in its thinking about, and approach to, incentive compensation matters. In order for compensation to motivate, management may want to reward employees for productivity, loyalty, responsibility, etc., on an individual basis.

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[28] Ibid., p. 220.

> However, this need not be illogical as far as job evaluation is concerned as long as individual performance can be separately rewarded through incentive schemes and the like which can act as a supplement to job evaluation in wage and salary administration.

There are no definite guides or standards to follow in determining the appropriate number of job classes for efficient operations. The best alternative to date has been to structure job classes on the basis of a thorough consideration of the policies of management, together with the natural groupings of jobs, and industry practices. With these variables in mind, the first step is to plot evaluation results and the present wage rate (see graph) of each job on a graph of weighted average wage rates and job point values, with a regression line serving to establish the mean of all job rates as they have presently been evaluated within individual firms. Two operations are then required to finalize the wage structure.[29]

(1) The wage survey data must be compared with the firm's wage rate structure, and any preliminary adjustments or changes made as necessary.

(2) The job class structure must then be fitted to the firm's wage rate structure, and any discrepancies in individual job rates must be resolved before industry rates can be established.

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[29] Ibid., p. 228.

Discrepancies in individual job rates are commonly referred to as "red circle rates", i.e., the jobs have wage rates outside the established job class structure. Where the red-circle rate is below the established job class structure, a common industry practice is simply to increase the pay of the red-circle job to the minimum rate as justified by the job class, as determined by the job evaluation process. While the employee suffers no salary loss, the potential for that job is reduced, and the relative value of the job to all other jobs in the firm has been altered. Where the red-circle rate is above the job class structure, adjustment and implications are more complex. The usual policy and practice is to guarantee that no job will be reduced in pay as the result of job evaluation and wage survey. This policy is a prerequisite if job evaluation is to win employee cooperation and acceptance. Management can avoid reducing wages and at the same time is not faced with an increase in the existing wage bill to the firm. In the plywood sector, red circles above job class structure were much more prevalent than red circles below, perhaps indicating a feature of supply shortage in these jobs in the past (10-12% estimated). However, provision is made that no individual shall receive a lesser rate as a result of evaluation.

In a sense then, to incorporate as many of these discrepancies as possible, plywood evaluation resulted in

a "bastardized"[30] wage curve (4¢ increments on 18 grades--not calculated on a percentage basis). Although it was a bilateral decision to implement job evaluation in the plywood sector, it took from 1955 to 1958 to hammer out the details, and until 1959 to actually get the program mobile. The present relationship is explicitly defined in Section 2 of Article VII of the Master Agreement.[31] The differentials between successive point groups are all four cents from groups one to six and five cents from groups six on up to the highest (see point-grade-rate chart). Group one is pinned to the minimum rate for common labour as provided in Article IX, Section 1 (currently $4.085 per hour). From the original plan in 1959, to the Nemetz revision in 1966, the plywood evaluation wage curve appeared to work very well. However, in the late 1960's, partially as a result of an economic recession, the I.W.A. called for revision of the plan in response to the union membership's expressed aim--a higher standard of living. Justice Nemetz, in 1970, referred the problem to Professor Wilkinson who wrote:

> "The kind of question to which the parties wish to have an answer is:--Should differentials between groups be uniform or relatively uniform as at present, or should they be percentages of the lower rate in each pair?

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[30]Lorne, Fingarsen, Interview with the writer, Nov. 18, 1972.

[31]F.I.R. and the I.W.A., Master Agreement 1970-71 - Forest Products Industries Coast Regiona British Columbia, June 15, 1970.

> Another similar question would be: When wage increases are neogtiated, should they provide the same additional amount of money for all groups or should they be percentages of the present rate?"[32]

Wilkinson worked on the problem for one year because he thought the questions raised were "too complex and too much involved with relatively intangible values to be settled within the time limits imposed on these hearings."[33]

Wilkinson concluded that,

> "For quite a long time the parties have negotiated across-the-board, equal money increases rather than percentage increases. This has occurred not just in the plywood industry but in logging and sawmilling as well. The inevitable result has been to reduce the money value of high-level jobs relative to that of low-level jobs."[34]

He continued,

> "I do not find that, on the whole, the higher grade jobs in the Plywood Industry have suffered more in this respect than those in the other segments of the forest industry. Comparisons with jobs outside the plywood evaluation plan are hazardous because few maintain the same requirements and working conditions over an extended period. Also, some external jobs have been beneficiaries of special negotiating pressures and have achieved relatively greater gains, sometimes at the expense of equity. Since the Plywood Industry and its Job Evaluation Plan must exist within the larger framework of the Forest Industry as a whole, it seems important that the policy for establishing differentials

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[32]Wilkinson, Report, p. 34.

[33]N.T. Nemetz to L.R. Peterson (then Minister of Labour), Report on 1970 Woodworkers Dispute, Vancouver, August 17, 1970.

[34]Wilkinson, Report, p. 34.

> between groups be essentially the same as that which governs differentials between jobs of different levels in logging and sawmilling."[35]

Therefore, it appears to the writer that Wilkinson did little to move the plywood wage curve away from its existing operational scheme. Like many plans before it, the plywood wage plan was adjusted only slightly so that it did not move "out-of-kilter" with historical wage patterns which existed not only in the plywood sector but in the entire B.C. forest industry. Wilkinson did make one concession though :

> "In periods when across-the-board money increases are being negotiated for other segments of the industry, percentage increases for plywood would produce troublesome external comparisons, and vice versa. Neither pattern is necessarily always more equitable than the other although, in the long run, the percentage differential and percentage increase are more defensible. Which is favoured in negotiations by one party or the other is not so much a matter of equity as it is of group economics and politics."[36]

The feeling at present is that the union's insistence on percentage differentials, as opposed to step-by-step increments, could be rewarded during the next contract negotiations. Failing that, it is unlikely that percentage increases will be effected unless the Coast sawmills accept

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[35] Ibid., pp. 34-35.

[36] Ibid., p. 35.

percentage increments, if and when a job evaluation scheme is installed. This would establish a significant precedent which would then pave the way for percentage differentials to be implemented in plywood job evaluation.

CHAPTER VI

PLYWOOD EVALUATION: ANALYSIS

The plywood evaluation represents the only plan in effect in B.C.'s forest industry from which the question, "Is job evaluation worthwhile as a technique in labour-management relations?" may be evaluated. This is because plywood evaluation has been operational for over thirteen years, as opposed to the only other plan, the Southern Interior sawmill evaluation, which has only been in effect for two years.

There are a number of considerations to be examined in answering the question. The first of these is the particular nature of the forest industry, not only in B.C. but also in the United States. The lumber and plywood industry is highly competitive, including a few very large, integrated firms and a great number of medium and small firms producing only lumber. Lumber and plywood manufacture is competitive in the textbook sense of having a large number of sellers and a homogeneous product. The industry is not evenly distributed geographically, rather it is concentrated near the sources of timber.[37]

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[37] J.A. Smith, The Structure of Wages in the Pacific North-West Lumber Industry, Ph.D. Thesis, Washington State University, 1967, p. 1.

The history of labour relations in the western lumber industry is dominated by animosity and strife between the workers and the employers, between the workers and the union, and between the union and the employers, deteriorating into armed confrontations on occasions. Until the 1930's the workers were unable to establish effective unions in the industry, partly because of employer resistance, but mostly because of the unstable nature of employment in the forest industry. Loggers were particularly mobile since the majority were single and lived in logging camps when working. They responded to unsatisfactory working conditions by "dragging-up" for a new location and a new employer. The Industrial Workers of the World (I.W.W.), a prototype union, claimed many members among the loggers, but this somewhat radical union was not disposed to negotiate contracts and engage in continuous labour relations with employers. Their philosophy, "Strike and move on", was consistent with the nomadic existence of the loggers.[38]

This legacy of industrial warfare in the forest industry made the task of organizing to meet the needs of a war economy (World War II) particularly difficult. In World War I, the U.S. federal government had sponsored the "Spruce Brigade" and the "Loyal Legion of Loggers and

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[38] Ibid., pp. 2-3.

Lumbermen" in an attempt to meet the crisis in lumber production. These measures proved inadequate as patriotic fervour expired and demand for lumber increased. The period between the Wars was marked by periodic outbursts of violence. The I.W.W. actively organized lumber workers. The workers were successful in establishing a union in 1935 which affiliated with the United Brotherhood of Carpenters and Joiners of America. However, the carpenters assumed a dictatorial attitude toward their new affiliates and dissension within the new union grew into outright rebellion. Dissidents broke with the carpenter dominated organization, the Lumber and Sawmill Workers Union, and formed the International Woodworkers of America (I.W.A.), chartered in 1937 by the Congress of Industrial Organization (C.I.O). A new era of industrial strife was precipitated as the two unions "actively" competed for the loyalty of workers, expending much of their energy in struggles with each other rather than in improving conditions for existing members and extending the organization among the unorganized.[39]

Employer attitudes throughout the Pacific Northwest toward union organization were uniformly hostile. The employers used the split in ranks of the workers to stave off unionization for a time, enlisting the aid of civic groups and the police to frustrate organizing drives.

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[39] Ibid., p. 3.

The first president was Harold Pritchett (1937-1940) from Vancouver, B.C. Under his leadership, and that of Nigel Morgan (later to become Chairman of the Labour Progressive Party), the I.W.A. attracted a substantial following in B.C. An intensive organizational campaign was instituted and, as a result, the first contract was signed with independent employers in B.C. to provide union recognition and improved working conditions. In November, 1943, a first general contract was negotiated covering the greater part of the coastal industry.[40]

The war years proved difficult, with the demand for forest workers well in excess of supply. Tactics changed from the submission of petty grievances and complaints to those of broad and advanced bargaining. In 1946, the union demanded of R.V. Stuart Research Ltd., an organization speaking for 147 employers, a contract granting a forty-hour work week, 25¢ an hour increase in pay, and the union shop and voluntary check-off. Chief Justice Sloan was appointed as a mediator by the government, but failed to effect a settlement, and a strike was called on May 15, 1946, involving 37,000 workers and over 20% of the province's payroll. A settlement was finally

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[40]H.A. Logan, Trade Unions in Canada, Toronto, The MacMillan Co., 1948, p. 284.

arrived at on the basis of a 44-hour week, a general increase of 15¢ an hour and the voluntary irrevocable check-off. The strike involved a loss in wages of $8 million or $261 for each worker, and in terms of product, 300 million board feet.[41] Thus was ended a strike said to be the most expensive in B.C.'s history to that time, excepting the coal strike on Vancouver Island in 1912-1914.

From that settlement emerged the true nature of labour relations and collective bargaining which has plagued the I.W.A. and the employers to the present day. General bad feelings existed on both sides for the next decade.

Undoubtedly, the lumber industry of B.C. has accounted for a disproportionate share of industrial strife in the province. During the decade 1949-59, the industry accounted for about 10% of the paid labour force in B.C.; but, it also accounted for about 20% of all strikes, almost one-half of all strike participants and two-thirds of all man-days lost in strikes. The two large and protracted strikes of 1952 and 1959 alone accounted for more days lost than the total for all other strikes in all other industries in the province during the decade.[42]

This disproportionate number of strike participants and days lost in the industry may be attributed to

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[41] Ibid.

[42] S. Jamieson, "Multi-Employer Bargaining. The Case of B.C. Coast Lumber Industry", Relations Industrielles, Vol. 26, No. 1, January, 1971, p. 150.

a few large "interest" disputes that were subject to legally required conciliation procedures in the negotiation of new agreements.[43]

The industry did not experience any such large or protracted shutdowns during the 1960's. However, coast lumber did experience a large number of illegal, wildcat strikes, which far outnumbered the authorized strikes (see table), reaching, a peak of 21 in 1969.[44] The only threat to an industry-wide shutdown occurred in 1966 and involved more than 6000 workers. However, Nemetz was able to impose a sizeable wage settlement on the industry which served to avert a strike. Several "minor" strikes occurred until 1959 when the I.W.A. conducted one of the major strikes of the postwar years. "It lasted from July to September, involved 30,000 loggers working for 134 companies, and ended after 66 days with a settlement providing for a 10¢ wage increase in 1959 and a further 10¢ increase in 1960."[45] Surprisingly, a period of 13 years passed before the I.W.A. conducted their most recent general strike in July, 1972. The strike lasted some two weeks and provided general wage increases of 36½¢ in

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[43] Ibid.

[44] Ibid.

[45] Charles Lipton, The Trade Union Movement of Canada 1827-1959, Montreal, Canadian Social Pub. Ltd., 1966, pp. 315-316.

STRIKES IN THE COAST LUMBER INDUSTRY IN B.C.

1949-1969

	AUTHORIZED		UNAUTHORIZED		
Year	No.	Man-Days Lost[1]	No.	Man-Days Lost	Total
1949	0	-	-	-	-
1950	0	-	6	4,977	4,977
1951	1	90	2	312	402
1952	1	1,035,000	2	158	1,035,158
1953	0	-	2	1,850	1,850
1954	0	-	2	945	945
1955	2	1,002	5	1,355	2,357
1956	1	1,665	2	5,667	7,332
1957	0	-	-	-	-
1958	0	-	6	2,757	2,757
1959	2	1,233,950	1	1,125	1,235,075
1960	0	-	1	1,128	1,128
1961	0	-	1	42	42
1962	3	373	3	9,262	9,635
1963	1	2,163	1	37	2,200
1964	1	432	2	305	737
1965	0	-	2	1,140	1,140
1966	1	86,520	4	1,849	88,369
1967	0	-	7	7,211	7,211
1968	3	6,803	11	19,589	26,392
1969	1	2,196	21	15,553	17,749

[1] Man-Days lost include only unions involved directly in strikes or lock-outs. This figure takes no account for other workers who may have refused to cross picket lines or for other reasons become unemployed because of strikes.

Source: B.C. Department of Labour, Annual Reports, cited in S. Jamieson, "Multi-Employer Bargaining: The Case of B.C. Coast Lumber Industry", Relations Industrielles, Vol. 26, No. 1, January, 1971, p. 151.

each year of a two year contract extending through to 1974.[46]

The period of relative calm from 1959-1972 coincided with two significant events: (1) the tenure (12 years) of Jack Moore as President, I.W.A. Regional Council No. 1, and (2) the life-span of the Plywood Job Evaluation Plan. The strike in 1959 provided the impetus necessary to actually implement the plan after four years of haranguing and argument between management and the union. Its success since that time is exemplified by the fact that "no dispute time has been lost due to loss of individual rights."[47] However, "grievance procedure" and the handling of individual evaluation and re-evaluation has proven troublesome, perhaps indicating that the plan should be rewritten to incorporate remedies for these ills. In the overall perspective though, Plywood Evaluation has been enormously successful. It might be worthwhile to consider some of the reasons for that success at this juncture.

The first criteria which must be satisfied is that of expense, neither side will find evaluation acceptable if the costs exceed the benefits. In 1955, Dr. Hewson,

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[46]Leland J. Luckhurst, The I.W.A.-F.I.R. Settlement, 1972, U.B.C., Vancouver, 1972.

[47]Lorne Fingarson, Interview with the writer, Nov. 13, 1972.

the designer for Stevenson & Kellogg, put together the plywood plan for approximately $20,000. The four year installation period to implement the plan in 11 plants cost in the vicinity of $60,000 for a total installation cost of $80,000.[48] Administration of the plan has run in the vicinity of $60,000-$70,000 per year on average. The Plywood Evaluation Committee, composed of men from the I.W.A. and F.I.R., is responsible for the smooth operation of the plan. Each side bears its own costs for salaries, clerical work, etc. but it is suspected that management bears the majority of such costs, since F.I.R. and the Industrial Relations departments of the various forest companies are constantly involved with the plan. Specific figures are unavailable because no one in the industry works on evaluation full time. A typical company budget, expressed as a percentage of the total I.R. budget, runs from 1 to 10 [49] depending on how busy the particular company is with evaluation at any one time.

Management felt that if plywood evaluation could be implemented and administered at an average cost of 5¢/man/hour, then evaluation would be a worthwhile aid to collective bargaining. Further discussion

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[48] Lorne Fingarson, Interview with the writer, Feb. 19, 1973.

[49] Marc Close, Interview with the writer, Feb. 8, 1973.

of the mechanics of this arbitrary figure will be deferred to the section where Southern Interior sawmill evaluation is covered as better and more comprehensive information is available in that area. Most important, however, is the concensus by both management and union that job evaluation is worthwhile on a cost-benefit basis.[50]

A second important factor has been the successful functioning of the Plywood Evaluation Committee. Labour and technical problems have been consistently resolved within the committee structure, and when further difficulties have arisen, the parties have obtained outside assistance from impartial specialists in the field like Stevenson & Kellogg, Pacific North West Consultants Ltd., and others. Significantly, provision made for the involvement of union local business agents and local plant management with respect to determining the facts relative to job content and establishing the need for re-evaluation, has been a major contribution to the committee.

"There is no doubt that job evaluation plans must be adjusted periodically, but in making such changes, the integrity of the plan itself must be maintained."[51]

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[50]Wyman Trineer, Interview with the writer, Feb. 22, 1973.

[51]N.T. Nemetz, Letter to Professor Hugh Wilkinson, Nov. 30, 1970.

Plywood evaluation incorporates such a provision. Professor Wilkinson re-defined the responsibility for re-evaluation in his 1971 report:

> "When new criteria and point weightings are established, there is a considerable amount of work to be done in re-evaluating all the jobs in the industry before the new scheme can really be put into effect. Because this must be done quickly there is more than the usual opportunity for inconsistencies to develop, unless the work is always done by the same people . . . Because of the experience they have gained in this work, producing bench-mark jobs for new factors and degrees, re-rating whole plants according to the new criteria, I would suggest that Mr. Lorne Fingarson (I.W.A. representative) and Mr. Frank Paul (F.I.R. representative) be asked to revise the ratings of all jobs in the remaining plants."[52]

This re-evaluation was completed in 1972 providing a complete overhaul of the plywood evaluation plan. Similar, but less exhaustive, revisions were also made in 1963, 1966, and 1969.

Job evaluation has a widespread acceptance as a management and union tool for improving industrial relations. In plywood or any other industry, the state of these relations is a measure of the workers' satisfaction with their jobs. Two generally recognized sources of dissatisfaction among labour are the wage level and the relationship between incomes of one worker and another. The latter is the primary concern of plywood job evaluation. Because

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[52]Hugh Wilkinson, "Plywood Job Evaluation", A Report Prepared for the I.W.A. and F.I.R., August 1, 1971, p. 33.

defensible wage rates can be arrived at on a logical basis, or because differentials in wage rates can be determined on an acceptable comparative basis, union and management have a factual rather than aribtrary basis for collective bargaining and this eliminates constant re-negotiating of wage rates. In addition, job evaluation eliminates personal favouritism and assists management in maintaining a position in the labour market and in conforming to industry and community wage rates.[53] Though these comments are of a more general nature, they are very applicable to industrial relations within B.C.'s plywood industry since 1959.

There are numerous secondary benefits which job evaluation has provided for the plywood industry, including:

(1) a plan to encompass changes in the production process as automation and technology increase;

(2) industry standardization of jobs, work practices;

(3) a means to measure production flow and recovery--important to management;

(4) the basis for job description, training programs, supplementary research.

Many of these topics will surface again in examination of sawmill evaluation. At this point, the

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[53]John Houston, Job Evaluation Seminar, May 1972, p. 2.

writer believes it is reasonable to conclude that job evaluation has indeed proven a worthwhile technique in labour management relations. I would qualify that by adding plywood represents only one experience with evaluation and that in conjunction with a study of sawmill evaluation, a more comprehensive and representative conclusion will be reached.

CHAPTER VII

SAWMILLING IN B.C. - PRESENT STATUS

As a prelude to the introduction of job evaluation in the sawmilling sector of the forest industry in B.C., it is appropriate to examine "the state of the art" to try and understand the numerous and diverse forces to which job evaluation has attempted to respond in the Southern Interior.

A detailed report on the industry was published by the B.C. government's Department of Industrial Development, Trade, and Commerce in which David Cartwright of the Economics and Statistics Branch interpreted events in the industry to 1971. A review of Cartwright's report in the British Columbia Lumberman[1] provides the basis for this section of the dissertation. Cartwright's study is supplemented by a number of tables compiled by Ralph D. Scott, Research Economist, IWA (Portland, Ore.), which follow at the end of this chapter.[2]

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[1] "Government Report Reveals Sawmill's Past and Future," reviewed in British Columbia Lumberman, Vol. 57, No. 1, January, 1973, pp. 31-32.

[2] Ralph D. Scott, "Technological Change in the British Columbia Forest Products Industry," Speech delivered to: I.R.M.A. Convention, Harrison Hot Springs, B.C., February 22, 1973.

PRODUCTION OF MAJOR FOREST INDUSTRIES

1971 ACTUAL AND 1975, 1985 FORECAST

Product	Units	1971 Actual	1975 Forecast (% increase)	1985 Forecast (% increase)
Lumber	Million f.b.m.	8,970.4	10,000 (11.5)	13,200 (32)
Plywood	Million Sq. Ft. (3/8")	1.873.6	2,200 (14.8)	3,000 (26.7)
All Wood Pulp	Thousand Tons	4,767.5	5,800 (17.8)	8,000 (27.5)
Kraft pulp	Thousand Tons	3,276.6	4,000 (18.1)	5,400 (25.9)
Other	Thousand Tons	1,490.9	1,800 (17.2)	2,600 (30.8)
All Paper & Paperboard	Thousand Tons	1,910.4	1,300 (-47.0)	3,100 (58.1)
Newsprint	Thousand Tons	1,393.6	1,600 (12.9)	2,050 (22.0)
Other	Thousand Tons	516.8	700 (26.2)	1,050 (33.3)

Source: British Columbia Lumberman, January 1973.

Possibly the most important problem facing the sawmilling industry today is increasing costs. B.C.'s forest industry is faced with the need to remain competitive in world markets and is therefore not necessarily able to pass on increased costs. Strong competition from substitute products could displace lumber in some of its traditional markets if the price of lumber continues to increase relatively faster than the price of competing products. The industry continues to expand rapidly, with the majority of the development taking place in the Interior Region. The trend towards more intensive utilization of the timber resource has already begun and the future will continue to witness its development. Increased utilization of small timber will occur, while species such as balsam, hemlock and hardwoods, (which to date have been generally considered to be of lower economic value), will also enjoy greater demand.[3]

There is room for development in the sawmill industry if substantial amounts of capital can be located. Prospective investors will generally locate in the northern portions of the province for that is the area which retains the greatest potential for saw-

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[3] "Government Sawmill Report," p. 31.

milling development. Capital and repair expenditure in the saw and planing mill industry (so-called because Statistics Canada uses that terminology) increased from $41.6 million in 1961 to $115.8 million in 1970. Of this, a 183 per cent increase in sawmill and planing mill expenditure between 1968 and 1969 consisted basically of large capital outlays in both new mills and new machinery. When the industry began adapting to allow handling of large volumes of small logs resulting from implementation of close utilization policies required by government, wholesale changes in the scale of operations occurred. Since the policy is not expected to change drastically and mills are still adapting to the new situation, capital and repair expenditure is likely to remain at current levels in the immediate future.[4] One of the most important changes in the saw and planing mill industry is the trend towards mills capable of economically processing small diametered inventory. This can be accomplished by sawing a large number of logs, quickly and efficiently. The implications of this trend for job evaluation are tremendous, as will be discussed later when a study of factors, degrees, etc. is undertaken.

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[4] Ibid.

In the future, it is expected that the B.C. saw and planing mill industry will continue to develop, implementing sophisticated means to maximize profits. Present day sawing techniques and practices will be improved and modernized while automation continues--especially in the labour intensive operations. Use of equipment like computers, laser beams, and high speed water jets are becoming accepted components for future sawmills.[5]

Substitute products have replaced wood in many instances because of wood's disadvantages:

(1) Random occurrence of natural defects
(2) non-isoptropic characteristics
(3) dimensional instability under different moisture conditions
(4) high cost (of wood)
(5) substitutes have been aggressively marketed.

Manufacturers of substitute goods have capitalized on their products' capabilities and placed emphasis on long-term and in-place maintenance costs rather than initial material cost. Therefore, to maintain their markets, lumber manufacturers are implementing aggressive marketing programs and attempting to become more consumer orientated.

Developments required include new techniques emphasizing the more efficient use of wood in construction

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[5]Ibid., pp. 31-32.

and a diversification of existing product lines. The manufacture of prefinished units in lieu of individual products will provide higher returns on investment if full utilization of technical and engineering knowledge that has only been partially utilized to date in the sawmilling industry can be effected.[6]

In recent years, many of the smaller sawmills' timber quotas have been consolidated allowing the establishment of a few large sawmilling complexes. The process has led many manufacturers to integrate "forward", toward the ultimate user, with the establishment of manufacturer-owned wholesale and/or dealer outlets, a trend which is expected to continue in the future. A current example is the expansion of Crown Zellerbach Stores Ltd. into do-it-yourself retailing.

It is expected that the United States will retain its position as the principal importer of B.C. lumber, specifically dimension, or "two inch", thickness lumber of structural quality. The implications of this demand will continue to reflect advanced technological requirements, making job evaluation even more critical in establishing new wage criteria. In depth studies of the United States' demand for timber products point out

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[6]Ibid., p. 32.

that the need for such goods will increase substantially over the next several decades (1971 U.S. lumber imports from Canada totalled 7.1 billion board feet, 77.7 per cent of which came from B.C.).[7]

The advantages are not so apparent in B.C.'s other market areas. Japan imports softwood lumber mainly from Canada, the U.S., and the U.S.S.R. Over half of Japan's 1970 imports of this commodity were from B.C., though the U.S.S.R. could provide stronger competition in the near futute. During 1972-73, Japan experienced a severe housing shortage causing heavy speculation among Japanese lumber buyers in B.C., mainly in cypress (yellow cedar). This demand is expected to ease off to normal levels by the end of 1973. During 1970, the United Kingdom imported softwood lumber from a number of countries, of which Sweden, the U.S.S.R., Finland, Canada and Poland were the most important. Approximately 90 per cent of Canada's lumber exports to the United Kingdom were manufactured in B.C., but strong marketing programs will have to be maintained if B.C. is expected to retain any of its share of this diminishing market.[8] A Senate Review Committee travelled to

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[7] Ibid.

[8] Ibid.

Europe in mid-March, 1973, to assess the effect of the entry of the United Kingdom into the European Economic Community. The results of that trip are unpublished to date. However, it is safe to speculate that B.C.'s position will not be undermined too seriously as current E.E.C. countries are not major suppliers.

Not withstanding the problems of automation, constricting foreign markets, and heavier reliance on the U.S. Atlantic Seaboard market, the sawmilling industry is expected to maintain its dominant role in the forest industries. Continued application of intensive forest management practices and an increase in log production (direct relationship between logs and roundwood production to saw and planing mill operations) can be expected. Forecasts indicate that the forest based industries of B.C. will require 2.3 billion cubic feet of roundwood in 1975, increasing to 2.9 billion cubic feet by 1985. Since under present standards of forest management 3.4 billion cubic feet of timber can be cut annually, there appears to be ample raw material to supply the forest industry in 1985. At that time the industry is expected to produce 13.2 billion board feet of lumber, 3 billion square feet (3/8") of plywood, 8 million tons of all wood pulp, and 3.1 million tons of all paper and paperboard[9] (see table following).

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[9] Ibid.

Capital Investment for Machinery and Equipment Per Employee in the Wood-Manufacturing Industry, 1963-71

British Columbia

Year	Employment	Investment for Machinery & Equipment	Mach. & Equip. Investment Per Employee	Investment for Machinery & Equipment (1963 dollars)	Mach. & Equip. Investment Per Employee (1963 dollars)
1963	35,300	$23,100,000	$ 654	$23,100,000	$ 654
1964	35,700	25,500,000	714	24,500,000	684
1965	36,900	32,900,000	892	30,400,000	823
1966	37,300	24,000,000	643	21,500,000	576
1967	34,900	21,800,000	625	19,700,000	564
1968	35,200	22,500,000	639	20,300,000	576
1969	37,500	59,600,000	1589	52,400,000	1,397
1970	36,600	56,900,000	1555	47,800,000	1,306
1971	40,000	71,800,000	1795	58,500,000	1,462

Sources: Private and Public Investment in Canada, Statistics Canada and Department of Industry, Trade and Commerce, 61-205.
Review of Employment and Average Weekly Wages and Salaries, DBS, 72-201
Prices and Price Indexes, Statistics Canada, 62-002, (Implicit Price Index for Machinery and Equipment, gross fixed capital formation)

Capital Investment for Machinery and Equipment Per Employee in the Wood-Manufacturing Industry, 1963-71

Canada

Year	Employment	Investment for Machinery & Equipment	Mach. & Equip. Investment Per Employee	Investment for Machinery & Equipment (1963 dollars)	Mach. & Equip. Investment Per Employee (1963 dollars)
1963	75,800	$ 38,000,000	$ 501	$38,000,000	$ 501
1964	78,500	45,500,000	580	43,700,000	556
1965	80,100	49,500,000	618	45,800,000	571
1966	79,800	48,900,000	613	43,800,000	548
1967	76,400	48,200,000	631	43,500,000	569
1968	76,500	52,600,000	688	47,500,000	620
1969	79,800	95,200,000	1,193	83,600,000	1,047
1970	76,300	101,500,000	1,330	85,200,000	1,116
1971	82,300	112,900,000	1,372	92,000,000	1,117

Sources: Private and Public Investment in Canada, Statistics Canada and Department of Industry, Trade and Commerce, 61-205.
Review of Employment and Average Weekly Wages and Salaries, DBS, 72-201
Prices and Price Indexes, Statistics Canada, 62-002, (Implicit Price Index for Machinery and Equipment, gross fixed capital formation)

RDS:FF

Estimates of Primary Forest Production, 1963-71
(100 solid cubic feet)

Year	British Columbia	Change from Previous Year	Canada	Change from Previous Year
1963	14,734,230	--	35,230,100	--
1964	15,145,950	+ 2.8%	36,269,850	+ 2.9%
1965	15,331,130	+ 1.2	36,606,690	+ 0.9
1966	10,024,370	+ 4.5	38,490,190	+ 5.1
1967	15,725,990	- 1.9	37,984,460	- 1.3
1968	17,024,550	+ 8.2	39,726,310	+ 4.6
1969	18,900,520	+11.0	43,039,560	+ 8.3
1970	19,326,280	+ 2.2	42,878,900	- 0.4
1971	19,970,810	+ 3.3	N/A	
Average Annual Change		+ 3.9%		+ 2.9%

Source: Canadian Forestry Statistics, 1970 Statistics Canada, 25-202, p. 11.
Annual Report 1971, British Columbia Forest Service, p. 88.

Lumber Production, 1963-71
(thousands of board feet)

Year	British Columbia	Change from Previous Year	Canada	Change from Previous Year
1963	6,734,071	--	9,877,326	--
1964	7,095,282	+ 5.4%	10,355,703	+ 4.8%
1965	7,449,485	+ 5.0	10,815,355	+ 4.4
1966	7,319,108	- 1.7	10,599,475	- 2.0
1967	7,109,794	- 2.8	10,329,425	- 2.5
1968	7,811,139	+ 9.9	11,351,449	+ 9.9
1969	7,695,606	- 1.5	11,538,269	+ 1.6
1970	7,763,500	+ 0.9	11,301,260	- 2.0
1971	8,970,400	+15.5	12,777,903	+13.1
Average Annual Change		+ 3.8%		+ 3.4%

Source: The Sawmill Industry of British Columbia, Government of the Province of British Columbia, October 1972, p. 64.

Logging Employment, 1963-71
Production Workers

Year	British Columbia	Change from Previous Year	Canada	Change from Previous Year
1963	15,604	--	53,921	--
1964	15,936	+ 2.1%	55,882	+ 3.6%
1965	16,299	+ 2.3	53,992	- 3.4
1966	15,329	- 5.9	54,317	+ 0.6
1967	14,846	- 3.1	51,004	- 6.1
1968	15,265	+ 2.8	45,187	- 11.4
1969	17,241	+ 12.9	46,847	+ 3.7
1970	15,884	- 7.9	44,814	- 4.3
1971	N/A		N/A	
Average Annual Change		+ 0.5%		- 2.5%

Source: Canada Forestry Statistics, 1970, Statistics Canada, 25-202, p. 10.

Wood Products Manufacturing Employment, 1963-71

Year	British Columbia	Change from Previous Year	Canada	Change from Previous Year
1963	35,300	--	75,800	--
1964	35,700	+ 1.1%	78,500	+ 3.6%
1965	36,900	+ 3.4	80,100	+ 2.0
1966	37,300	+ 1.1	79,800	- 0.4
1967	34,900	- 6.4	76,400	+ 4.3
1968	35,200	+ 0.8	76,500	+ 0.1
1969	37,500	+ 6.5	79,800	+ 4.3
1970	36,600	- 2.4	76,300	- 4.4
1971	40,000	+ 9.3	82,300	+ 7.9
Average Annual Change		+ 1.7%		+ 2.2%

Source: Review of Employment and Average Weekly Wages and Salaries, DBS, 72-201.

With this background in mind, attention may now be focused on job evaluation as it has been applied in the sawmills of the Southern Interior.

CHAPTER VIII

SOUTHERN INTERIOR SAWMILL JOB EVALUATION: HISTORY

At the urging of Wyman Trineer, 2nd Vice-President of I.W.A. Regional Council No. 1, a study was commissioned in 1967 to determine the feasibility of implementing a job evaluation program in Interior sawmills. Subsequently, Pacific North West Consultants Ltd., (Lorne A. Fingarson, Managing Director) were retained to design and install the program. The initial report submitted by Fingarson examined the overall operations of Interior sawmills, but established no benchmarks for either jobs or plants. Management was sympathetic towards such a plan if the promise of wage discipline at a reasonable price was found to be practical.[10]

The approach taken was to use three interview teams comprising one union member and one company member per team. The job of these teams was to complete a JOB STUDY RECORD, which was a type of questionnaire involving completion of the front page with management, then a job

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[10]Lorne Fingarson, interview with the writer, March 1, 1973.

interview with an incumbent selected for each job classification. Upon completion of the study record, management was given the opportunity to comment on the statements made by the incumbent. Union and management were in agreement that management should have the last word with respect to the job study record. This resulted in a completely reconciled job study record being forwarded to two evaluators, one from each side, for final grading and rating.[11]

Initially progress was slow but it was proved that as the interviewers become more experienced, a team of two men could complete 40-50 job study records in approximately 8-10 days. For instance, a medium sized mill has about 25 production classifications, in which case the interviewers would be out of that operation within 5 days. Interviews were generally conducted on shift time and if a man could only be interviewed on night shift, then he was brought in 30 minutes early, and in special circumstances the interview was conducted at night. An interview normally took about 20 minutes--certainly no more than 30 minutes.[12]

Since, in the Southern Interior, job titles were reasonably standard due to the close working

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[11]John Houston, Sawmill Job Evaluation Seminar, May, 1972, p. 7.

[12]Ibid.

relationship the companies enjoy through their Association (I.F.L.R.A.), job classification was not as large a problem as might have been expected. Nonetheless, there were still glaring examples of misuse of job titles, i.e., many operations used the title Chipper Operator, others used Chipper Attendant. Under the plan, a Chipper Operator usually had some responsibility for chip quality and almost certainly changed the chipper knives. Therefore, upon completion of the plan, the operator may have become an attendant and vice versa. This was not an indication of interference with job content; it meant simply that in analyzing job content the function was being re-defined, while management retained its perogative with regard to job content.[13]

In accordance with the terms of the 1969 contract (the plan had not been started in the interim, 1967-69), a joint committee, including members of the Interior Forest Labour Relations Association (I.F.L.R.A.), the Northern Interior Labour Association (N.I.L.A.), and the International Woodworkers of America (I.W.A.), was formed and undertook the responsibility for the development of the sawmill job evaluation plan. An initial step in this development, preceding the introduction of

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[13] Ibid., p. 8.

interview teams into the field (as described above) was made during 1969, with the agreement upon a set of administrative procedures.

These procedures established committees, described their functions, defined the scope of the plan (to include all production workers, but exclude trade categories), and spelled out the appeal procedure. Most significantly, provision was made for the involvement of union local business agents and the local plant management in determining the facts relative to job content, and establishing the need for reevaluation. In December of 1969 initial steps were taken by the committee to establish a JOB EVALUATION MANUAL, and the necessary documentation for recording job content.[14] Detailed examination of the manual follows in a subsequent section.

Following completion of the job studies by the three interview teams, two evaluation teams were charged with the responsibility for final gradings and ratings. Representing the I.W.A. were Lorne Fingarson and Maurice Walls; for the I.F.L.R.A., John Houston and Rory Gillies. Walls and Gillies did the preliminary

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[14]Lorne Fingarson, Interim Report on Sawmill Job Evaluation in the Interior Locals of B.C., August, 1970, p. 1.

evaluation work with Fingarson and Houston finalizing matters.[15] The majority of this work was carried out in October-November, 1971, due to a deadline aiming at completion of the plan by December 1, 1971, in order to have the plan working by January 1, 1972. This had been preceded by joint committee work in late 1969 and early 1970 to resolve certain technical difficulties after which the way was paved for the two evaluating teams. The joint committee at that time was composed of:[16]

I.W.A.	(1) Lorne Fingarson (Pacific Northwest)
	(2) Tony VanderHeide - Evaluator
I.F.L.R.A.	(3) Bill Fisher (Stevenson & Kellogg)
	(4) John Houston - Evaluator

Their work involved establishment of benchmark jobs and plants, intensive study of a sample plan, and testing in selected locations regarding installation on a temporary basis.[17]

By January 1, 1972, some 45 sawmills were implementing job evaluation. The joint committee, with two evaluators from each side, has made several refinements since that time. It is expected that by April, 1973, 50 sawmills will have evaluation operational.

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[15]Maurice Walls, Interview with the Writer, March 2, 1973.

[16]Lorne Fingarson, Interview with the Writer, March 1, 1973.

[17]Ibid.

On April 1, 1973 "the bulk of the work-load begins again with a wholesale re-examination of the system."[18] Additionally, in December 1972, and January 1973, certain categories were revised to decrease the incidence of red circles and establish a more acceptable tolerance level. Specifically, some forklift and heavy log-loading equipment operators had their rates revised upwards to make them competitive with those in the construction and pulp and paper industries.

Unfortunately, the Northern Interior, which had a study clause regarding job evaluation inserted in its 1969 contract, rejected evaluation outright in 1971. It was mutually decided by the Northern Interior Lumbermen's Association (N.I.L.A.), now called the North Cariboo Lumbermen's Association, and the locals of the I.W.A. that such a program would be too costly to administer. Both sides feared that the plan would tie them to the Southern Interior Sawmill Job Evaluation and its resultant lower historical wage pattern. It has been estimated that if evaluation had been introduced, 35% red circles[19] would have resulted (against 19% red circles in the South).

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[18]Tony VanderHeide, Interview with the Writer, March 1, 1973.

[19]Maurice Walls, Interview with the Writer, March 1, 1973.

The I.W.A. submits that maximum tolerance is normally between 8-10%.[20] No explanation was given to substantiate this statement, but I suspect that it was just typical union "hot air". To my thinking, the 19% red circle rate in the Interior was not excessive. Indeed what would be the purpose of job evaluation if revision of wage rates didn't produce such discrepancies? Closer inspection of the Job Evaluation Manual in the next two chapters will continue to broaden the historical perspective.

CHAPTER IX

SOUTHERN INTERIOR SAWMILL JOB EVALUATION: DEVELOPMENT OF THE MANUAL

In an original study of the industry in 1967 (see Fingarson's Interim Report), a series of factors were suggested for inclusion in a sawmill evaluation plan. The factors proposed at the time differed significantly in both content and weight from those found in the plywood job evaluation plan, and deviated from those used by F.I.R. in their proposed evaluation of sawmills on the Coast. Through difficult and persistent negotiation, the Sawmill Job Evaluation Committee, with the assistance of the evaluation personnel from both industry and the union, were able to establish early in 1970 the factors and their definitions to be included in the sawmill evaluation plan for the interior.

A comparison of the original factor titles with those established by the Sawmill Job Evaluation Committee indicates that the final selection of factors approximates very closely to the criteria established in 1967 (see table).

Original Factor Titles	Agreed Upon Factor Titles
1. Specialized Training	1. Job Knowledge
2. Job Training	2. On the Job Experience
3. Judgment	3. Manual Skill
4. Physical Co-ordination	4. Physical Effort
5. Physical Effort	5. Visual Effort
6. Recovery Responsibility	6. Judgment
7. Production Responsibility	7. Lumber Recovery
8. Equipment Responsibility	8. Production Flow
9. Supervision	9. Equipment
10. Working conditions	10. Safety of Others
(a) Weather	11. Contacts With Others
(b) Noise	12. Personal Hazards
(c) Hazards	13. Personal Discomforts

Source: Lorne Fingarson, "Interim Report on Sawmill Job Evaluation in the Interior Locals of B.C.", August, 1970, p. 2.

Of particular importance in the selection of the factors is the inclusion of Lumber Recovery, Production Flow, and Equipment, since these areas have been a constant source of difficulty in the plywood evaluation plan.[21]

In order to test the validity of the factors selected in application, and to develop sample gradings

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[21]Fingarson, "Interim Report," p. 2.

upon which to base the subsequent weighting of the plan, 83 jobs were graded in five different plants. At the same time as the grading procedure was carried out, appropriate fact gathering procedures and documentation were developed. The plants studied were:

(1)	Kootenay Forest Products	Nelson
(2)	Grand Forks Sawmills	Grand Forks
(3)	S.M. Simpson (Division of Crown Zellerbach)	Kelowna
(4)	Federated Co-operative	Canoe
(5)	Alexandra Forest Products	McKenzie

In addition, brief surveys were carried out at Merrill Wagner in Williams Lake and Bulkley Valley Forest Products at Houston. Limitation of time permitted the complete study of only one of the five plants, namely Grand Forks Sawmills. In the other plants sample jobs were selected to cover the entire range of activities that take place in a sawmill.

Subsequent gradings proved that, for the purposes of developing comparative cost information throughout the Southern Interior, the basis used to develop the original cost estimates during the 1970 negotiations (Grand Forks Sawmills) was not truly representative. This basis was the number of men per category working on a one day shift as observed during evaluation tours. This cost was represented as the increased labour cost which implementing job evaluation was expected to incur. This basis was chosen to determine the overall effects on productivity

by introducing the scheme. It was expected that this cost would be more than offset by productivity gains although no supporting calculations were made.

As a result of this evaluation, Grand Forks, with a total of 60 men in all categories, produced a cost of 6.9¢ per hour per man, and a total of four red circles, or a 6.7% red circle rate. Of the total of 60 men, 50, or 83.3% received increases and 6 jobs remained unchanged. A summary of the results for each union local by mill, and a summary of the results for the entire Southern Interior region follows in tables. Hindsight has shown that perhaps Balco Forest Products (Kamloops), with a total of 70 men in all categories, a cost of 4.7¢ per hour per man, and a total of 22 circles or a 31.4% red circle rate would have been a better choice for developing the comparative cost information. Of the total of 70 men, 46, or 65.7% received increases and two jobs remained unchanged at Balco.[22]

It was found, as a result of these studies, that the selection of factors was appropriate, their definition or grading structure was applicable, and the general scheme of data collection was practical. The

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[22]Lorne Fingarson and John Houston, "Report on Final Gradings in the British Columbia Southern Interior Sawmill Evaluation Program", December, 1971, p. 2.

SUMMARY OF GRADING RESULTS

SAWMILL JOB EVALUATION

SOUTHERN INTERIOR

Local	Total No. Men	Increases		Red Circles		No Change		Average ¢/Hr/Man
		No.	%	No.	%	No.	%	
Local 1-417 - Kamloops	613	367	59.9	143	23.3	103	16.8	4.3
Local 1-423 - Kelowna	591	440	74.5	71	12.0	80	13.5	5.4
Local 1-405 - Cranbrook	531	350	66.0	118	22.2	63	11.8	4.4
TOTAL SOUTHERN INTERIOR	1735	1157	66.7	332	19.1	246	14.2	4.7

SOURCE: L.A. Wingerson and J. Houston, Report on Final Gradings in the British Columbia Southern Interior Sawmill Evaluation Program, Vancouver, B.C., December 1971.

SUMMARY OF GRADING RESULTS

SAWMILL JOB EVALUATION

LOCAL 1-417 - KAMLOOPS

Com. No.	Company	Total No. Men	Increases		Red Circles		No Change		Average ¢/Hr/Man
			No.	%	No.	%	No.	%	
101	Balco Forest Products	70	46	65.7	22	31.4	2	2.9	4.7
102	Savona Timber Co. (Evans)	47	12	25.6	13	27.7	22	46.7	2.3
103	B.C. Interior	67	36	53.7	5	7.5	26	38.8	4.6
104	Monte Lake Lumber (C.Z.)	47	40	85.2	2	4.3	5	10.5	7.2
105	K. P. Wood Products, Merritt	34	26	76.5	5	14.7	3	8.8	3.7
106	Clearwater Timber-Sawmill	32	17	53.2	15	46.8	-	-	2.5
107	Clearwater Timber- Planer	24	15	62.5	9	37.5	-	-	3.2
108	Nicola Valley Sawmills Ltd.	46	33	71.8	7	15.2	6	13.0	5.1
109	Clearwater Timber-Vavenby	45	30	66.7	15	33.3	-	-	2.7
110	K.P. Wood Products, Avola	46	29	63.1	8	17.4	9	19.5	5.2
111	O'Neil Devine	20	8	40.0	7	35.0	5	25.0	2.5
112	Federated Cooperatives	62	35	56.5	23	37.1	4	6.4	4.3
113	Tappen Valley	30	21	70.0	2	6.7	7	23.3	5.7
115	Commercial Lumber Co. (Evans)	43	19	44.2	10	23.2	14	32.6	2.2
	TOTALS	613	367	59.9	143	23.3	103	16.8	4.3

SOURCE: Finnerson and Houston, Report, Dec. 1971.

SUMMARY OF GRADING RESULTS

SAWMILL JOB EVALUATION

LOCAL 1-423 - KELOWNA

Com. No.	Company	Total No. Men	Increases		Red Circles		No Change		Average ¢/Hr/Man
			No.	%	No.	%	No.	%	
201	Crown Zellerbach -Falkland	10	8	80.0	2	20.0	-	-	5.1
202	Crown Zellerbach-Armstrong	27	19	70.3	5	18.5	3	11.2	5.7
203	K.P. Wood Products, Lumby	38	34	89.5	1	2.6	3	7.9	7.2
204	Crown Zellerbach-Lumby	45	33	73.4	5	11.1	7	15.5	6.1
205	Riverside Forest Products	25	22	88.0	1	4.0	2	8.0	8.2
206	S & M Timber	4	4	100.0	-	-	-	-	11.1
207	Crown Zellerbach-Enderby	31	26	83.9	1	3.2	4	12.9	5.6
209	C.Z. - Kelowna Lumber	77	54	70.2	9	11.7	14	18.1	4.8
210	Northwood Properties Penmill	33	29	87.9	1	3.0	3	9.1	5.5
211	Northwood Properties (OLD) Western Pines	40	31	77.5	6	15.0	3	7.5	5.0
212	Boundary Forest Products, G.F.	60	50	83.3	4	6.7	6	10.0	6.9
213	Boundary Forest Products- Midway	65	35	53.8	23	35.4	7	10.8	4.7
215	Yellow Lake Sawmills Ltd.	12	10	83.3	-	-	2	16.7	6.7
216	Northwood Properties (NEW) Western Pines	48	35	72.9	4	8.3	9	18.8	5.1
217	Greenwood Forest Products	22	11	50.0	3	13.6	8	36.4	6.9
218	Northwood Properties, O.K. Falls	54	39	72.3	6	11.1	9	16.6	4.9
	TOTALS	591	440	74.5	71	12.0	80	13.5	5.4

... Mitchell Morrison and Houston, Report, Dec. 1971.

SUMMARY OF GRADING RESULTS
SAWMILL JOB EVALUATION
LOCAL 1-405 - CRANBROOK

Com. No.	Company	Total No. Men	Increases		Red Circles		No Change		Average ¢/Hr/Man
			No.	%	No.	%	No.	%	
301	Triangle Pacific Forest Prods.	66	42	63.7	15	22.8	9	13.5	3.9
302	Glenmerry Sawmills Ltd.	27	20	74.2	3	11.1	4	14.7	6.6
303	Hearn	26	19	73.2	-	-	7	26.8	9.2
304	F.R.Rotter Lumber Co. Ltd.	25	24	96.0	-	-	1	4.0	10.2
305	Crow's Nest Industries Ltd.	55	32	58.2	22	40.0	1	1.8	2.6
306	Galloway Lumber Co. Ltd.	39	21	53.8	12	30.8	6	15.4	4.0
308	Kootenay Forest Products Ltd.	71	46	64.8	15	21.2	10	14.0	3.3
309	Revelstoke Sawmill (Radium) Ltd.	42	28	66.7	13	31.0	1	2.3	4.7
312	Crestbrook Forest Products - Cranbrook	74	46	62.2	17	23.0	11	14.8	3.9
313	Crestbrook Forest Products - Canal Flats	69	44	63.8	17	24.7	8	11.5	3.4
314	Crestbrook Forest Products - Parsons	37	28	75.7	4	10.8	5	13.5	4.4
	TOTALS	531	350	66.0	118	22.2	[illegible]	11.8	4.4
311	Columbia Cellulose	90	32	35.6	44	48.8	14	15.6	1.5

SOURCE: Finnerson and Fenston, Report, Dec. 1971.

weighting of the factors was carried out by two consultants; the effects of application of the results to the 83 jobs were reviewed in detail with members of the committee and final adjustments were then made by the consultants. Factors and their definitions, and the appropriate weightings were approved in final form by the Sawmill Job Evaluation Committee in June, 1970.[23]

It should be pointed out that this procedure of joint development of a job evaluation manual between industry and a union is of considerable significance in the field of wage administration. It should be further noted that the manual represents a dramatic step forward in the design of job evaluation plans, since the structure of the selected factors permits considerably more flexibility in weighting than that available in most other job evaluation plans.

In July, 1970, the Sawmill Job Evaluation Committee undertook the difficult negotiation task of establishing appropriate job groups. The initial proposal by the industry was a structure of 12 job groups, whereas the original position of the union members was 25 job groups. A total of 19 job groups was eventually approved by the committee, with dividing points between

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[23]Fingarson, "Interim Report," p. 3.

groups selected to permit greater discrimination among jobs at the lower end of the scale than at the upper end of the scale. Since the majority of jobs fall at the lower end of the scale, such a job group structure will have the effect of spreading the jobs further along the wage scale or higher above the base rate. A comparison of the percentage distribution of jobs above the base rate prior to evaluation, with that after evaluation follows on the next page.

For purposes of analysis, jobs were grouped by wages then being paid (1970) in groups which compared directly with the established point structure of the job groups. The wage figures however, did not represent agreed upon wage rates for the job groups but were rather an analytical grouping to demonstrate the impact of the evaluation procedure. The table does not take into consideration the actual wages negotiated for each group. Irrespective of these final wage rates, it is apparent that the valuation procedure significantly spread the jobs out above the base rate.[24]

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[24] Ibid., pp. 4-5.

Table : Distribution of 83 Test Study Jobs Before and After Evaluation

Job Group or Equivalent	Before Evaluation % in Group	Before Evaluation Cumulative %	After Evaluation % in Group	After Evaluation Cumulative %
Below Base Rate	1.2%	1.2%	-	-
Base Rate or Group 1	14.5%	15.7%	9.6%	9.6%
Group 2 or $2.99-3.02	8.4%	24.1%	9.6%	19.3%
Group 3 or $3.03-3.07	14.5%	38.6%	9.6%	28.9%
Group 4 or $3.08-3.13	15.7%	54.2%	8.4%	37.4%
Group 5 or $3.14-3.19	7.2%	61.5%	9.6%	47.0%
Group 6 or $3.20-3.27	6.0%	67.5%	10.8%	57.8%
Group 7 or $3.28-3.35	12.9%	79.5%	16.9%	74.7%
Group 8 or $3.36-3.43	7.2%	86.7%	4.8%	79.5%
Group 9 or $3.44-3.51	3.6%	90.4%	3.6%	84.1%
Group 10 or $3.52-3.59	3.6%	94.0%	3.6%	86.8%
Group 11 or $3.60-3.68	-	94.0%	4.8%	91.6%
Group 12 or $3.69-3.77	1.2%	95.2%	2.4%	94.0%
Group 13 or $3.78-3.86	1.2%	96.4%	-	94.0%
Group 14 or $3.87-3.95	-	96.4%	1.2%	95.2%
Group 15 or $3.96-4.04	1.2%	97.6%	-	95.2%
Group 16 or $4.05-4.13	-	97.6%	-	95.2%
Group 17 or $4.14-4.22	-	97.6%	2.4%	97.6%
Group 18 or $4.23-4.31	1.2%	98.8%	1.2%	98.8%
Group 19 or $4.32-4.41	1.2%	100.0%	1.2%	100.0%

Source: Lorne Fingarson, Interim Report on Sawmill Job Evaluation in the Interior Locals of B.C., August, 1970, p. 5.

A similar chart was developed for Grand Forks Sawmills, the only complete plant studied in the initial stages. The movement of final wage rates, as is indicated in the table which follows, is more dramatic, and since this data represented a complete plant, it was thought to be more indicative of the general results to be expected throughout the industry.

Table : Distribution of 35 Test Study Jobs at Grand Forks Sawmills Before and After Evaluation

Job Group or Equivalent	Before Evaluation % in Group	Before Evaluation Cumulative %	After Evaluation % in Group	After Evaluation Cumulative %
Below Base Rate	-	-	-	-
Group 1 or Base Rate	22.9%	22.9%	11.4%	11.4%
Group 2 or $2.99-3.02	11.4%	34.3%	14.3%	25.7%
Group 3 or $3.03-3.07	11.4%	45.7%	5.7%	31.4%
Group 4 or $3.08-3.13	5.7%	51.4%	14.3%	45.7%
Group 5 or $3.14-3.19	25.7%	77.2%	8.6%	54.3%
Group 6 or $3.20-3.27	5.7%	82.9%	17.1%	71.5%
Group 7 or $3.28-3.35	5.7%	88.6%	11.4%	82.8%
Group 8 or $3.36-3.43	2.9%	91.4%	-	82.8%
Group 9 or $3.44-3.51	2.9%	94.3%	2.9%	85.7%
Group 10 or $3.52-3.59	2.9%	97.2%	5.7%	91.4%
Group 11 or $3.60-3.68	-	97.2%	5.7%	97.2%
Group 12 or $3.69-3.77	-	97.2%	-	97.2%
Group 13 or $3.78-3.86	-	97.2%	-	97.2%
Group 14 or $3.87-3.95	2.9%	100.0%	-	97.2%
Group 15 or $3.96-4.04			-	97.2%
Group 16 or $4.05-4.13			-	97.2%
Group 17 or $4.14-4.22			2.9%	100.0%

Source: Lorne Fingarson, Interim Report on Sawmill Job Evaluation in the Interior Locals of B.C., August, 1970, p. 6.

CHAPTER X

SOUTHERN INTERIOR SAWMILL JOB EVALUATION: JOB FACTORS AND WAGE CURVE

The job evaluation plan for the B.C. Interior sawmill industry was developed jointly between the Industry and the respective Local Unions of Regional Council No. 1, I.W.A. The related Manual, Wage Curve, and Administrative Procedures were negotiated to form an integral part of the contract presently in existence between the Parties. The plan is technically known as a Factor Comparison-Points System and as such is administered jointly by an equal number of evaluators employed respectively by the Industry and by the Union. The basis of the plan is formed by a personal interview with an incumbent which results in a Job Study Record, completed and reconciled jointly between the Industry and the Union for each category covered by the plan. The purpose of the design and the administration of the plan is to determine the relative point value of an individual job category within a B.C. Interior sawmill operation in comparison with other categories within that specific operation and in relation to comparable categories within

the B.C. Interior sawmill industry generally. The determination of these relative point values is the joint responsibility of the afore-mentioned Evaluators and is based upon:[25]

(1) "on site" observation of categories for which completed and reconciled JOB STUDY RECORDS have been submitted,

(2) application of the appropriate degree for each of the factors contained in the Manual.

The factors contained in the Manual are thirteen in number (as opposed to eleven in plywood) and fall into four major groupings as follows (the same as plywood):[26]

A. Knowledge and Skill
B. Effort
C. Responsibilities
D. Job Conditions

However, the relative weightings of the Interior sawmill plan deviated significantly from those of plywood:

	Plywood	Interior Sawmill
A. Knowledge and Skill	34.3%	20.1%
B. Effort	21.6	16.8
C. Responsibilities	34.3	56.7
D. Job Conditions	9.8	6.4
	100.0%	100.0%

By greatly increasing the emphasis on the Responsibility factors, specifically on Lumber Recovery

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[25] Interior Sawmill Industry Job Evaluation Manual, December, 1971, pp. 1-2.

[26] Ibid.

and Production Flow, I believe the Southern Interior Sawmill Evaluation has opened new doors in industrial relations. Recognition that the responsibility for increasing and/or maintaining Recovery and/or Grade, and that the degree of influence exercised by the job function over interrelated job functions were important factors, indicated to management that Job Evaluation is a worthwhile technique.[27] Provision to include such production-related factors has to make Job Evaluation more tolerable to management.

On the other hand, de-emphasis of the Knowledge and Skill factors, particularly Education, makes Job Evaluation more acceptable to the Union. Most significantly, it indicates to the writer that there is some room for compromise and co-operation in Job Evaluation schemes. I wholeheartedly support this shift in philosophy on both sides, and strongly recommend that the proposed Coast Sawmill Job Evaluation program be rewritten and revised incorporating similar changes.

In illustrating the groups and factors chosen for the Interior Sawmill Evaluation, I have contrasted them to the Plywood Evaluation:[28]

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[27]Lorne Fingarson, Interview with the Writer, Nov. 18, 1972.

[28]Plywood Industry of B.C. Job Evaluation Manual, Amended August, 1971.
Interior Sawmill Industry Job Evaluation Manual. December, 1971.

A. Knowledge and Skill factors which indicate a requirement for specific knowledge and skill on the part of the individual who fills the job.

Plywood Evaluation	Interior Sawmill Evaluation
1. Education	1. Job Knowledge
2. Experience	2. On-the-Job Experience
3. Complexity of Duties	3. Manual Skill
4. Manual Dexterity	

I believe the Interior factors represent an improvement over the Plywood scheme because they are fewer in number, are more specific, and eliminate the general categories of "Education" and "Experience".

B. Effort factors which take into account the demands of the job in physical exertion and in judgment as well as visual effort.

Plywood Evaluation	Interior Sawmill Evaluation
5. Physical Demand	4. Physical Effort
6. Mental and Visual Demand	5. Visual Effort
	6. Judgment

Retention of Physical Demand as a factor was a sound decision for Interior Sawmill Evaluation. Marked improvement was forthcoming by dividing Mental and Visual Demand into Visual Effort and Judgment, two distinct processes.

C. Responsibilities. The factors in this group appraise the responsibilities which are inherent in the performance of the job.

Plywood Evaluation	Interior Sawmill Evaluation
7. Responsibility for Supervision	7. Lumber Recovery
8. Responsibility for the Safety of Others	8. Production Flow
9. Responsibility for Materials, Equipment, and Products	9. Equipment (a) Mobile (b) Stationary (c) Auxiliary
	10. Safety of others
	11. Contacts (a) external (b) internal

It is in the area of Responsibilities that the Southern Interior Sawmill Evaluation Plan made the greatest improvement over its predecessor. The category is more specific, relates more directly to production, (and therefore, to dollars and cents for management) and, is weighted relatively heavier (56.7% versus 34.3%). Two criticisms; I believe Safety should be a part of JOB CONDITIONS rather than Responsibilities, and the factor "Contacts" is vague.

D. Job Conditions. These factors appraise the conditions of the job from the worker's point of view. The analysis is in terms of the disagreeable aspects of the job.

Plywood Evaluation	Interior Sawmill Evaluation
10. Hazards	12. Personal Hazards
11. Working Conditions	13. Personal Discomforts

Again, I think Sawmill Evaluation is more specific. Secondly, I agree that a relatively lower weighting (6.4%

versus 9.8%) indicates more preparation was involved in planning the newer Job Evaluation program. Appendix III describes the Interior Sawmill Industry Job Evaluation Manual and it presents the job factors in considerably more detail for the discerning reader.

The wage curve for Interior Sawmill Evaluation follows closely the format established by Plywood. However, it does have larger, more frequent increments. The differentials between successive point grades are four cents from grade one to two, five cents from grade two to four, six cents from grade four to ten, eight cents from grade ten to twelve, ten cents from grade twelve to fourteen, twelve cents from grade fourteen to seventeen, and fourteen cents from grade seventeen to nineteen[29] (see Point-Grade-Rate Chart and accompanying graph).

This plan was in effect a percentage differential program, as the increments increased with the total number of points in order that greater skill jobs should have increased money value relative to low-level jobs. At the time, neither side was willing to move to the percentage increase and break tradition with the historically negotiated, across-the-board, equal money increases. Recently however, the Celgar plant in Castlegar negotiated

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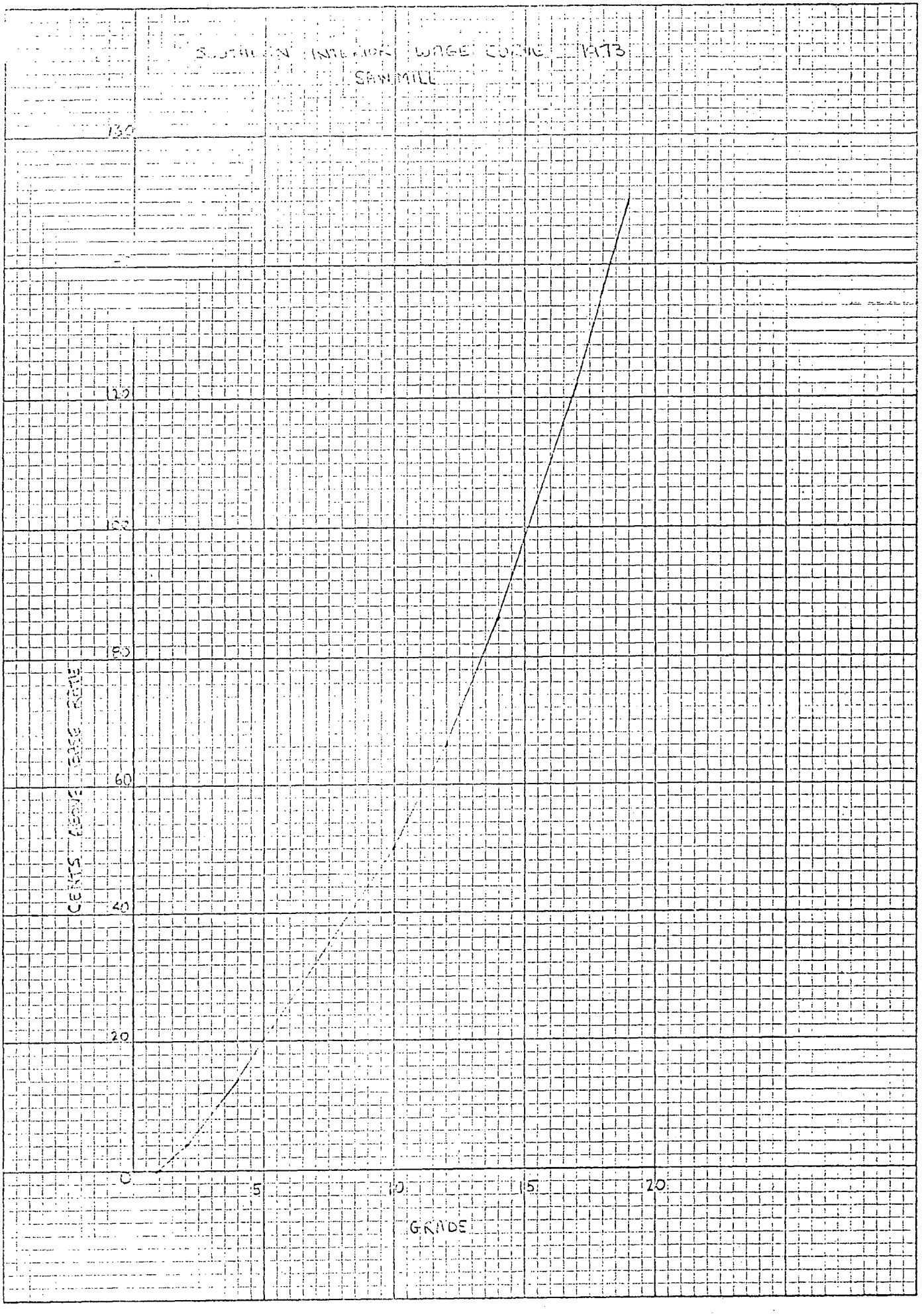
[29]Interior Sawmill Job Evaluation Program: Point-Grade-Rate-Chart, December, 1971.

INTERIOR SAWMILL INDUSTRY JOB EVALUATION PROGRAM

POINT - GRADE - RATE - CHART

POINTS	GRADE	RATE
0 - 80	1	Base Rate
81 - 110	2	Plus $0.04
111 - 150	3	Plus $0.09
151 - 200	4	Plus $0.14
201 - 250	5	Plus $0.20
251 - 310	6	Plus $0.26
311 - 370	7	Plus $0.32
371 - 430	8	Plus $0.38
431 - 490	9	Plus $0.44
491 - 550	10	Plus $0.50
551 - 620	11	Plus $0.58
621 - 690	12	Plus $0.66
691 - 760	13	Plus $0.76
761 - 830	14	Plus $0.86
831 - 900	15	Plus $0.98
901 - 970	16	Plus $1.10
971 - 1040	17	Plus $1.22
1041 - 1110	18	Plus $1.36
1111 - 1180	19	Plus $1.50

SOUTHERN APPALACHIAN LUMBER CODE 1973
SAWMILL



a percentage differential wage curve (average 2.25% [illegible] which may have set a precedent for future Job Evaluation plans to follow.

Since Plywood Evaluation no longer has to operate in isolation within the larger framework of B.C.'s forest industry, it becomes less important that the policy for establishing differentials between groups should be essentially the same as that which governs differentials between jobs of different levels in logging and sawmilling (on the coast). It is my personal belief that in the long run, the percentage differential and percentage increase are more equitable and certainly more defensible. If the Union continues to push for it, percentage differential will very likely be established in the B.C. Coast Sawmill Evaluation Plan.[31]

The following table illustrates the point range and increments established from the most recent contract negotiations:

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[30]Maurice Walls (Plywood Evaluator, I.W.A.), Interview with the Writer, March 2, 1973.

[31]Lorne Fingarson, Interview with the Writer, March 1, 1973.

POINT RANGE INCREMENTS

The point range and increments for the 20 groups are as follows:

Wage Group	Points Range	Increment as a percentage of base rate	Resulting Increment July 1/72	Resulting Increment July 1/73	Resulting Rates July 1/72	Resulting Rates July 1/73
1	0-60	-	-	-	Base rate	Base rate
2	61-80	1.00	.04	.04	4.125	4.49
3	81-110	1.14	.05	.05	4.175	4.54
4	111-150	1.28	.05	.06	4.225	4.60
5	151-200	1.42	.06	.06	4.285	4.66
6	201-250	1.56	.06	.07	4.345	4.73
7	251-310	1.70	.07	.08	4.415	4.81
8	311-370	1.83	.07	.08	4.485	4.89
9	371-430	1.97	.08	.09	4.565	4.98
10	431-490	2.11	.09	.09	4.655	5.07
11	491-550	2.25	.09	.10	4.745	5.17
12	551-620	2.39	.10	.11	4.845	5.28
13	621-690	2.53	.10	.11	4.945	5.39
14	691-760	2.67	.11	.12	5.055	5.51
15	761-830	2.81	.11	.13	5.165	5.64
16	831-900	2.95	.12	.13	5.285	5.77
17	901-970	3.08	.13	.14	5.415	5.91
18	971-1040	3.22	.13	.14	5.545	6.05
19	1041-1110	3.50	.14	.15	5.685	6.20
20	1111-1180	3.50	.14	.15	5.825	6.35

Source: John Houston, I.F.L.R.A., July, 1972.

CHAPTER XI

SOUTHERN INTERIOR SAWMILL JOB EVALUATION: ANALYSIS

At this stage the full impact of the application of Job Evaluation to the sawmill section of the industry in the Interior is not apparent. By April 1, 1973, some 50 plants should be operating under the plan, but until the plan is completely installed all the benefits will not be apparent. Beginning on April 1st, the first wholesale re-evaluation and revision begins to see if any job factor, degrees, groups, etc. require a major overhaul.

In January, 1973, I.W.A. Evaluators and I.F.L.R.A. Evaluators resolved the nagging problem of mobile equipment by increasing the points total from 240 to 310. This significantly reduced the red circle rate for the overall Interior Sawmill Evaluation, and provided the first real test of management-union collaboration over evaluation. I believe the re-evaluation will prove successful because it reduced the red circle rate making the plan more tolerable to the union; it satisfied management's desire to see expensive heavy equipment being operated by more satisfied, skilled operators; and it recompensed an area

which was obviously undervalued in the initial evaluation. Another benefit may accrue in the East Kootenay area, where a problem has arisen through the higher paying construction industry's practise, "siphoning off" forest industry heavy equipment operators.[32]

At this stage, it is evident that several significant advantages will accrue to the union from Job Evaluation. As indicated in the tables in Chapter IX (Distribution of Test Study Jobs), the plan will distribute the jobs further along the wage scale than at present. "This result can only be effectively produced with a tool such as job evaluation, and the best efforts of rate revision will not duplicate the effect."[33] I must concur. The preceding statement definitively illustrates that Job Evaluation is worthwhile as a technique in union-management relations. I cannot think of another single method which could encompass such a large geographical area, or such a large (7,000 people) and diverse work force. "Job Evaluation may not be the best technique developed thus far but I defy you to show me a better one!"[34] For example, detailed work measurement combined

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[32]Tony VanderHeide, Interview with the Writer, March 2, 1973.

[33]Lorne Fingarson, Interim Report on Sawmill Job Evaluation in the Interior Locals of B.C., August, 1970, p. 7.

[34]Wyman Trineer, Interview with the Writer, Feb. 22, 1973.

with method study to set up "work synthetics" may in fact be better but is very expensive and disruptive in the short run.

A major factor which contributed largely to the plan's success revolved around its design and the weighting of the factors. Some consideration was given given to traditional relationships between jobs in other areas than the interior as coast wage patterns were taken into account. As a result of this broader base, many long standing inequities in relationships that have persisted over the years, despite the active and dedicated efforts of local union personnel and I.F.L.R.A. negotiators, will be in the main, corrected. Notable examples were the movement of the wage levels of carrier drivers and fork lift operators, graders, and planermen who have historically received relatively lower pay in the interior than their counterparts on the coast. In addition, with the existing job structure, a negotiated wage curve will produce significant increases for many jobs. In particular, green chain pullers, who have always received base rate, received an increase due to being re-evaluated in Group 2.

As far as attitudes towards Job Evaluation are concerned, I believe it is safe to say that the employers and their association, The I.F.L.R.A., regard

job evaluation either favourably or more or less indifferently. While it cannot be said that employers generally are strongly in favour of job evaluation, there also appears to be little opposition by employers to the method. They are willing to pay for "peace at a price".[35]

Strangely enough, the position is not entirely different on the trade union side. There does not appear to be any single or over-all union attitude or policy towards job evaluation. However, it is not fair to say that among the unionists there is a great deal more in the way of frank opposition to the method than among the employers. In certain situations trade unions have strongly criticized the method as such. Thus, according to a manual printed by the International Association of Machinists in the United States (forerunner to the B.C. Forest Industry Job Evaluation plans)[36], Job Evaluation had three serious restrictions:[37]

I. Basically, job evaluation tends to limit collective bargaining. This reflects itself in the following ways:

(1) It tends to freeze the wage structure and thereby creates an obstacle to the

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[35]John Houston, Interview with the Writer, Feb. 23, 1973.

[36]Lorne Fingarson, Interview with the Writer, Nov. 18, 1972.

[37]International Association of Machinists (Research Department), What's Wrong With Job Evaluation. Washington, D.C., 1954, pp. 3-5.

correction of inequities. It restricts the right of negotiating on a rate of pay for each job year after year. It usually limits negotiations to bargaining for a fixed amount or fixed percentage for all jobs, or establishing rates of pay through some "predetermined formula" that usually does not result in equitable treatment for all.

(2) It fails to consider all forces which determine wages, such as supply and demand, other contract or area rates, etc.

(3) It tends to create a barrier between the employee and his understanding of his own job rate, because his rate is set in a manner not understood by him.

(4) It tends to disregard the ability of the individual.

(5) It places a ceiling upon wages which is contrary to a traditional objective of organized labour.

(6) It disregards compensation for loyalty, i.e. years of service, etc.

(7) It tends to dilute traditional skills, creating many new occupations and many new classifications and thereby reducing wages.

(8) It affects the seniority of employees by the creation of additional classifications.

(9) It makes the promotion of employees into higher-paying jobs considerably more difficult because of the limiting characteristic of job descriptions.

(10) It provides the company with a tool to downgrade employees during times of cutbacks.

To comment, briefly, I believe that the majority of these concepts are outmoded and outdated. The two sides had the foresight to take these objections into

consideration and accordingly, incorporated solutions in the plan. For instance, a clause providing for periodic re-evaluation was inserted in the contract to prevent freezing of the wage structure. The I.W.A. has been historically cognizant that supply and demand in the forest products sector determines wage increases to a large extent. The Southern Interior Evaluation was preceded by a number of seminars to acquaint individual employees with evaluation and what it meant to them as individuals. The plan recognizes seniority and the individual's abilities through Knowledge and Skill factors. Construction of the plan to encompass retention of the traditional skills provided little dilution of these skills and yet some new occupations and classifications were introduced. No job went down in wage rate.

II. Job Evaluation presents a threat to the stability of the Union organization because of the following:[38]

(1) It necessitates the constant attention of additional trained representatives, thereby increasing the cost of representation to the Local, the Regional Council, and ultimately, Union Headquarters.

(2) It provides management with a tool to play one group of employees against another.

(3) It creates dissension within the Locals where all firms do not have job evaluation. It tends to hamper the efforts of the Local in establishing uniform area rates.

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[38] Ibid.

(4) It tends to place the responsibility upon the union for inequities that are not properly corrected since the union accepted the job evaluation plan and must, therefore, share in its shortcomings.

(5) It compels the continuing and almost impossible task of educating job study committees and shop stewards in the many ramifications of the job evaluation plan in effect.

(6) It encourages management of different plants to work together and provides them with a basic method to achieve jointly desired results in the determination of wages; it strengthens management's opposition to the wage demands of the union.

To comment, job evaluation at no time ever presented a threat to the stability of the union organization. Management and union participated equally in a situation where trust prevailed, at least to the extent it can in labour-management relations. Each side realized, accepted, and was prepared to train and equip full-time Evaluators to oversee implementation and administration of the plan. Therefore, the cost was not "additional" in the sense outlined above. Management was directly inactive in the plan; the I.F.L.R.A. hired trained experts to carry out pre-stated goals and objectives of management.

As far as dissension and inequities are concerned, the union was the body, through the far-sightedness of Wyman Trineer, that prompted the investigation of job evaluation's merits and pushed to have it adopted. The

problem of education and familiarization with the plan is an arduous one, but by no means impossible. With respect to strengthening management resistance, I think this is a fallacy, and perhaps "defines" is a better word to use because the union can define the range and limits which management is looking at, and thereby spend their time in bargaining on more fruitful negotiations.

III. The effects of job evaluation upon the general welfare of our society are detrimental:[39]

(1) It affects the supply of skilled workers by tending to discourage bona-fide apprenticeships and, therefore, reduces the reservoir of over-all skilled workers so that in the event of a future crisis a serious shortage of skilled manpower would result.

(2) Job evaluation does not promote industrial harmony.

(3) The method is not really scientific as it does not fully account for all the relevant factors which determine equitable wages.

(4) It is so complex that it is largely incomprehensible to the workers and disturbs labour-management relations.

(5) It is insufficiently adaptable to the dynamic elements of our economy as they affect the process of wage determination because it seeks to substitute would-be technical standards for market forces as reflected in collective bargaining.

I disagree with some of these statements which are at best repetitive and contradictory anyway. Job

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[39] Ibid.

evaluation is only scientific to the extent that it is objective. Before the introduction of job evaluation it was possible, and even customary, to fix wages for particular workers or jobs in an arbitrary, highly subjective fashion. The Joint Evaluation Committee now ensures permanent participation by workers' representatives on an equal basis with those of industry. While day-to-day negotiations and compromise are not harmonious, society can benefit through long-term industrial harmony which job evaluation provides. I do not believe job evaluation seeks to replace the elements of the competitive market place, rather it attempts to provide some focus through which market forces can be evaluated and, subsequently, through which wages can be increased.

Certain other problems had to be overcome to implement Southern Interior Sawmill Job Evaluation. The primary task of I.W.A. leaders is to safeguard and promote the well being of their membership. Secondly, the leaders are responsible for the growth of the organization they represent; this may be affected by a variety of forces, including action by employers, rival trade unions, or, as is the case with the I.W.A., conflicting sectional interests within the union itself (generally called factionalism). This factor influences the union leadership, particularly in its strategy and tactics in the

important field of wage negotiations and thereby contributes to the shaping of its attitude towards job evaluation. The stated objections against job evaluation by certain union personnel do not hold water when joint consultation and collective bargaining are two major features of Interior Evaluation. Indeed, it is difficult to see how, in cases where such machinery exists and operates effectively, job evaluation could ever be applied as a means of unilateral wage-fixing by the employer.

However, this does not preclude the fact that job evaluation raised certain problems for the I.W.A. Apart from the sheer novelty, complexity, and unpredictability of its results, the existing wage structure changed and the membership reacted to the changes. A problem has arisen, as it did in Plywood Evaluation, with the membership's lack of understanding why their representatives are following an entirely new, slower method of dealing with their urgent and legitimate wage claims. However, the logistics of this problem have been largely cleared up by having Local representatives and Management at the plant level draw up and revise the tedious Job Description Forms, thereby leaving the Evaluators free to work on rate revision. This has been accomplished by placing increased responsibilities on job evaluation technicians but not at the expense of the I.W.A. union leaders.

Formal acceptance of evaluation rules governing relative wages has tended to restrict the scope for manoeuvrability in negotiations--but it has done so equally for both sides. In view of the general trend towards mechanization and automation in Interior sawmills, this has led to reduced importance of physical effort in jobs and, in some cases, has led to a reduction in skill requirements. The Evaluation Committee neatly side-stepped the problem by placing the emphasis on dollars and cents factors, i.e., Recovery and Production Flow. In addition, increased productivity has enabled the union to negotiate higher general wage increases.

A number of attractive conditions have helped to make I.W.A. participation in job evaluation favourable:[40]

(1) The union is relatively well established, or even entrenched in B.C., and feels reasonably secure.

(2) The leaders of the union are now in a position to commit themselves as the risky, organizing phase of the scheme is over.

(3) The leadership's authority among the membership is not seriously disputed.

(4) The scheme has been simplified as much as reasonably possible.

(5) Implementation was a joint undertaking.

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[40]International Labour Organization, Job Evaluation. Geneva, 1960, pp. 109-111.

(6) Job description and job rating remain a joint undertaking.

(7) The process of job evaluation ceases with job classification; the determination of wage rates remains a separate subject of collective bargaining.

(8) The system has been designed and operated to allow a degree of flexibility in handling a large number of special considerations to be taken into account.

The fact that the method has been useful as a device for wage adjustment is largely because it attempts to base wage differentials on considerations that are not purely technical, but have, in some degree at least, an ethical basis. Job Evaluation has sought to give practical expression to two principles of fairness that are so widely recognized that they cannot be regarded as "mere subjective assertions" inspired by group interests, namely: equal pay for equal work, and differential reward in accordance with discernible differences in the sacrifices that the performance of productive work requires in terms of education, training, personal application, and the endurance of adverse conditions.[41]

What remains of course is cost--the amount in dollars and cents to implement and administer Job Evaluation in Southern Interior sawmills. Management indicated, in 1967 and again in 1969, that 6.9 cents per man per hour was the cost which its Evaluators should strive to achieve.[42]

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[41] Ibid., p. 112.

[42] Houston, Interview.

In fact, they brought in a figure of 4.7 cents (as indicated in Chapter IX) and a red circle rate of 19.1%. Recall that these figures represent implementation cost only expressed in terms which management can utilize in comparing increased costs to productivity.

From my experience, these figures do not mean as much to either union or management as they might indicate. When the need for a method of wage determination became pressing enough, then it was bilaterally agreed to study job evaluation, and the plan was utlimately adopted. They had no idea of the actual costs involved. Investigation and implementation of the Plywood Evaluation scheme has cost about $70,000 in the period 1955-1959.[43] However, the parties to the scheme realized that it was less than a quarter of the size, in work force numbers, of the proposed Sawmill Evaluation.

Presumably, management bears the majority of implementation costs, although neither side would publicly admit that, but the union remains concerned because any evaluation scheme can be scrapped if costs become prohibitive. In addition, the costlier the implementation, the costlier the administration. Therefore the I.W.A. had a stake in seeing that Sawmill Evaluation implementation costs remained tolerable.

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[43]Fingarson, Interview.

Costs of installation in the Sawmill scheme eventually ran close to $250,000 with industry footing 75% of the bill. This figure included $150,000 during the developmental phase, approximately 75% of which was wasted on procrastination, poor planning, etc.[44] Administration costs are expected to run in the area of $20,000-$25,000 yearly, on a strict cost sharing basis with each side paying their own wages, salaries, materials, and travel. It has been anticipated that Coast Sawmill Evaluation will cost in excess of $500,000. I reiterate, evaluation will be undertaken when bargaining becomes too burdensome and intolerable for the parties to continue any longer. Therefore, cost, which is a primary tolerance factor, will not be the first consideration. It has been said, "these men of good faith will negotiate seriously as long as their ox isn't being gored."[45] However, when that crisis level is reached and simple, direct bargaining appears to be achieving nothing, either job evaluation will be negotiated and undertaken as the basis for agreed settlement, or, as occurred in the 1972 Coast negotiations, bargaining will break off and third party intervention will result, as has so often been the case in the recent past (1966; 1970).

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[44] Ibid.

[45] Clive McKee, Interview with the Writer, March 1, 1973.

This brings the existing "state-of-the-art" of B.C.'s forest industry up to date; now we can turn to the Coast, Sawmilling and Logging, to determine what the future holds in store.

CHAPTER XII

B.C. COAST SAWMILL AND LOGGING JOB EVALUATION: HISTORY

Having looked at Job Evaluation in Plywood and Southern Interior Sawmills, a logical projection is to determine if Job Evaluation is applicable to the B.C. Coast lumber industry. The sheer size of the industry on the Coast (28,000 workers versus 7,000 in Southern Interior) presents a huge stumbling block, but certain other considerations indicate to the writer that Job Evaluation would, indeed, benefit B.C.'s Coastal operations.

One feature stands out above all others in the B.C. Coast lumber industry, namely, the inordinately high incidence of industrial conflict compared to other industry in the province. One would expect that after a quarter of a century of bargaining on a regional scale, union-employer relations would by this time be "mature". In fact, however, such relations are anything but mature, stable, or harmonious.[1] The disproportionate numbers of

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[1]Stuart Jamieson, "Multi-Employer Bargaining: The Case of B.C. Coast Lumber Industry," Relations Industrielles, Vol. 26, No. 1, January, 1971, pp. 149-150.

strike participants and days lost in the industry were to be accounted for mainly by a few large interest (political) disputes that were subject to legally required conciliation procedures in the negotiation of new agreements.[2] In the 1960's, however, the increasing incidence of wildcat strikes, especially in the logging sector, indicated that union and management were losing control of the bargaining process.

Preliminary studies were begun in the early 1960's, even before Southern Interior Sawmill Job Evaluation was contemplated, resulting in publication of a tentative manual in February, 1966.[3] This manual closely resembled that of Plywood Evaluation, encompassing four major groupings and ten factors. The plan encompassed Sawmilling and Logging. A total of 600 points were assigned (as opposed to Plywood and Southern Interior Sawmills where approximately one-half that number were used) in the belief that the many features, more or less special to the industry, could be better incorporated and recognized by the plan.

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[2] Ibid., p. 150.

[3] Job Evaluation Manual for Hourly Paid Jobs in the Sawmill and Logging Industry of the B.C. Coast, February 1966.

The initial plan was too broad as it attempted to resolve many of the sources of conflict peculiar to the Coast sector of the industry, including a high incidence of strikes due to such factors as:[4]

(1) the large proportion of transient single workers employed;

(2) the geographic and social isolation of workers living in one-industry towns or special districts in cities where they had little contact with other occupational groups or classes;

(3) the limited opportunities for a stable family life;

(4) and any other special hardships or limitations associated with work in such industries.

A concensus of sentiment hostile to employers (particularly where there were absentee owners) dates back to the tradition of militancy and radical ideologies of the Industrial Woodworkers of the World (I.W.W.). Therefore, no job evaluation scheme could be successful approaching the B.C. Coast lumber industry, which was characterized by a tremendous diversity in jobs, locations, conditions, and scale, from a very broad, general direction as this initial plan had attempted.

A scientific approach to such matters as job descriptions, negotiated rates of pay, union structure and jurisdiction, and the appropriate areas for collective

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[4]Jamieson, "Bargaining," pp. 150-152.

bargaining was required.[5] Consequently, a second manual was drawn up in April, 1969[6], still encompassing 600 points but drastically altering the distribution of values among the four major groups (see Chapter XIII) and considering sawmilling only. The new manual attempted to consider the special nature of the Coast lumber industry.

> "Logging and lumbering operations vary in size from large camps employing hundreds of men, to small operations employing only a handful. In the former case, there is a high degree of specialization and division of labour, with dozens of job classifications, each paying a different wage according to degree of skill, etc., while in the smaller operations every worker has to be a sort of "jack of all trades". Discrepancies are frequent in such situations, and give rise to disputes and wildcat strikes."[7]

Where there formerly existed a great division between Coast and Interior operations, the gap was rapidly being closed. In previous years logging and lumber operations on the Coast had differed from those in the interior regions of the Province in many respects: climatic and topographical conditions, size and species of trees, techniques of logging, size and scale of saw-

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[5] Ibid., pp. 152-153.

[6] Job Evaluation Manual for Hourly Paid Jobs in the Sawmill Industry of the B.C. Coast, April, 1969.

[7] Jamieson, "Bargaining," p. 153.

milling operations, markets, and types of labour employed. By the late 1960's a growing similarity had developed in the lumber industry in these different regions in the province, resulting from; improved transportation facilities, growing competition in some of the same markets, adoption of similar techniques and equipment that favoured large scale operations, and a provincial government forest policy that encouraged concentration of operations in the hands of large integrated concerns.[8]

> "This growing similarity and competition were manifested in a protracted strike of logging and sawmilling workers in Southern Interior of B.C. in 1967, in which the central issue was the demand for wage parity with their counterparts of the Coast."[9]

In the opinion of this writer, that strike did more than any other single event to provide an impetus for job evaluation in all sectors of B.C.'s lumber industry. The demand for wage parity in the Interior, which would have involved significant wage increases (approximately $1 per hour), was obviously unreasonable from management's point of view, however, it did serve to stress the need for a technique such as job evaluation to put wage determination in perspective. Shortly afterwards, the Interior began installation of their plan in earnest and the Coast started to take the issue much more seriously.[10]

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[8] Ibid.

[9] Ibid.

[10] Lorne Fingarson, Interview with the Writer, Feb. 21, 1973.

The need for job evaluation on the Coast is enhanced by the trend towards growing integration into large concerns in both the Coast and Interior sectors. There are prevailing trends in technology and markets, coupled with provincial government forest management license policy, which encourage large concerns to acquire control over an increasing proportion of forest resources. In addition, they are using an increasing share of their logging output for products other than lumber (e.g., pulp and paper, rayon, hardboard, and other fibres). Close integration becomes attractive when wood chips and slabs from sawmills are used in the manufacture of such products. This trend tends to generate jurisdictional problems leading to pressure for closer cooperation between the I.W.A. and the unions of pulp and paper workers.[11] However, while the employers continue to integrate, they have exhibited considerable hostility towards similar tendencies on the part of the unions. It seems likely therefore, that in the interests of preservation of their existing structure, the unions will continue to fight for job evaluation on the B.C. Coast in place of union combinations, integration, or competition.

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[11]Jamieson, "Bargaining," pp. 153-153.

Job evaluation could contribute much to achieve a stable and rational climate for collective bargaining because of the basic instability of B.C.'s lumber industry. The lumber industry, like construction, is subject to severe seasonal and often unforeseen and erratic cyclical fluctuations in sales, prices, output, and employment. Ironically, these fluctuations in the lumber industry are a result of construction industry fluctuations in many instances. Lumber also faces the hazards of unpredictable climatic conditions that can shut down operations for extended periods. There are too the uncertainties of foreign markets, and allied changes in import quotas, exchange rates, etc., which have a major impact on an industry that exports three-quarters of its output to highly competitive markets. Finally, there has been a rapid rate of technological change in both major branches of the industry resulting in large-scale displacement of labour.[12] These sources of uncertainty and insecurity, particularly for labour make it imperative to develop a structure which would produce a more rational and stable climate for collective bargaining and the administration of agreements desired. Job evaluation is tailor-made for this purpose.

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[12] Ibid., p. 154.

Historically, Coast lumber, in collective bargaining and industrial relations, has operated within a narrow "orbit of coercive comparison",[13] inseparably linked to two other major industries in the province, construction and pulp and paper. Average weighted hourly wage rates in construction have increased from approximately 25¢ an hour over forestry and sawmilling in 1949, to $1.00 above today. Similarly, labour rates in Coast lumber compare unfavourably with rates in the pulp and paper industry.

> "While the former group suffers job insecurity, frequent layoffs, and declining employment opportunities in the long run, the latter have generally enjoyed stable, year-round operations, and a rapid and almost continuous increase in employment, with favourable prospects for the future. Average hourly rates in pulp and paper have also remained somewhat higher, and have risen at about the same rate as in logging in sawmilling over the past two decades. Where lumber and construction have been "strike prone", pulp and paper has remained relatively strike free. The bargaining policy has been to wait until negotiations in Coast lumber have been settled, with or without a strike, then to settle for roughly the same percentage increases."[14]

It would appear that job evaluation, which takes into consideration extraneous influences, industries, job categories,

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[13] A.M. Ross and P. Hartmann, Changing Patterns of Industrial Conflict, New York, 1960: cited in Jamieson, pp. 154-155.

[14] Jamieson, "Bargaining," pp. 157-158.

etc., could do much to remove the stigma of lumber workers serving as "stalking horses"[15] for pulp and paper workers, and at the same time avoid costly strikes in the lumber industry itself.

Most union and management spokesmen[16] appear to agree that one of the major problems of collective bargaining in B.C. Coast lumber lies in the constitution, organization, and internal politics of the I.W.A.:

> "The union is too democratic in structure and procedures to function effectively in a multi-employer bargaining system, in an industry that is becoming increasingly centralized in its operations."[17]

The constitution of the I.W.A. guarantees a high degree of autonomy among its Regional Councils. In turn, there is a high degree of autonomy among B.C.'s major Locals (9 on the Coast) in relation to the District Executive. This autonomy is a direct result of a variety of factors:[18]

(1) the constitution of the I.W.A.

(2) government policies regarding certification and decision-making by union locals

(3) the structure of the industry

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[15] Ibid., p. 158.

[16] Field notes and interviews (unnamed).

[17] Jamieson, "Bargaining," p. 158.

[18] Ibid., p. 159.

(4) the division of labour which the structure has created

(5) the special traditions, ideologies, and attitudes of various major occupational groups in the industry's labour force.

In particular, there has been a long tradition of a radical democratic ideology among the Loggers Local 1-171 (with some 6,000 members between the U.S. border and the Arctic Circle), together with suspicion of central authority since sawmill workers have tended to dominate the top executive positions. At one time this attitude was expressed as a matter of pride in their craft as primary workers, and was generally displayed in the form of contempt for inside, processing workers.[19]

The largest local of the I.W.A. on the B.C. Coast is 1-217, comprised mainly of sawmill workers in Vancouver. Traditionally, the top executives from this strong local have been even more radically-oriented in ideology and policy, expressing strong opposition to the District Executive and running as opposition candidates in elections for District Executive positions.

In brief, the I.W.A. in B.C. is made up of a few large local unions with strong and outspoken leaders, and a number of smaller, more complaint ones. This

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[19] Ibid.

structure in itself tends to generate intense "factionalism"[20] and struggles for power to control policy at the District level. The "internecine" conflicts of the I.W.A. are such that the union cannot function with full effectiveness in the negotiation or administration of industry-wide collective bargaining. In the face of growing centralization and integration from the employer side, as described earlier, the union remains divided, decentralized, and disorganized.[21]

Job evaluation is a logical method, as a natural extension of existing collective agreements, for the I.W.A. to function with increased effectiveness in negotiating higher wages for the membership. Evaluators, reporting to the Job Evaluation Joint Committee, will serve to free the top executives from some of the endless bickering and arguing which now surrounds negotiations. By assuming the administrative function, the Evaluators will provide evidence on which concrete, fair, and reasonably calculated wage demands can be formulated by the Executive Committee of the I.W.A. Perhaps then it will be possible to eliminate excessive lost time spent on ridiculous wage demands of the $1.00 to $2.00 per hour variety, such as were made

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[20]Fingarson, Interview.

[21]Jamieson, "Bargaining," pp. 160-161.

in the summer of 1972, and concentrate instead upon the 25¢ to 50¢ range where final settlement is more likely to be attained.

Some of the most enlightened, public-spirited citizens of B.C. are top executives in the B.C. Coast lumber industry. On the other hand, B.C. lumber executives also include among their ranks, some of the most arrogant and reactionary employers that could be found anywhere. A long tradition of exploitation of labour and resources has certainly left a residue of senior management personnel, particularly in the larger firms, who are essentially anti-union in philosophy.[22] The industry presents a united front, however, with MacMillan and Bloedel "pulling the strings".[23] As a result, F.I.R. has very limited real autonomy and control over the policies of its members, functioning instead as a "mouthpiece"[24] which has limited effectiveness as a bargaining agent. If the association (F.I.R.) were itself laying down policy, job evaluation would almost certainly be implemented as it would make their job considerably easier. In fact, in February 1972, a third manual[25] was drawn up by F.I.R. in the hope that

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[22] Ibid., p. 162.

[23] Field notes and interviews (unnamed).

[24] Ibid.

[25] Industry Proposal for Coast Sawmill Job Evaluation Manual, February 3, 1972.

acceptance of job evaluation in B.C. Coast sawmills was getting closer. One of the most unfortunate events in the summer of 1972 negotiations was that job evaluation was "just that close" to being implemented before bargaining broke off and the industry went out on strike.[26]

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[26]Tony VanderHeide and Maurice Walls. Interview with the Writer, March 2, 1973.

CHAPTER XIII

B.C. COAST SAWMILLING AND LOGGING JOB EVALUATION: FACTORS AND WAGE CURVES

When Justice Nemetz was called in to settle the Coast forestry dispute in 1966, he recommended that job evaluation be implemented in sawmilling and logging since it had proved successful for the Plywood industry. Consequently, F.I.R. and the I.W.A. drew up separate unilateral proposals to suggest ways and means of implementing evaluation. The charts, tables, and graphs which follow are based on the F.I.R. plans; the I.W.A. would not disclose their proposals. However, it appeared that both sides followed closely the format used in the Plywood Evaluation Manual.[27]

F.I.R. drew up nine proposals for Logging Evaluation alone in the period 1966-67. At that time, settlement could not be reached with the I.W.A. on any single plan and Logging Evaluation has "flagged" miserably ever since.[28]

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[27] Field notes and interviews.

[28] Keith Bennett, Interview with the Writer, December 6, 1972.

It appears to be unanimously agreed that job evaluation is not suitable in the B.C. Coast Logging industry.[29] The nature of the industry creates major obstacles to the standardization and conformity which job evaluatuion attempts to impose: huge geographical area, many non union camps, numerous independent "gypo operators", discrepancies in size of operations, isolated nature of the industry, etc.

There is some evidence that F.I.R. did the great majority of the preliminary work and that the I.W.A. probably never took Logging Job Evaluation too seriously right from the beginning. The enclosed graphs and tables illustrate the thoroughness with which F.I.R. pursued the subject in the years 1966-1967.

The job factors used for Sawmilling and Logging Job Evaluation were identical and selected in terms of the general characteristics of the range of jobs to be evaluated. The factors selected for this study were ten in number and fell into four major groupings. The groups and factors were as follows:[30]

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[29]Frank Paul, Interview with the Writer, March 12, 1973.

[30]F.I.R., Job Evaluation Manual for Hourly Paid Jobs in the Sawmill and Logging Industry of the B.C. Coast, February, 1966.

A. Knowledge and Skill: factors which indicated a requirement for specific knowledge and skill on the part of the individual.
   (1) Experience (11.67%)
   (2) Education (6.67%)
   (3) Manual Skill (11.67%)

B. Effort: factors which took into account the demands of the job in mental and physical effort.
   (4) Mental Effort (13.33%)
   (5) Physical Effort (6.67%)

C. Responsibilities: factors in this group covered the responsibilities which were inherent in the performance of the job.
   (6) Responsibility for Material, Equipment, and Product (19.67%)
   (7) Safety of Others (8.33%)
   (8) Supervision of Others (10.00%)

D. Working Conditions: factors which allowed for the adverse environmental conditions within which the job is performed.
   (9) Hazards (6.00%)
   (10) Working Conditions (6.00%)

This manual was never acceptable to the I.W.A. because, I reiterate, it tried to establish too broad a base. Sawmilling and logging are different businesses although they are in the same industry group. The manual was revised slightly in 1969[31] but no major changes were made with the exception that Logging Job Evaluation was dropped altogether.

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[31] F.I.R., Job Evaluation Manual for Hourly Paid Jobs in the Sawmill Industry on the B.C. Coast, April, 1969.

TABLE : F.I.R.L. LOGGING JOB EVALUATION

PLAN WEIGHTINGS

PLAN I	WEIGHTING
Knowledge and Skill	35.0 %
Effort	21.7 %
Responsibility	30.0 %
Conditions	13.3 %
PLAN II	
Knowledge and Skill	30.0 %
Effort	20.0 %
Responsibility	38.0 %
Conditions	12.0 %
PLAN III	
Knowledge and Skill	33.6 %
Effort	20.8 %
Responsibility	32.8 %
Conditions	12.8 %
PLAN IV	
Knowledge and Skill	32.3 %
Effort	20.0 %
Responsibility	35.4 %
Conditions	12.3 %
PLAN V	
Knowledge and Skill	36.1 %
Effort	20.0 %
Responsibility	31.5 %
Conditions	12.4 %

Source: Keith Bennett (F.I.R.), Proposed Job Evaluation Point Rating System For the B.C. Coast Logging Industry, February, 1966.

TABLE : F.I.R.L. LOGGING JOB EVALUATION

EFFECTS ON PRESENT (1967) RATES

PLAN (Points)	Number of Jobs Up	(%)	Number of Jobs Down	(%)	Number of Jobs Remaining Same	(%)	TOTAL	(100%)
IA (600)	12	(31.6)	23	(60.5)	3	(7.9)	38	
IB (600)	24	(63.2)	12	(31.6)	2	(5.2)	38	
IIA (600)	19	(50.0)	16	(42.1)	3	(7.9)	38	
IIB (600)	26	(68.4)	10	(26.3)	2	(5.3)	38	
IIIA (625)	19	(50.0)	16	(42.1)	3	(7.9)	38	
IIIB (625)	26	(68.4)	10	(26.3)	2	(5.3)	38	
IVA (650)	27	(71.0)	9	(23.7)	2	(5.3)	38	
VA (650)	27	(71.0)	9	(23.7)	2	(5.3)	38	
VC (650)	29	(76.3)	7	(18.4)	2	(5.3)	38	

Source: Keith Bennett (F.I.R.), Proposed Job Evaluation Point Rating System For The B.C. Coast Logging Industry, February, 1966.

F.I.R.L. LOGGING JOB EVALUATION

COMPARISON OF PLAN WEIGHTINGS

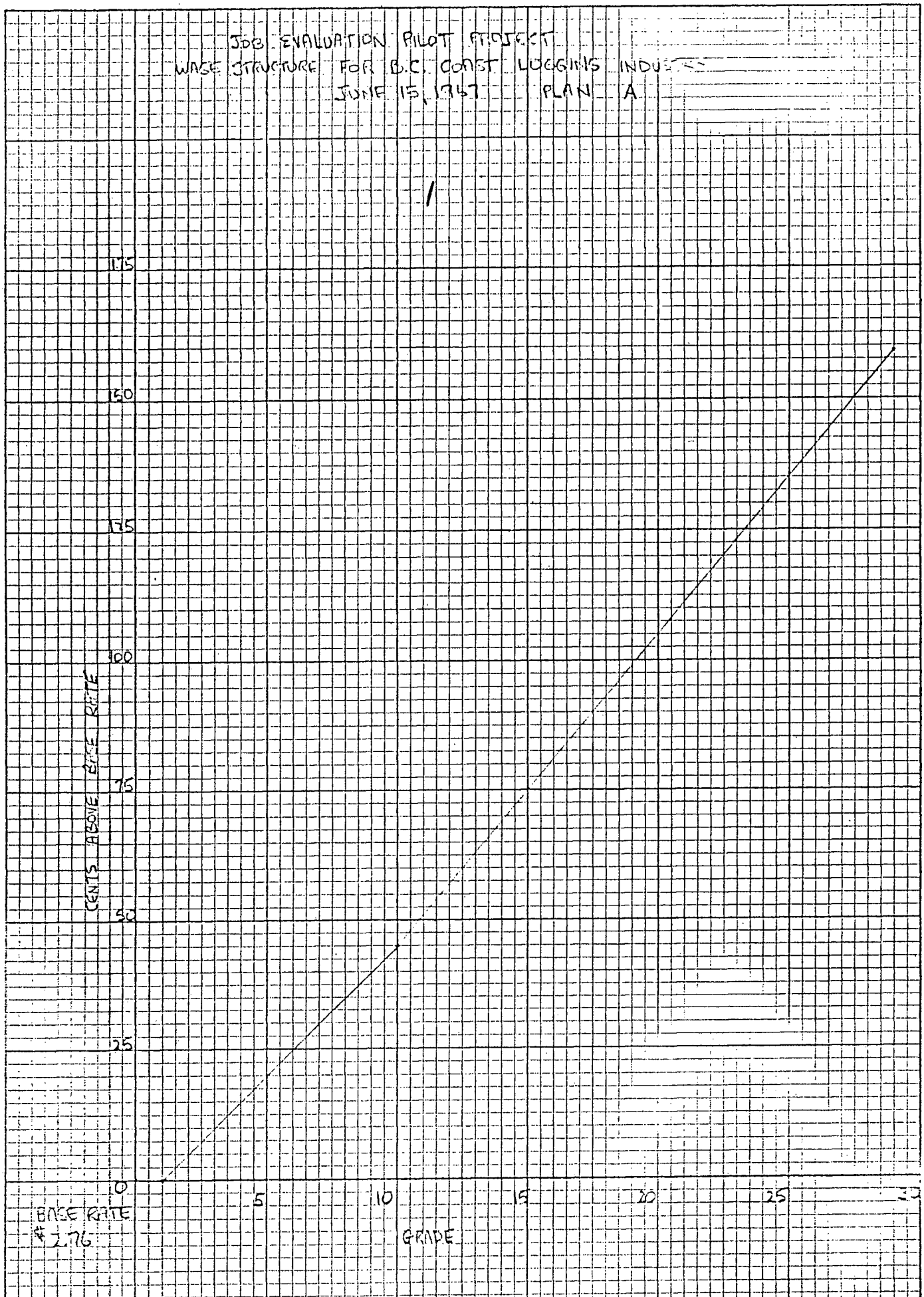
PLAN (Points)		KNOWLEDGE & SKILL				EFFORT			RESPONSIBILITY				CONDITIONS			
		Exp.	Ed.	Skill	% of Total	Mental	Physical	% of Total	Mat'l	Safety	Sup.	% of Total	Hazard	Adverse	% of Total	
(600)	I	80	60	70	35	90	40	21.7	70	50	60	30	40	40	13.3	
(600)	I	80	60	70	35	90	40	21.7	70	50	60	30	40	40	13.3	
A (600)	II	70	40	70	30	80	40	20.0	118	50	60	38	36	36	12.0	
B (600)	II	70	40	70	30	80	40	20.0	118	50	60	38	36	36	12.0	
A (625)	III	80	60	70	33.6	90	40	20.8	95	50	60	32.8	40	40	12.8	
B (625)	III	80	60	70	33.6	90	40	20.8	95	50	60	32.8	40	40	12.8	
A (650)	IV	80	60	70	32.3	90	40	20.0	120	50	60	35.4	40	40	12.3	
A (650)	V	80	60	95	36.1	90	40	20.0	95	50	60	31.5	40	40	12.4	
C (650)	V	80	60	95	36.1	90	40	20.0	95	50	60	31.5	40	40	12.4	

JOB EVALUATION PILOT PROJECT
WAGE STRUCTURE FOR B.C. COAST LOGGING INDUSTRY

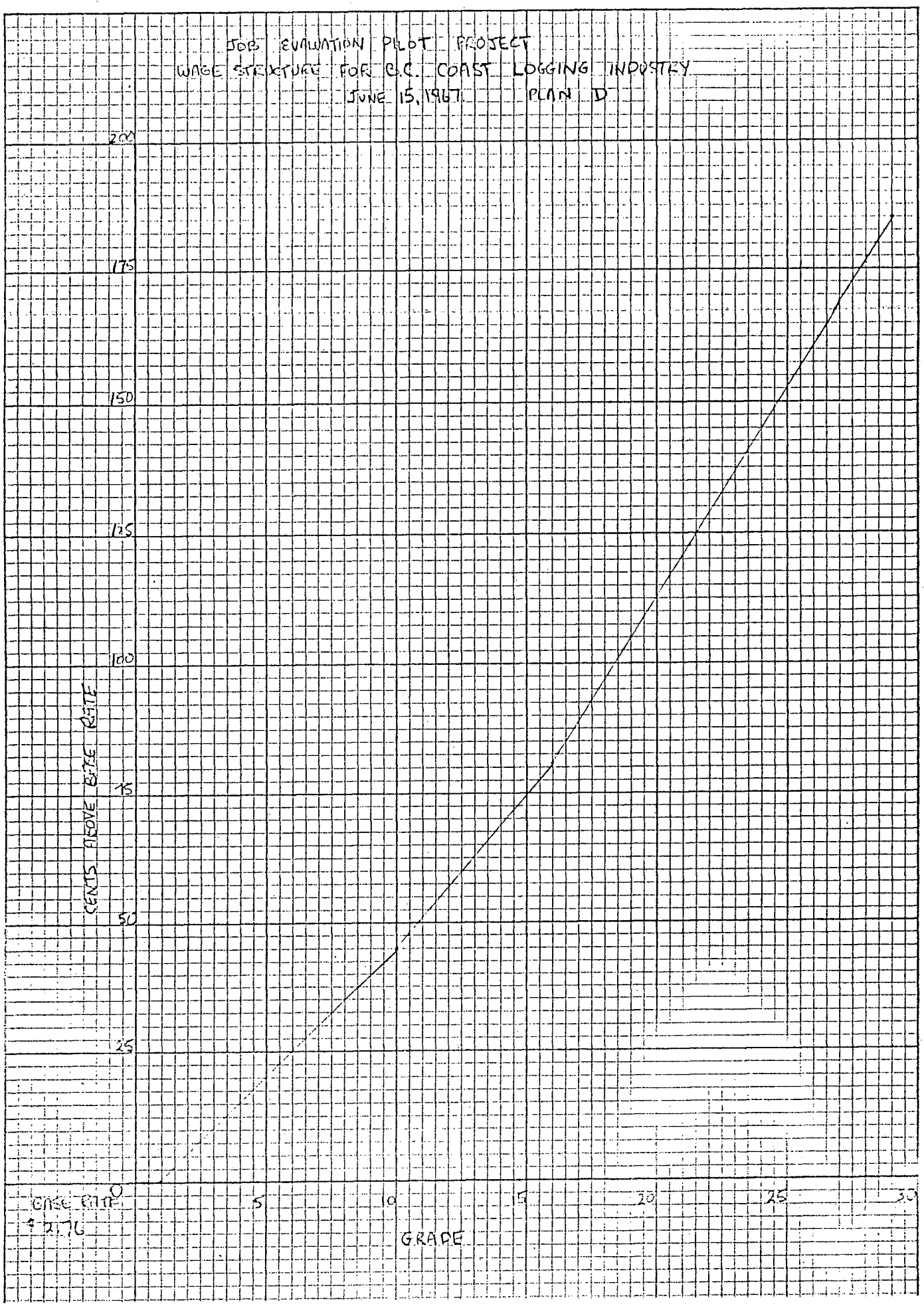
June 15, 19[illegible]

Grade	Point Range	A	B	C	D
1	0- 61	2.76	2.76	2.76	2.76
2	62- 71	2.81	2.82	2.82	2.81
3	72- 81	2.86	2.88	2.88	2.86
4	82- 91	2.91	2.94	2.94	2.91
5	92-101	2.96	3.00	3.00	2.96
6	102-111	3.01	3.06	3.06	3.01
7	112-121	3.06	3.12	3.12	3.06
8	122-131	3.11	3.18	3.18	3.11
9	132-141	3.16	3.24	3.24	3.16
10	142-151	3.21	3.30	3.30	3.21
11	152-161	3.27	3.36	3.38	3.27
12	162-171	3.33	3.42	3.46	3.33
13	172-181	3.39	3.48	3.55	3.39
14	182-191	3.45	3.54	3.64	3.45
15	192-201	3.51	3.60	3.73	3.51
16	202-211	3.57	3.66	3.82	3.57
17	212-221	3.63	3.72	3.92	3.65
18	222-231	3.69	3.78	4.02	3.73
19	232-241	3.75	3.84	4.12	3.81
20	242-251	3.81	3.90	4.22	3.89
21	252-261	3.87	3.96	4.33	3.97
22	262-271	3.93	4.02	4.44	4.05
23	272-281	3.99	4.08	4.[illegible]	4.13
24	282-291	4.05	4.14	4.[illegible]	4.21
25	292-301	4.11	4.20	4.78	4.29
26	302-311	4.17	4.26	4.90	4.37
27	312-321	4.23	4.32	5.02	4.45
28	322-331	4.29	4.38	5.15	4.53
29	332-341	4.35	4.44	5.28	4.61

JOB EVALUATION PILOT PROJECT
WAGE STRUCTURE FOR B.C. CONST LOGGING INDUSTRY
JUNE 15, 1967 PLAN A



JOB EVALUATION PILOT PROJECT
WAGE STRUCTURE FOR B.C. COAST LOGGING INDUSTRY
JUNE 15, 1967 PLAN D



BASE RATE
$2.76

At the time of writing another Manual[32] is being prepared, but point values, degrees, wage curve, etc. have not been established. The proposed Manual differs slightly from its predecessors of 1966 and 1969. A description of the factors and groups follows:[33]

A. Knowledge and skill factors.

(1) Job Knowledge: measures minimum time required to obtain specialized or practical knowledge in necessary related positions and/or technical schooling.
(2) On-the-job Experience: measures the minimum time required to develop a reasonable standard of "on-the-job" performance.
(3) Manual Skill: measures dexterity, agility, eye-hand coordination, and the skill to use precision tools.

B. Effort factors.

(4) Physical Effort: measures the intensity of the physical effort required
(5) Visual Effort: measures visual exertion required.
(6) Judgment: measures the requirements of the job for the exercise of resourcefulness and independent judgment.

C. Responsibilities factors.

(7) Product Responsibility: evaluates the extent to which it is important that a worker perform in a consistently responsible manner in respect to the utilization of raw materials and the quality of the product.
(8) Process Responsibility: evaluates the extent to which it is important that a worker perform in a consistently

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[32] F.I.R., Industry Proposal for Coast Sawmill Job Evaluation Manual, February 3, 1972.

[33] Ibid.

responsible manner in order to contribute to the efficiency of the process. This factor recognizes that a worker may in certain jobs perform in such a manner so as to obtain superior results, not just by avoiding mistakes, but also by improving that part of the process which is under his control. All workers covered by evaluation are considered to be as playing a part in the process.

(9) Equipment: measures the importance of the equipment and its susceptibility to damage.

(10) Safety of Others: measures the responsibility for avoiding injury to others.

(11) Contacts with Others: measures the extent and frequency of contacts with others both internally and externally.

D. Working Conditions Factors.

(12) Personal Hazards: measures the level of personal hazards.

(13) Personal Discomforts: measures the personal discomforts resulting from disagreeable elements (e.g., heat, cold, damp, noise, dust, and fumes).

The new Manual is definitely reminiscent of the Southern Interior Manual, rather than the Plywood Manual to which the previous Coast proposals were related. Using thirteen factors rather than ten indicates recognition of the more specialized aspects of Sawmilling, in particular, the need for recognition of Visual Effort and eye-to-hand coordination. Sawmilling and Plywood are certainly more representative of manufacturing activities than is Logging which is more resource extractive.

The development of the Sawmill Job Evaluation Wage Curve for the B.C. Coast presents an interesting

situation. The original curve, which was decided upon in June, 1967, has not been tampered with.[34] The reason for this appears to be because the great majority of new proposals for B.C. Coast Sawmill Job Evaluation never reach this stage (determination of a suitable wage curve). However, I was assured recently that when Job Evaluation in B.C. Coast Sawmills is implemented, the curve will be identical to, or resemble very strongly, the wage curve which exists at present (see table and graph which follow).[35] This implies then, that a percentage differential wage curve is not forthcoming as job evaluation plans presently exist with respect to Coast sawmills. However, to illustrate the diversity of opinion regarding percentage wage differential, another knowledgeable gentleman hinted that a percentage differential wage curve might be included in I.W.A. demands for 1974 contract negotiations.[36] This demand would of course be reliant on the I.W.A.'s serious pursuit of Job Evaluation in Coast sawmills during those negotiations.

Regardless of these issues, the wage curve as it exists at present--with 5¢ increments between grades

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[34]Frank Paul, Interview with the Writer, March 12, 1973.

[35]Ibid.

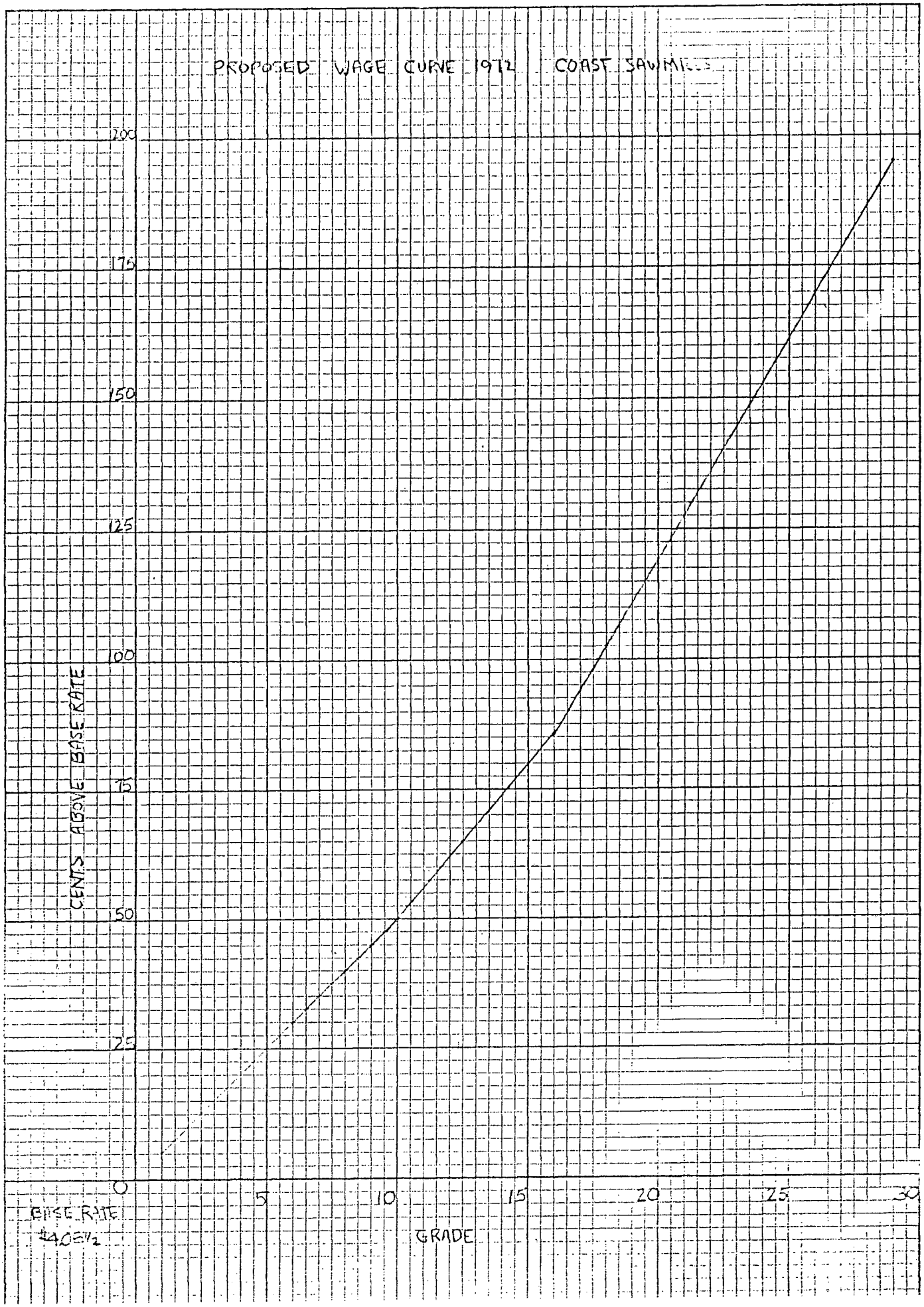
[36]Lorne Fingarson, Interview with the Writer, March 1, 1973.

one and ten, 6¢ increments between grades eleven and sixteen, and 8¢ increments between grades seventeen and twenty-nine--is totally unacceptable to the I.W.A. Therefore, it seems likely that management may be forced to accept a percentage differential wage curve for Coast Sawmill Job Evaluation if evaluation is ever to be mutually agreeable.

TABLE : GRADE-RATE-CHART COAST SAWMILL EVALUATION

Grade	Cents Above Base Rate	Wage Based On 1972 Rates
1	5¢	$4.13½
2	5¢	$4.18½
3	5¢	$4.23½
4	5¢	$4.28½
5	5¢	$4.33½
6	5¢	$4.38½
7	5¢	$4.43½
8	5¢	$4.48½
9	5¢	$4.53½
10	5¢	$4.58½
11	6¢	$4.64½
12	6¢	$4.70½
13	6¢	$4.76½
14	6¢	$4.82½
15	6¢	$4.88½
16	6¢	$4.94½
17	8¢	$5.02½
18	8¢	$5.10½
19	8¢	$5.18½
20	8¢	$5.26½
21	8¢	$5.34½
22	8¢	$5.42½
23	8¢	$5.50½
24	8¢	$5.58½
25	8¢	$5.66½
26	8¢	$5.74½
27	8¢	$5.82½
28	8¢	$5.90½
29	8¢	$5.98½

Source: Frank Paul, Interview with the writer, March 12, 1973.


PROPOSED WAGE CURVE 1972 COAST SAWMILLS
200
175
150
125
100
75
50
25
0
CENTS ABOVE BASE RATE
5
10
15
20
25
30
GRADE
BASE RATE
$4.06½

CHAPTER XIV

B.C. COAST SAWMILLING & LOGGING JOB EVALUATION: ANALYSIS

One major obstacle looms large before job evaluation can be extended to other sectors of the forest industry in British Columbia. This consideration is cost; the expense to "run" evaluation as compared with the benefits which job evaluation promises. I believe the question of costs to be the single biggest test of acceptability which job evaluation faces with respect to implementation on the B.C. Coast.

As was stated in Chapter VI, Plywood Job Evaluation implementation cost in the vicinity of $70,000; Southern Interior Sawmill Job Evaluation about $250,000. Conservative estimates for the B.C. Coast have run between $500,000 and $1,000,000.[37] Similarly, the annual expense of running and administering such an evaluation program would probably range between $25,000 and $50,000 for each side.[38]

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[37] Field notes and interviews.

[38] Lorne Fingarson, Interview with the writer, February 19, 1973.

Initially, in the Southern Interior, the I.F.L.R.A. felt that 6.9¢ per man per hour would be a tolerable level if job evaluation could be implemented at that cost. What resulted was a cost of 4.7¢ per man per hour. As a result, the B.C. Coast management association, F.I.R., is looking at a 5¢ per man per hour cost as a maximum tolerable level for the implementation of job evaluation in B.C. Coast sawmills.[39]

A further serious hindrance to the implementation of B.C. Coast Sawmill Job Evaluation is the attitude of the I.W.A. The union's official opinion is that evaluation is not acceptable on the Coast.[40] Though it still has a contractual obligation to study job evaluation, the I.W.A. feels they want to wait until the Plywood and Southern Interior plans are completely straightened out.

I believe the reasoning behind the I.W.A. strategy is twofold. First, the nature of the industries on the Coast and in the Interior is different as explained earlier, with the Coast cutting larger, better quality timber which in turn requires a more complex job evaluation plan. Second, the Coast is generally characterized by a more militant membership which makes the local

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[39]Keith Bennett, Interview with the Writer, December 6, 1972.

[40]Tony VanderHeide and Maurice Walls, Interview with the Writer, March 2, 1973.

leadership hesitant to relinquish their autonomy to the Regional Council who would bring in Evaluators to assume a large role in the collective bargaining process.

From this perspective, it is clear that job evaluation can, if all parties agree, be dealt with by joint consultation and collective bargaining, whatever the machinery set up for these purposes. Indeed, it is difficult to see how, in cases where such machinery exists and operates effectively, job evaluation could ever be applied as a means of unilateral wage-fixing by the employer. Similarly, with adequate representation at the local union level, it is improbable that the Regional Council could make significant inroads on local autonomy.

The "climate" of bargaining in the Coast lumber industry has thus far inhibited both sides in their efforts to introduce job evaluation. Labour-management relations have been characterized by a considerable degree of mutual suspicion and hostility. These attitudes are exacerbated by the basic instability of the industry and the insecurity it generates. For instance, the I.W.A. views F.I.R.'s efforts with respect to job evaluation as "too conservative"; a redistribution of the wage dollar according to limits prescribed by historical wage patterns.[41] On the other hand, the employers feel that

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[41]Wyman Trineer, Interview with the Writer, February 22, 1973.

job evaluation can successfully provide the basis for productivity measures (by comparison between plants), and generate a standardization of functions throughout the industry,[42] both of which the I.W.A. are against.

A benefit which each side is overlooking is that of job training. Provisions for study and implementation of job training programs have been made in several contracts. However, the job training program never really got off the ground because there has never been a formal mechanism which gives impetus to its organization. I believe job evaluation can provide that impetus through the use of job description, apprentice programs, and the like. The problem, as seen by the I.W.A., involves changing from a seniority based wage system to one based on competence. However, with the disappearance of the "old-timers" and the labour shortage in the industry today, that problem should be overcome. The historical issue of the company determining competency, when they have not been involved in training, will also be irrelevant as both sides are now involved in the formal decision process.

Considerable speculation has been circulating with respect to government participation in B.C. Coast Sawmill Job Evaluation. Under the twenty year regime

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[42]Frank Paul, Interview with the Writer, December 5, 1972.

of the Social Credit Party, provincial government policy was amorphous and contradictory and, on balance, favourable to the employers at the expense of the union.[43] As described earlier, the policy of forest management licences encourages concentration of the industry and its resources in the hands of a few large integrated concerns. To date, the N.D.P. has not significantly altered this relationship.

In the past, the requirements for union certification and collective bargaining militated against effective industry-wide negotiations. Under the terms of the Labour Relations Act of 1954, which was superseded by the Mediation Commission Act of 1969, the regional organization or district of the I.W.A. had no legal status as such. Certification of appropriate bargaining units applied only to local unions and local companies, or their plants. Therefore negotiations between union and management were designed to arrive at the notorious "memorandum of agreement" which set out mutually acceptable wage rates, hours of work, etc., the terms of which had to be ratified by the employers and employees of individual companies or plants.[44]

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[43] Stuart Jamieson, "Multi-Employer Bargaining: The Case of B.C. Coast Lumber Industry," Relations Industrielles: Industrial Relations, Vol. 26, No. 1, January, 1971, p. 162.

[44] Ibid., p. 163.

The effect which the N.D.P. government's Mediation Services Act of 1972, and subsequent legislation, will have on the system of industry-wide bargaining remains an open question. Certainly it will decrease the undermining of orderly bargaining on a regional scale. The investiture of the main powers of decision-making in the hands of the main employer firms and union locals will be stopped. These powers, particularly as regards strike or lockout action, have tended to exacerbate internecine divisions and conflicts within the ranks of union and employer organizations alike. As evidence of this, there are the N.D.P.'s avowed "headhunting" of major producers (i.e., MacMillan-Bloedel), and the provincial government's recent problems with the B.C. Federation of Labour.

The N.D.P. has had to depend upon organized labour as its main base for popular support. The large but disorganized I.W.A., which has accounted for a disproportionate share of the province's labour unrest, was a definite political asset to the Socreds who presented themselves to business and the voting public as the only force capable of saving the province from domination by an "irresponsible" labour movement.[45] The "bulwark against socialism" argument was finally voted out of

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[45] Ibid., pp. 163-164.

power in July, 1972. However, I believe the vote was a rejection of the Socreds rather than a mandate for the N.D.P. Therefore, a "strong, well-organized and coordinated lumber workers' union firmly established in the province's major resource-based industry, would provide a major source of support and a rallying point, potentially, for an organized labour movement",[46] that would give the N.D.P. a firm, long-term foundation. The problem remains, then, for the provincial government to promote this organization and coordination in the I.W.A.

Over the past twenty years in particular, the industry has undergone almost revolutionary changes in technology, structure and organization, as well as in government policies and regulations. Among the more important of these changes have been: the substitution of logging by truck rather than by railway; the rapid mechanization and automation of logging and sawmill operations, with increases in capital investment per worker, in output per man hour, and a declining volume of employment in both sectors of the industry; and finally, the growing concentration and integration of the industry.[47]

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[46] Ibid., p. 163.

[47] Ibid., p. 165.

It is difficult, however, to discern any significant impact of such developments on the organizational structure, ideology, or policies of the I.W.A.; on employer attitudes or policies vis-a-vis the union; on the pattern of collective bargaining; or on the frequency or incidence of conflict in the industry.[48] Therefore, I consider it of paramount importance that job evaluation, in the absence of other suitable mechanisms, be implemented to assess and improve the efficiency of collective bargaining, and to increase technical efficiency in production in the form of lower costs, higher profits, and ability to survive and grow in highly competitive markets.

One acceptable, but perhaps over-simple criterion of efficiency in collective bargaining is the ability of the union to protect and enhance the interests of its members, as measured by the achievement of such things as increased job security, and wage and fringe benefit increases in line with those of workers in comparable industries (i.e., construction and pulp and paper), without incurring disproportionate losses from strikes and lockouts. The achievement of such gains depends on strength and cohesiveness from the union side and flexibility on the employer side.[49]

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[48] Ibid.

[49] Ibid., pp. 165-166.

On the premises outlined, I suggest that the provincial government, specifically Labour Minister Bill King, might be approachable with respect to a cost-sharing plan calling for implementation of Job Evaluation in the B.C. Coast Sawmill Industry as of the next contract date, June 15, 1974. Indeed, the "economic health of the province and the public interest depends on how realistically they (management and union) are prepared to be when they face each other across the bargaining table."[50] In addition, government participation would serve to reduce the employers' contribution per man hour, thereby significantly reducing the problem of arriving at an acceptable tolerance level.

I believe that the alternative to job evaluation will be arbitration:

> "Four times in the last 13 years direct negotiations have gone so badly that a special mediator had to be appointed to, in effect, tell both sides what the settlement should be. Mr. Justice Nemetz has done so on the last two occasions. It's doubtful if he'd be available again, even if he were acceptable to the two sides.
>
> Indeed the special mediator technique can only work so often before its usefulness diminishes. The pressure will be much greater this year on union and company negotiators to settle their differences without outside help."[51]

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[50] The Vancouver Sun, February 26, 1972.

[51] Ibid.

This arbitration might be forthcoming in the form of voluntary arbitration[52] if the two sides can reconcile some of their differences. However, the union does not seem to be firmly united on the question of how to conduct its affairs. An arbitrator could be named well in advance of the contract expiry date so that no time loss in getting an acceptable settlement could be achieved. The right person to mediate between the parties has been found before in the forest industry and has produced a satisfactory agreement.[53]

A second questionable alternative has all ready been examined. The federal government was approached in 1970[54] through the Manpower Department. They refused to consider an application for funding the Southern Interior Sawmill Evaluation for several reasons:[55]

(1) Job evaluation existed and was working well in plywood.

(2) There was no provision in government regulations or legislation to provide funds for such a project.

(3) The public interest was not deemed to be at stake.

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[52]Clive McKee, Interview with the Writer, March 1, 1973.

[53]The Vancouver Sun, June 28, 1972.

[54]Fingarson, Interview.

[55]Ibid.

However, I believe that a re-application might be feasible with respect to Coast Sawmill Job Evaluation for two reasons. The public interest is at stake on the Coast as four times as many workers are involved; the Liberals are now in the position of ruling through a minority government and are subsequently proving to be much more approachable and receptive to proposals from Western Canada where they won a total of four seats in 1972's general election.

In summarizing, the potential benefits from job evaluation are greater on the Coast than anywhere else in B.C. The size and expense of the project present major stumbling blocks. However, government participation, preferably on the provincial level, could overcome the problems of expense and, at the same time, promote stability in the industry while broadening the appeal and popular support for that government.

CHAPTER XV

SUMMARY AND CONCLUSIONS

The principal purpose of this chapter is to suggest some of the more general implications of this study and in so doing, to present a summary of the major results.

At the beginning of the first chapter, three related objectives were set forth. To reiterate, the objectives were formulated as questions aimed at clarifying three aspects of job evaluation as it applies to the forest industry in British Columbia.

(1) Is job evaluation worthwhile as a technique in labour-management relations?

(2) How can job evaluation be conducted and implemented?

(3) Can job evaluation be extended to all sectors of the industry?

Perhaps the major conclusion which emerges from the study is that job evaluation has proved successful in the Plywood industry, is proving satisfactory in Southern Interior Sawmills, and has tremendous potential benefits for B.C. Coast sawmills. More specifically, job evaluation

has succeeded, as a technique, in replacing "confrontation" in forest negotiations with an approach more consistent with good "human relations":[1]

> "You are never going to make the work force happy. Never. But you can do a great deal to bring both sides into harmony. The time has come to get rid of all the role-playing on the part of management and labour and to throw out the bargaining table confrontation-type mentality."[2]

Therefore, it appears that the most important immediate single benefit to be derived from implementation of job evaluation is that of responsible bargaining in the process of wage determination. The history of labour-management relations in British Columbia has been very poor, but the history of labour-management relations in the forest industry in particular has been calamitous. This can be attributed to a variety of factors from the past . . . the past history of certain companies, personalities from the past who still dominate management and labour. In particular, the forest industry represents one of the last strongholds of a philosophy similar to that of the "robber barons", so many of the union-management relationships are highly personal, going back

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[1]Clive McKee, Interview with the Writer, March 1, 1973.

[2]Clive McKee, The Vancouver Sun, December 19, 1972, p. 6.

for an unbelievable number of years. The frequency of "personality wars" that creep into negotiations is shocking.[3]

To illustrate the effectiveness of systems akin to job evaluation, and job evaluation itself for that matter, one need only look as far as Sweden. Swedish labour-management relations and collective bargaining are generally considered to be as enlightened as any in the world. Management and labour confront each other as two strongly organized forces--a stable balance of power. They meet with an unusual degree of mutual confidence, not only in negotiating their differences, but also in creating joint machinery for peace in the labour market and security in areas of common interest.[4]

The two major organizations involved are the Swedish Employers' Confederation (S.A.F.), consisting of 43 affiliated associations in the private sector of industry with 24,000 members employing 1,250,000 persons, and the Swedish Trade Union Confederation (L.O.), comprised of 29 national trade unions and 2,700 locals with 1,650,000 members including more than 90% of all blue-collar workers.[5] Close estimates put forest industry workers at 104,000 in 1960.[6]

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[3] Ibid.

[4] The Swedish Institute, Fact Sheets on Sweden, 1970, p. 1.

[5] Ibid.

[6] T.L. Johnston, Collective Bargaining in Sweden, Allen & Unwin Ltd., London, 1962, pp. 343-346.

The wage negotiation procedure is essentially as follows: L.O. and S.A.F. reach a central agreement on a recommendation to their affiliates concerning the average size of wage increases as well as improvements which specific groups should receive, such as changes in work hours, fringe benefits, and the like. Thereafter, the national unions and their opposites in S.A.F. negotiate legally binding collective agreements based on L.O.-S.A.F. recommendations. When nation-wide contracts have been concluded for the different industries, negotiations ensue on the local level concerning the application of the industry's national agreement to the plant and its work process, a procedure rendered necessary in most industries by the widespread use of piece rates.[7]

Piecework methods of wage payment in Sweden's forest industry take the form of linear piece rates which are generally geared solely to quantitative units of output. These rates are mostly individual piece rates with schedules rooted in time-honoured traditions and not based on work studies. In recent years, however, work studies have been initiated extensively in order to effect a revision of the whole piece rate schedule.[8]

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[7]Martin Schnitzer, The Economy of Sweden, Praeger, New York, 1970, p. 203.

[8]Ibid., p. 207.

Revision was undertaken because, during the period 1960-67, world market prices of goods produced in the forestry sector increased at a rate of 1 to 1.5 per cent a year. At the same time, average productivity in the sector increased at a rate of 7.5 per cent a year. However, total wage costs in the forestry sector increased at a rate of 9.4 per cent a year. This indicated that industrial profitability in the sector had fallen and solvency had been weakened during the period. Although the international competitive capacity of industry in manufacturing activities was maintained, it was at the expense of profitability, which declined, particularly in industries such as forestry which produced raw materials and semi-manufactured goods.[9]

Beginning in 1968, Sweden experienced an increase in strikes as profitability was strengthened (to stimulate investment) by narrowing the scope for wage increases. Accordingly, a greater interest in the use of work study, job evaluation, method-time measurement, merit rating, and performance wage setting was evoked.

Systematic job evaluation is now being used extensively in the forest industry in Sweden. All the schemes have been applied locally, and jointly by management and workers. The Swedish systems developed so far

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[9]Ibid., p. 211.

mainly use a points system, and the qualities of particular jobs are weighted jointly in the attempt to find a measuring rod for judging the relative requirements of jobs when wages are being allocated. This assessment of jobs is quite separate from negotiations about the allocation of the wage bill and the rate at which payment for different jobs is graduated. It does not replace wage bargaining, but is intended to provide it with a more precise basis of knowledge about jobs and their characteristics.[10]

Complementary to job evaluation, which implies payment for the job according to the job requirements, is merit rating, payment for the job on the basis of individual performance. Merit rating is not regarded as a substitute for payment by results, but rather as an aid to finding more precise measures on which to base differentiated payment by performance.[11]

The Swedish system holds two lessons for B.C.'s forest industry:

(1) Job evaluation is a useful technique in facilitating responsible collective bargaining. However, the Swedish system also relates to productivity. Productivity increases were, in the initial stages, a primary objective of management and union when job evaluation was implemented in the B.C. forest industry. In

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[10]Johnston, Sweden, pp. 249-250.

[11]Ibid., p. 250.

the interim, however, productivity appears to have "gone by the board" as the "end-all" objective now appears to be harmonious industrial relations and collective bargaining at any cost.

(2) Merit rating, when used in conjunction with job evaluation, can be a useful tool for performance measurement of individuals. If management sincerely desires to incorporate productivity in the collective agreement, job evaluation, through merit rating, is one of the vehicles which can accomplish the task.

In the absence of a system of collective bargaining such as that of Sweden's, improvement of labour-management relations in B.C.'s forest industry necessarily entails the preparation of a structure and groundwork for negotiations. They must be handled on a continuous, day-by-day basis by specialists like Job Evaluators who can communicate and identify with the objectives and nature of the forest industry in Plywood and Sawmilling.

Today, in an era of technological change, the cost of a strike to everybody involved and to society as a whole is enormous. Nowhere is this illustrated more poignantly than in the forest industry in British Columbia. Whether technological change is introduced or not, management is still responsible to the shareholders for managing in the most efficient ways possible. This involves improving methods and procedures, some of which are not necessarily anything to do with employees, most of which are not basically their responsibility. On the other hand, the

I.W.A. is sometimes concerned with the amount of power it can exert in a given situation--or to put it another way, is permitted to exert within a given set of circumstances. Often, this is basically because management has concentrated too much upon other aspects of its business and not nearly enough on its responsibilities for employee-employer relationships.

Job evaluation represents in part an attempt by employers and the union to create identification among employees, to help them build a relationship to the field and the technology in which they work. This does not happen when each side sits down at the bargaining table. It has to be worked on continuously by specialists such as Evaluators who can facilitate the negotiating and bargaining processes by constantly re-evaluating and revising inequities in wage structure.

One of the biggest obstacles to job evaluation is its cost. Plywood Evaluation was a result of the endless bickering and negotiation in that sector in the mid-fifties. Similarly, during the late-sixties, workers in Interior sawmills began an incessant clamour for wage parity with their counterparts on the Coast. In each case, excessive wage demands convinced management that job evaluation could be an effective tool in the restoration of industrial peace.

It appears likely that job evaluation will not be acceptable to management on the B.C. Coast until the demand for higher wages is deemed so excessive that management will be forced to accept its implementation. The argument that internal politics and factionalism will always prevent the I.W.A. from endorsing job evaluation is facetious and unfounded. The two schemes in existence at present are proving so worthwhile that public admission of opposition to implementation of job evaluation in B.C. Coast sawmills would prove politically catastrophic for I.W.A. officials.

In conclusion, job evaluation represents the only viable technique utilized thus far to improve labour-management relations in the forest industry in British Columbia. Arbitration, voluntary or not, does not produce a conducive climate for responsible bargaining. By virtue of an extensive self-government practised in Sweden, collective bargaining has been singularly free from arbitration. Since job evaluation has proved to be a worthwhile technique to ensure that self-government works in Sweden's forest industry, it is highly recommended as a possible means to resolve some of the cantankerous problems in the B.C. forest industry.

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3.2 CHANGES IN THE ADMINISTRATIVE STRUCTURE

RECOMMENDATION NO. 1 - Article 4 of Supplement No. 2 should be changed to read as follows:

4. PLANT JOB REVIEW COMMITTEE

a. There shall be a committee constituted in each plywood plant named the Plant Job Review Committee (herein referred to as Review Committee) to consist of two members representative of Management and two members representative of the employees. At least one representative of Management must be a member of the Plant's salaried staff or Management, and at least one representative of the employees must be an employee of the Plant whose job is subject to Plywood Job Evaluation. Management may choose their second representative from amongst persons not employed at the plant, and the Union may do likewise except that neither party may choose as its representative a member of the Plywood Evaluation Committee or any person who is employed as a job evaluator by Forest Industrial Relations Ltd. or be Regional Council No. 1 of the I. W. A.

b. The Company shall reimburse any of its hourly-paid employees for time lost while acting as a member of the Review Committee or while presenting information, regarding his own job, before a regularly convened meeting of the Review Committee. The Company shall not be responsible for remunerating employee representatives who are not its hourly-paid employees.

RECOMMENDATION NO. 2 - Article 5 of Supplement No. 2 should be changed to read as follows:

5. FUNCTION OF REVIEW COMMITTEE

a. The Review Committee will be responsible for seeing that all requests for evaluation or re-evaluation of jobs are adequately and accurately documented before being passed to the Plywood Evaluation Committee for further action. The documents required will include a "Request for Job Evaluation" form submitted either by an individual employee or by local Management, and a fully completed Job Description which provides sufficient information for the subsequent work of the Plywood Evaluation Committee. The form of the documents, the procedures for submitting and handling them, and the time limits for completion may be amended as required by the Plywood Evaluation Committee under the authority given them by Article 3 of this supplement.

b. Decisions of the Review Committee respecting the appropriateness of a request for evaluation or re-evaluation, or respecting the adequacy and accuracy of documents, shall be by unanimous agreement. Failing such agreement within the established time limit, the Review Committee shall, at the request of any one of its members, immediately forward the Request for Job Evaluation, together with any other documents on which there is unanimous agreement, to the Plywood Evaluation Committee and shall then have no further responsibility for documenting that request.

c. When the Plywood Evaluation Committee has made a decision respecting the evaluation of a job, it shall communicate that

decision to the appropriate Review Committee. The Review Committee will be responsible for informing Management and the employees concerned, giving reasons for the outcome where these are available. A decision of the Review Committee that an Application for Job Evaluationshould not be forwarded to the Plywood Evaluation Committee will, similarly, be communicated with reasons to those concerned.

d. Nothing in this article limits the right of the Plywood Evaluation Committee to determine the facts about any job, by direct observation or otherwise, or to amend any job description or specification submitted to them in support of a Request For Job Evaluation form.

RECOMMENDATION NO. 3 - Article 12 of Supplement No. 2 should be changed to read as follows:

12. REFERRAL PROCEDURE

a. When the Plywood Evaluation Committee has decided the outcome of a Request For Job Evaluation, it shall transmit its decision to the appropriate Plant Job Review Committee.

b. When an employee's request for re-evaluation results in no change being made in the job grade, or in a reduction, or when a Management request results in no change or in an increase, the Plywood Evaluation Committee shall give to the appropriate Review Committee a short statement of the reasons for the decision. The statement should not go into great detail, but should indicate the criteria used in sufficient depth to show the applicant that the request was given adequate attention.

c. An evaluation done by the Plywood Evaluation Committee shall be final and binding on the parties but, at any time after five years since the last evaluation or re-evaluation of a job, Management or an individual employee may submit a request for re-evaluation of that job and no other reason than the elapsed time shall be necessary.

d. If the Plywood Evaluation Committee is unable to reach agreement regarding the disposition of a Request for Job Evaluation or any other matter regarding the job evaluation programme which falls within their jurisdiction, the matter shall be referred to Forest Industrial Relations Limited and to the I.W.A. Regional Council for settlement.

e. All communication between any Plant Review Committee and the Plywood Evaluation Committee referred to above shall be effected by sending one copy to the Union representative or representatives on the committee and one copy to the Employer representative or representatives. In the case of communications to a Plant Review Committee, the Union representatives will be addressed care of the office of the appropriate Union Local and the Employer representative care of the Company's offices at the plant. In the case of communications to the Plywood Evaluation Committee, the Union representative will be adressed care of the offices of Regional Council No. 1 of the I.W.A. Vancouver and the Employer representative care of the offices of Forest Industrial Relations Ltd.

RECOMMENDATION NO. 4: - Requests for re-evaluation submitted solely on the grounds of "elapsed time" under the revised Section 3.

Article 12 of Supplement No. 2 to the Master Agreement should not be accepted by the Plant Review Committees or by the Plywood Evaluation Committee before January 1st, 1972. The purpose of this recommendation is to reduce the work-load of Review Committees and the Plywood Evaluation Committee at a time when, due to other recommendations in this report, many other adjustments will have to be accomplished.

3.3 CHANGES IN FORMS AND PROCEDURES

In my recommended wording for Article 5 of Supplement 2 it is stated that "the form of the documents, the procedures for submitting and handling them, and the time limits for completion, are to be amended as required by the Plywood Evaluation Committee under the authority given them by Article 3 of this supplement." Because of the constitution of the Plywood Evaluation Committee there has in the past been some difficulty in coming to agreement on amendments of this kind. While I believe strongly that the Committee must eventually get to the point of being able to make such decisions, I am afraid that it may be some time before they do so. In the meantime there are a number of relatively small but necessary changes which I have decided should be made now; these are as follows:

RECOMMENDATION NO. 5: - The Job Description Form shown in Exhibit I should replace the present free-form narrative style of description. The purpose of this new form is to provide more guidance to those who write up the job description because from now on they will be members of various Plant Review Committees instead of the relatively more experienced members of the Plywood Evalua-

tion Committee.

RECOMMENDATION NO. 6: - The "Request for Job Evaluation" form should be amended to conform to Exhibit 2. The changes in this form while very minor in nature, do emphasize the new responsibilities of the Plant Review Committees.

RECOMMENDATION NO. 7: - The revised wording of Section b, Article 5, of Supplement No. 2 refers to a time limit for agreement by the Plant Review Committee. It is within the authority of the Plywood Evaluation Committee to establish and amend this time limit as they see fit, but in order to ensure that the new procedure is not hazarded by any indecision on this question, I recommend that the time limit be established initially at five weeks.

EXHIBIT I: FORM OF JOB DESCRIPTION

B. C. PLYWOOD INDUSTRY JOB EVALUATION

Plant:_____ Prepared by:_____ _____

Department:_____ Revised by: _____ _____

Job Title:_____ Revised by: _____ _____

(shifts - incumbents each shift)

JOB DESCRIPTION

1) PURPOSE OF THE JOB (and location)

2) MAKE AND MODEL OF ANY EQUIPMENT OF SIGNIFICANCE (which is operated by incumbent)

3) STEP BY STEP ACTIVITIES OF MAIN JOB (from receiving instructions to completion of final step) AND PRODUCT (S) HANDLED

(continued)

EXHIBIT 1: (continued from Page 16)

Plant: _____ Prepared by: _____ _____

Dept.: _____ Revised by: _____ _____

Job Title: _____ Revised by: _____ _____

(shifts - incumbents each shift)

4) SECONDARY DUTIES (setting, adjusting, servicing of equipment)

5) RESPONSIBILITY FOR DIRECTING OTHERS (assigning work, checking results - list number of people supervised)

6) REGULAR OR OCCASIONAL RELIEF DUTIES (list extent, and rate of pay)

7) REGULAR OR OCCASIONAL REPORTS, TALLIES, RECORDS (list titles and headings, purpose and disposal - attach sample)

8) RELATED DUTIES (e.g. cleanup of equipment or work area; other odd jobs)

EXHIBIT 2: FORM OF REQUEST FOR EVALUATION

B. C. COAST FOREST INDUSTRY

REQUEST FOR JOB EVALUATION

REVIEW COMMITTEE

PLYWOOD JOB EVALUATION

Name of Company _____

Name of Applicant _____

Date Submitted _____

Present Job Category _____ Department _____

Present Job Grade _____ Shifts _____

Present Job Rate _____ No. of Employees per shift _____

Reasons for Request (State Specific Job Change (s) and attach amended or new job description):

_____

_____

_____

_____

_____
(Signature of Applicant)

REVIEW COMMITTEE ONLY

Date Request Acted On _____

Disposition and Reasons:

_____

_____

_____
(Initials of Review Committee)

NOTE: This form must be duly completed and must be accompanied by a job description, to ensure consideration by the P. E. C.

3.3 THE INDUSTRY JOB EVALUATION COMMITTEE

Supplement No. 2 describes how the Industry Job Evaluation Committee is constituted and defines its duties. There seem to be a number of problems which flow from the rather vague wording of Supplement No. 2 as well as from the rather powerless nature of the committee itself. I describe these below but am not prepared to make recommendations or rulings to overcome them because of my conviction that the parties must first agree on a new constitution for the principal administrative body before it can be effective. The problems are as follows:

(1) The committee members have absolutely no tenure in office but depend on the pleasure of their respective principals from day to day.

(2) Although it has been the practice of the parties to appoint their evaluators to the committee there is nothing which officially relates membership to work in job evaluation or to the possession of any kind of skill or competence in the area.

(3) I understand that there have been a number of occasions when the membership of the committee has been in doubt, particularly when two teams of evaluators have been employed. In such cases each team appears to have been considered as a separate Industry Job Evaluation Committee, whereas quite clearly this is not intended by Supplement No. 2.

(4) Although this committee is charged by Supplement No. 2 with administering the Programme, it seems that the principals view the committee solely as evaluators and the Committee themselves do not feel that they have the authority to change administrative procedures, even though such authority is clearly given in Supple-

ment No. 2.

(5) Little if any thought seems to have ever been given to control of activities or results. Questions such as the following do not have any single focus at present. What is a reasonable workload for an evaluator? How consistent are ratings over time and between plants? What is the backlog of work and the extent of delay? What do employers and employees think of the plan? What are the costs and benefits?

(6) The method of settling disagreements between the two members of the committee on questions of administration or evaluation is by reference to the parties. While this appears to have been a satisfactory arrangement it seems that most, if not all, of the questions so referred have concerned evaluation rather than administrative matters. Even on questions of evaluation, there is evidence that the means of settlement, almost inevitably compromise, has created anomolies in the wage structure from time to time.

(7) At the present moment the lack of administrative decisivness is not too serious because relatively few people are involved in the technical procedures and they know and respect each other. With more work being done by the Plant Review Committees, however, many more people will be involved and one must expect administrative decisions and administrative control to become not only very much more important, but very much more difficult as well.

There are a number of possible solutions to this problem. For example, one could provide for third-party settlement of disagreements on an intermittent or on a continuing basis; or one could establish a permanent, neutral chairman who would meet frequently with the other mem-

bers of the committee and be available when opinions were split; or one could establish a separately incorporated body independent of either party but financed by them, according to some cost sharing formula. It is clear however that all these solutions trespass on important and well established relationships between the employers and the union and cannot really be worked out by a third party, particularly one who has not been given specific instructions to do so. Because the quality of its administration will affect the long-run effectiveness and acceptance of the programme, particularly if Job Evaluation is applied to other segments of the industry as well, the following recommendation is offered.

RECOMMENDATION NO. 8: - The parties should undertake serious discussions with a view to making changes in the administrative organization of the Plan so that there may be a continual and competent direction and control of this increasingly important activity.

SECTION 4: THE TECHNICAL STRUCTURE OF THE JOB EVALUATION PLAN

4.1 INTRODUCTION

The technical structure of the Plan is defined in a booklet entitled "Job Evaluation Manual for Operational Hourly-paid jobs in the Plywood Industry of British Columbia." The technical structure comprises eleven job criteria, each with a number of defined degrees. Each degree carries an assigned point value and half degrees have been recognized for all criteria although they are not defined.

In working out changes in the structure of the Plan, I have attempted to minimize the net effect on costs or average wages in the industry. I must emphatically state that my mandate has been to investigate the way in which the Plan establishes the relative value of jobs in the industry, not to find a way of gaining either a general wage increase for employees, or a reduction in labour costs for employers. Naturally, given the "red circle" principle, any readjustment of the relative position of jobs in the wage scale will result in increased cost for the employers, at least in the short run, even if the average of all point values for jobs should remain the same. Also it is extremely difficult, if not impossible, to devise changes in the criteria which, when applied, do not result in some change in the average point value of all jobs even though such a change is not warranted or intended. It is true, too, that one tends to avoid extensive "red circling" because it results not only in general dissatisfaction among the work force, but also in increased administrative difficulty for the employers. These reservations would not be so important were we in a period of rapid economic growth when alterations in the relationships would tend to be obscured by a pattern of gen-

versal wage and cost increase. As it is however, they have created pressures and counter pressures which have made the task of proposing modifications an extremely difficult one.

In developing the changes proposed in recommendations 9 through 13, I have tried to follow two principles: First, because the values of employers and employees change with innovation and the passage of time, a job evaluation system, which has to reflect personal values relating to work, must periodically be adjusted accordingly. Second, changes made at any one point in time must not be so extensive as to upset completely the existing wage relationships and thus create more problems than they can possibly cure.

4.2 CHANGES IN THE JOB EVALUATION MANUAL

RECOMMENDATION NO. 9: - Factor 1, Education, described on pages 5 and 6 of the Manual should be reduced from six to four degrees and from a maximum of 50 points to a maximum of 25. The Manual should be amended as follows:

---Degree 4 on page 5 should be changed to read:

4. Requires knowledge or a specialized skill which would normally be acquired only by full-time training outside the work environment for a period of seven months or more.

---Degrees 5 and 6 on page 6 should be eliminated.

---The point values shown on page 18 opposite the factor, "Education", should be amended so that degrees 1, 2, 3 and 4 are assigned 0, 8, 16 and 25 points respectively with the half-degrees interpolated accordingly. Degrees $4\frac{1}{2}$ and above will all show zero points.

RECOMMENDATION NO. 10: - Factor 2, Experience, described on page 7 of the Manual should be reduced from nine to six degrees and the maximum value should be reduced from 90 to 50 points. The Manual should be amended as follows:

---Degree 6 on page 7 should be changed to read:

6. More than three years

---Degrees 7, 8 and 9 on page 7 should be eliminated

---The point values shown on page 18 opposite the factor, 'Experience', should be amended to show zero points for all degrees above 6.

RECOMMENDATION NO. 11: - The title of Factor 3 should be changed from "Complexity of Duties" to "Judgment and Initiative" in order to more accurately reflect the original intent of this criterion and thus to help evaluators to distinguish this factor from "Mental and Visual Demand." The Manual should be changed as follows:

---On page 8 change the title from "Complexity of Duties" to "Judgment and Initiative."

---On page 18 make the same change in the left-hand column, factor no. 3.

RECOMMENDATION NO. 12: - Factor 6, Mental and Visual Demand should be increased from five to six degrees and its maximum value from 35 to 70 points. The Manual should be amended as follows:

---On page 12 replace the present definitions of degrees 4 and 5 with the following:

4. Close mental and visual attention where decision-making is continuous and the material being worked on is variable, but

where the operation of the equipment or tools is simple as, for example, when there are one or two on-off controls only.

5. Concentrated mental and/or visual attention to a continuous operation wherein the characteristics of the material are variable, and where the operation of the equipment or tools is moderately complex as, for example, when both on-off and variable controls must be operated or when simultaneous attention to several phases of the operation is essential.

---On page 12 add a new degree, number 6, defined as follows:

Degree 6: Concentrated mental and/or visual attention to a continuous operation wherein the characteristics of the material are variable and the operation of the equipment or tools is very complex as, for example, when there are a large number of controls, many of a variable nature, and where the speed and precision of their operation is critical to the quality or quantity of production.

---On page 18 amend the point values for Factor 6 so that degrees 4, 5 and 6 are assigned 32, 49 and 70 points respectively with the half-degrees interpolated accordingly.

---The definitions of degrees are to be supplemented by the "bench-mark" jobs shown in Exhibit 3, Grading Guidelines: Mental and Visual Demand.

RECOMMENDATION NO. 13: - The present Factor 9, Responsibility for Materials, Equipment and Products should be replaced by a new Factor 9, Process Responsibility. The new factor will have the same number of degrees but will have a maximum value of 111 points

as compared with 80 for the factor it replaces. The manual should be amended as follows:

---Replace page 15 with the page shown in Exhibit 4

---On page 18 change the title of Factor 9 in the left hand column to "Process Responsibility"

---On page 18 amend the point values for Factor 9, degrees 2, 3, 4 and 5 to 20, 40, 65 and 100 points respectively with the half degrees interpolated accordingly.

EXHIBIT 4: THE NEW FACTOR 9; PROCESS RESPONSIBILITY

(The following material is to replace the present page 15 in the Job Evaluation Manual)

FACTOR 9

PROCESS RESPONSIBILITY

This factor appraises the extent to which it is important that the worker should behave in a consistently responsible manner in order to control the efficiency of the process, the utilization of materials, the life and effectiveness of equipment and/or the quality of product. This factor recognizes that a worker may, in certain jobs, exercise control in such a way as to obtain superior results, not just by avoiding mistakes but also by taking advantage of opportunities to improve that part of the process which is under his control.

All workers covered by job evaluation are to be considered as playing a part in the process; not merely those who work on the main production line.

DEGREE

1. The worker is constrained by the equipment, by supervision or by the discipline of the work group to do no more and no less than what is required. (5 points).

2.
3.
4.
5.

These degrees are defined by "bench-Mark" jobs per Exhibit 5, Grading Guidelines, Process Responsibility.

4.3 INCONSISTENCIES IN PAST GRADING

Over the past 12 years of the job evaluation programme's life there have been a number of changes in job evaluation teams, as well as somewhat more subtle changes in the nature of the industry and in the value systems of all concerned. It is inevitable therefore that one should find anomolies and inconsistencies in the ratings assigned to jobs of essentially similar character. For example, Raimann Operators have essentially the same duties and working conditions and job requirements in almost all plants but the points assigned this job for a number of factors is inconsistent between plants and seems to be related more to the point in time when the evaluation was done than to differences in the job requirements. Other examples are Green Chain Offbearers, Dryer Feeders and Dryer Grader Offbearers. One of the duties of the Plywood Evaluation Committee should be to compare ratings of similar jobs to determine inconsistencies and to initiate re-evaluation procedures where necessary. In all cases but one, I would like to leave this question to the discretion of the Plywood Evaluation Committee in the knowledge that they are competent to handle it once the new administrative procedures enable them to spend more time on this kind of work. The one exception is the job of Raimann Operator. If the ratings on that job are not standardized now, the proposed changes in criteria will cause further and more visible inconsistencies resulting in unnecessary difficulty. After consulting the Plywood Evaluation Committee, therefore, I have developed a specific recommendation as follows:

RECOMMENDATION NO. 14: - The grading of all Raimann Operators should

be standardized in four factors as is shown in Exhibit 6, Standard Ratings for Raimann Operators. This change will standardize all Raimann Operators at 102 points under the existing plan. The proposed standards do not apply to Skoog Operators.

EXHIBIT 6: STANDARD RATINGS FOR RAIMANN OPERATORS

	Degrees	
Job Factor	Present Range	Proposed Level
Education	$1\frac{1}{2}$ - 2	2
Experience	2 - $2\frac{1}{2}$	2
Hazards	2 - $2\frac{1}{2}$	2
Working conditions	$2\frac{1}{2}$ - 3	$2\frac{1}{2}$

JOB EVALUATION MANUAL

for

Operational Hourly Paid Jobs in the

Plywood Industry of British Columbia

Prepared by

Stevenson & Kellogg, Ltd.
Consulting Management Engineering
810 Royal Bank Building
Vancouver 2, B. C.

Prepared September, 1955

Amended July, 1966
Amended August, 1971

EIMCO EVALUATION FACTORS

Factor 1

EDUCATION

This factor is a measure of the basic education required for a successful performance of the job. It can be described as the intellectual background the employee brings to the job as opposed to what he learns on the job. It ranges from general knowledge such as reading and writing and facility in the use of numbers to knowledge related to crafts and trades and beyond this to the knowledge required of the technician or at technical or professional level. While formal education is not essential, the requirements are most readily assessed in terms of school attendance, with the recognition that the equivalent knowledge may be acquired by other means.

DEGREE

1. Requires the ability to speak and understand English, and to read, although instructions and reports may be entirely oral. Requires ability to count and to do simple addition and subtraction of whole numbers. Equivalent to public school education.

2. Requires ability to perform simple arithmetic including fractions and decimals and to weigh or measure, using scales, weights, or measuring instruments such as simple calipers or gauges. Ability to fill in simple forms and make very simple reports in writing. May use simple drawings or charts. Equivalent to two years in high school or technical high school.

3. Requires knowledge beyond that specified for the second degree, such as ability to make calculations involving fractions, decimals, and percentages as in general shop or factory mathematics. Also may require operational-level knowledge of a process or mechanical operation involving elementary science or familiarity with one or two precision measuring instruments. May involve reading of simple drawings or charts or the use of simple handbook tables or formulas. May require checking and posting or combining prewritten data, as in combining tallies to prepare a production report. May require some reading and interpretation of relatively straightforward written instructions. Equivalent to four years of high school or two years of high school plus the added educational requirements of two or three years of apprenticeship or equivalent training.

4. Requires the ability to understand and use fairly complicated drawings and specifications and knowledge of fairly complicated shop mathematics. May require considerable operational knowledge of one or more processes or mechanical operations or understanding of several precision measuring instruments.

May require understanding of some technical instructions in such fields as electricity, hydraulics, mechanics, chemistry, radio, where interpretation of terminology, symbols, or codes is necessary May require some elementary bookkeeping or interpretation of moderately involved written instructions or statements. Equivalent to full high school plus some specialized training such as that required of apprentices in carpentry, motor mechanics, or machine shops.

5. Requires the ability to read and understand detailed blueprints and specifications of some complexity and to work therefrom, and sufficient shop mathematics or knowledge of a science to solve problems of moderate complexity requiring some originality and ingenuity. May also require the ability to understand and apply basic technical knowledge in such fields as electricity, radio, television, mechanics, chemistry, or forestry in situations of a highly skilled or technician level. Equivalent to full high school plus the equivalent of two years of technical college training or other specialized training usually taken in full-time attendance but may be carried out by part-time study as in qualifying for tool making, draftsman, electrician, radio or television technician, laboratory technician, or the like.

6. Requires knowledge of fundamental principles of mechanics, chemistry, forestry, electricity, metallurgy, or the like to thoroughly understand complicated processes or mechanisms for the purpose of construction, repair, revision, or replacement. Equivalent to full university or technical college training in engineering.

Factor 2

EXPERIENCE

This factor appraises the length of time required for the necessary practice and learning on the particular job, or related or lower-level jobs which logically lead to the particular job under consideration, to prepare an average untrained individual to do a satisfactory or normal job.

It is measured in terms of the number of days, weeks, months, or years of practice and on-the-job learning required by the employee to develop the physical and mental habits and skills required, such as precision, versatility, co-ordination, and dexterity. On repetitive, short cycle jobs requiring physical co-ordination and dexterity, ability to produce at ordinary or normal speed is the criterion. In machine-paced jobs, ability to perform the task to a satisfactory quality standard at the normal pace determined by the machine is the requirement which should be considered. When rating this factor, attention should be given to the number of different tasks which must be learned on the job, their requirements in practical "know-how", and the degree of accuracy or precision required.

The allowance for experience should include breaking in time, such as on-the-job work experience as an apprentice, helper, or learner, special training courses provided by the company on company time, such as the vestibule type training, or time served as an understudy for learning purposes. However, do not credit here full-time school attendance already credited under education.

In rating under this factor it is important to use the minimum time required for on-the-job training and experience if it were possible to advance the average worker as soon as he is ready. In practice a worker may be delayed by waiting for openings in jobs with higher requirements, which in turn would provide training for further advancement. Care should also be taken to rate in terms of the average person rather than in terms of the exceptionally fast or the exceptionally slow person.

DEGREE

1. A few days up to one week.

2. Two weeks to one month.

3. One month to three months.

4. Three months to six months.

5. Six months to one year.

6. More than three years.

Factor 3

COMPLEXITY OF DUTIES

This factor measures the demands of the job in creative ability or general intelligence. It includes ingenuity and initiative, planning, and the use of judgment. It involves the ability of the worker to meet new situations as they arise. While this is partly a product of education and experience, it is the more intangible but real native ability which determines the results achieved. It is that aspect of capacity to perform which cannot be acquired through education or experience alone.

In rating this factor the simplicity or complexity of the work situation should be considered, the number and variety of decisions, and the independence required due to lack of standards or lack of precedents available upon which to base such decisions. The significance of the decisions and the degree of supervision given should be taken into account.

DEGREE

1. Routine or highly repetitive work, simple in nature, in which the employee is allowed little or no choice of action.

2. Requires the application of clearly prescribed standard practices or involves working under close supervision or following detailed instructions. Some choice of action possible and some judgment required in applying standard practices or instructions to specific situations.

3. Requires the ability to plan and perform operations within a framework of semi-routine instructions or standards, or to make analyses of facts from which it is easy to determine logical answers as a guide to action. May make general decisions as to quality, operational and set-up sequences, involving some judgment, but anything new or difficult is referred to supervisor.

4. Requires the ability to plan and perform a sequence of operations, where standardized procedure or recognized methods are available. Must evaluate factors, results, data, or trends, and draw conclusions, but decisions are generally based upon precedent or company policy, with unusual problems being referred to supervisor.

5. Requires ability to work independently towards general results, making decisions involving the use of considerable ingenuity, initiative, and judgment. Only general methods are available as a guide and the work may involve devising procedures and methods. There is usually only general supervision.

6. Requires independent judgment on involved and complex jobs. Usually requires analysis of a number of factors and the application of specialized technical knowledge to devise methods or procedures to achieve general objectives. Supervisor is primarily concerned with results.

Factor 4

MANUAL DEXTERITY REQUIRED

This factor is intended to measure a value not found in the other factors, but applying only to a limited number of jobs.

Appraise manual dexterity in terms of precision, speed, and quickness of movements. Consider the degree of complex, intricate patterns of movement required, and the relative importance of integrating that kind of activity with others.

Degree 1 represents the ordinary or normal dexterity level demanded by the majority of production jobs.

DEGREE

1. Some accuracy, regularity and sequence of muscular movements and co-ordination involving simple hand operations, requiring little close timing of movement but limited to use within a narrow range of fairly simple hand tools, equipment, or operations.

2. A degree of manual dexterity requiring above average speed, quickness and precision of movement.

3. A considerable degree of manual dexterity requiring above average quickness and precision of movement with a high degree of integrated co-ordination with others.

4. A high degree of manual dexterity requiring a continuous high level of speed, precision and quickness of movement and a highly integrated and co-ordinated performance with others.

Factor 5

PHYSICAL DEMAND

This factor measures the requirements of the job in physical effort, strength, and endurance. It includes muscular exertion, continuity of effort, and the freedom or awkwardness of work positions. Consider the effort expended due to weight and frequency of handling of materials, in handling tools, or in operating a machine. Consider only those requirements which lead to fatigue in the normal course of the job.

DEGREE

1. Light work with simple muscular movements and requiring only intermittent exertion such as standing, sitting, or walking. Materials or tools handled only intermittently and are light. Easy work positions. Very light bench work, clerical tasks, or the duties of a night watchman would be typical.

2. Relatively light physical effort with regular lifting or manipulation of light weight tools or materials or occasionally or intermittently with material or tools of average weight. Also might involve continuous sitting or standing without freedom to change position at will, or considerable walking or climbing. Operation of machine or machine tools where machine time exceeds handling time.

3. Sustained physical effort with materials or tools of average weight. Operate several machines where handling time is equivalent to the total machine time. May involve awkward work positions.

4. Frequent pushing and pulling or lifting of heavy materials involving considerable physical effort over short periods. Also continuous strain of difficult work position, or work of a highly repetitive nature, machine paced, with relatively light materials.

5. Sustained physical exertion with materials of average weight, or continuous difficult work positions. Work which involves lighter exertion but in which the maintenance of specified speed levels is a decided factor in fatigue.

6. Exceptionally heavy work with constant physical effort required, such as constant pushing and pulling or lifting of very heavy materials. Also might involve work in very difficult work positions.

Factor 6

MENTAL AND VISUAL DEMAND

This factor appraises the mental and/or visual concentration required. Consider the alertness and attention necessary, the length of the operating cycle, the speed of the operation, and the coordination of manual dexterity with mental or visual attention.

Care should be taken to distinguish the mental and/or visual demands factor from the characteristics considered under education and complexity of duties. In this factor consider only the fatigue-causing physical aspects of nervous and physical concentration, not the demands in abstract thinking and judgment which are measured by the other factors referred to.

DEGREE

1. A minimum of mental and visual attention, as in an operation which is almost automatic, or in which mental and visual attention is required only at relatively long intervals.

2. Frequent mental or visual attention, where the flow of work is intermittent or the position involves only the setting of a machine and waiting for the machine to complete a cycle. Work requires little attention or checking during cycle.

3. Moderate mental and/or visual attention on a continuous or almost continuous basis, such as in an operation where the flow of work is steady and repetitive or when constant alertness is required. However, sustained mental application over long periods is seldom required.

4. Close mental and visual attention to highly variable operations, or concentrated attention on planning and laying out complex work.

5. Concentrated mental and/or visual attention to highly variable operations with considerable detail, or concentrated attention to the planning and layout of very involved and complex jobs.

Factor 7

RESPONSIBILITY FOR SUPERVISION

This factor appraises the responsibility which the position involves for assisting, instructing, and directing others, and for planning their work for the most effective use of men, equipment, and material. Consider both the type and degree of responsibility and the number of people supervised.

DEGREE

1. The worker is responsible only for his own work, although he may work with, and exchange information with others.

2. Directs from one to five assistants or helpers, with responsibility for completion and quality of the work, but usually working with those supervised.

3. Leader of a group, usually more than five in number but not exceeding ten to twelve. Responsible for assigning and checking work, with instruction and assistance as required. Trains new employees in unskilled jobs or semi-skilled jobs such as the operation of simple machines or tools. Performs same work as those supervised or closely related or more difficult aspects of the same work most of the time. May make out simple production and time reports, but supervisory and administrative duties should not require more than 25% to 35% of the time. Typical lead hand type of job.

4. Supervisor of a department, section, or unit, usually up to twenty-five to thirty persons but may be smaller if the work requires considerable individual instruction and assistance. Responsible for instructing, directing, and maintaining the flow of work and for directional authority within the group. Full-time ordinarily devoted to supervisory duties, which may include preparation of time and production reports and some co-ordination with other units.

5. Supervisor or foreman over a relatively large department, usually exceeding twenty-five with full responsibility for planning detailed procedures and methods, assigning work, controlling costs, and directing and supervising personnel. Complex foreman job or plant superintendent in a small plant.

Factor 8

RESPONSIBILITY FOR SAFETY OF OTHERS

This factor appraises the responsibility of the job holder for the operation of a machine or the handling of tools or equipment in such manner as to prevent or minimize injury to others. Consider the care which is necessary, the possibility of injury, and the probable extent of injury should it occur.

In this factor consider only the probability and severity of injury to others. Injury to the employee on the job being rated is considered under Hazards rather than under this factor.

DEGREE

1. The work does not involve much chance of injury to others. It may be in an isolated position, or may not involve the operation of equipment or tools, or the materials handled are so light as to preclude injury to others.

2. Only reasonable or ordinary care is required, and accidents, if they do occur, would be minor in nature - cuts, bruises, abrasions.

3. Careless performance of duties or failure to observe established safety regulations might result in accidents of sufficient seriousness to others as to cause loss of work time, e.g. broken bones, crushed fingers, arms, feet, or legs, or eye injuries.

4. Constant care is required to prevent serious injury to others, such as in starting up equipment or operating equipment close to other workers when hazards are inherent, but in situations in which these other workers can act to prevent being injured.

5. The safety of other workers depends on the worker in the position being rated performing his job properly, and under such circumstances that carelessness or inattention might result in fatal accidents to others who would have little chance of avoiding such accidents.

Factor 9

RESPONSIBILITY FOR MATERIALS, EQUIPMENT, AND PRODUCTS

This factor appraises the responsibility of the employee for preventing loss or waste of raw materials through error and/or neglect, for preventing damage to the equipment causing financial loss or delays in production, and for defects in finished products.

This factor is most conveniently measured by the possible cost of mistakes or carelessness of the person who holds the job. The costs may be in wasted materials, spoiled products, damaged equipment, or production delays.

In appraising this factor consider the probable cost in any one instance before detection. Do not consider extreme or rare possibilities.

DEGREE

1. Errors can be quite readily detected and cost of losses is negligible. Probable damage to material, equipment or products would not exceed ten dollars in any one instance. Errors might cause some loss of the employee's time but no loss of production otherwise.

2. Errors are likely to be detected in succeeding operations or by regular inspection. Probable damage to equipment would not exceed $25.00 in any one instance, while probable damage to, or waste of materials or products would seldom exceed $100.00. Delays in processes would be minor.

3. Errors would not be detected quickly through automatic checks or inspection. Some waste of materials or defective products might result in loss of $250 in any one case. Damage to equipment might be within the same range. Errors might cause loss of working time of others while repairs effected or material re-worked.

4. Errors could have quite serious consequences, with equipment damage running to $1,000 and loss of materials or defective products causing loss up to $500. Alternatively, errors might cause significant loss of production time.

5. Errors might cause extensive losses due to the high degree of responsibility for materials, equipment, or final products. Damage to equipment might cause loss of several thousand dollars, and similar losses might result from loss of, or damage to, raw material. Alternatively errors might cause serious production delays through failure to foresee needs and provide essential materials, parts, or equipment when required.

Factor 10

HAZARDS

This factor appraises the hazards of the job, both health and accident. Consider only the normal hazards of the position which remain even though all appropriate safety devices have been installed and safety procedures are closely regulated. Also consider only the normal hazards to health when precautions are taken to safeguard employees.

DEGREE

1. The hazards are negligible due to the working conditions.

2. Probability exists of minor injuries such as cuts, burns, bruises, etc. not involving lost time.

3. Some exposure to lost-time accidents, such as broken bones, loss of fingers, eye injuries, etc. Some exposure to occupational disease, but not of an incapacitating nature.

4. Possibility exists of incapacitating accidents, such as injury in operating heavy equipment on construction where all conditions cannot be controlled, falls from scaffolds, or falling or flying materials; or exposure to electric shock or molten metals where injuries might be severe but would not normally cause death. Similarly, the job may have inherent health hazards which would shorten working life but not prove fatal.

5. Exposure to accidents or disease which could result in total disability or death.

Factor 11

WORKING CONDITIONS

This factor appraises the disagreeableness of conditions and surroundings under which the job must be performed. Consider only those conditions which cannot be controlled by the individual. Appraise the severity and continuity of exposure to such elements as noise, dust, heat, wet, humidity, extreme cold, fumes, grease, acids or chemicals, vibrations, etc.

Consider also jobs which, because of their location, would require the worker to live away from home part or all of the time, or which might involve travelling. Consider shift work as a disagreeable factor also unless it is compensated for by a shift differential in wages. Also consider personal expense which might be involved in procuring protective clothing under conditions described in Degrees 4 and 5. (Add one degree if operator not supplied with protective clothing or devices.)

DEGREE

1. Good working conditions with absence of any disagreeable elements.

2. Good working conditions. May be slightly dirty or may involve occasional exposure to some of the elements listed, as heat, factory noise, fumes, etc. but not continuous.

3. Moderately disagreeable conditions due to exposure to one or more of the elements above. If several of the elements are present, exposure should not be continuous or severe.

4. Continuous exposure to one element which is particularly severe or disagreeable, such as heat or continuous fumes to the point of this factor being outstanding as a characteristic of the job. Alternatively there may be continuous exposure to three or more disagreeable elements, such as heat, dust and noise, but no one alone being exceptionally disagreeable. Also might involve occasional exposure to very extreme conditions.

5. Continuous and intensive exposure to several extremely disagreeable elements; usually of such degree as to require the operator to wear a mask or other protective devices which are in themselves uncomfortable.

December, 1971

INTERIOR SAWMILL INDUSTRY

JOB EVALUATION MANUAL

The factors contained in this Manual are thirteen (13) in number and fall into four (4) major groupings as follows:

A. KNOWLEDGE AND SKILL

(relative weighting of which is approximately 20.1%)

1. Job knowledge
2. On the job experience
3. Manual skill

B. EFFORT

(relative weighting of which is approximately 16.8%)

4. Physical effort
5. Visual effort
6. Judgment

C. RESPONSIBILITIES

(relative weighting of which is approximately 56.7%)

7. Lumber recovery
8. Production flow
9. (a) Mobile equipment
   (b) Stationary and/or other production equipment
   (c) Auxiliary equipment
10. Safety of others
11. (a) External contacts
    (b) Internal contacts

D. JOB CONDITIONS

(relative weighting of which is approximately 6.4%)

12. Personal hazards
13. Personal discomforts.

On the pages which follow, each of these thirteen (13) factors are described and its application by factor degrees is defined. The degrees of each factor are used jointly by the Evaluators to determine how much one category differs from

1. JOB KNOWLEDGE

This factor measures the minimum time required to obtain specialized or practical knowledge which is an integral part of the job.

		POINTS
A.	From 4 and up to but not including 5 years.	200
B.	From 3 and up to but not including 4 years.	160
C.	From 2 and up to but not including 3 years.	120
D.	From 18 and up to but not including 24 months.	85
E.	From 12 and up to but not including 18 months.	65
F.	From 9 and up to but not including 12 months.	45
G.	From 6 and up to but not including 9 months.	36
H.	From 4 and up to but not including 6 months.	27
I.	From 2 and up to but not including 4 months.	20
J.	From 1 and up to but not including 2 months.	15
K.	From 2 and up to but not including 4 weeks.	10
L.	From 1 and up to but not including 2 weeks.	6
M.	From 0 and up to but not including 1 week.	3

2. ON THE JOB EXPERIENCE

This factor measures the minimum time required to develop a reasonable standard of job performance.

		POINTS
A.	From 18 and up to but not including 24 months.	85
B.	From 12 and up to but not including 18 months.	65
C.	From 9 and up to but not including 12 months.	45
D.	From 6 and up to but not including 9 months.	36
E.	From 4 and up to but not including 6 months.	27
F.	From 2 and up to but not including 4 months.	20
G.	From 1 and up to but not including 2 months.	15
H.	From 2 and up to but not including 4 weeks.	10
I.	From 1 and up to but not including 2 weeks.	6
J.	From 0 and up to but not including 1 week.	3

3. MANUAL SKILL

This factor measures the physical dexterity and physical co-ordination required.

		Speed of Movement		
		Deliberate	Quick	Reflex
A.	High	80	100	120
B.	Considerable degree	40	50	60
C.	Above average degree	10	15	20

4. PHYSICAL EFFORT

This factor measures the intensity of the physical effort required.

		Frequency of Effort		
		Occasional	Frequent	Continual
A.	Heavy work requiring more than ordinary endurance.	35	45	55
B.	Moderate or heavy effort involving some fatigue	15	25	35
C.	Light to moderate effort with little fatigue.	5	10	15

5. VISUAL EFFORT

This factor measures the degree and continuity of the visual exertion and alertness required.

		Speed of Operation		
		Low	Medium	High
A.	Concentrated and exacting visual attention.	50	75	100
B.	Close visual attention.	20	30	40
C.	Normal visual attention.	5	10	15

6. JUDGMENT

This factor measures the requirements of the job for the exercise of resourcefulness and independent judgment.

		Frequency of Decisions		
		Occasional	Frequent	Continual
A.	Complex decisions required involving the balancing of several factors	80	110	150
B.	Independent decisions required within standard practices and available guidelines.	30	40	60
C.	Routine decisions required.	5	10	20

7. LUMBER RECOVERY

This factor measures the responsibility for increasing and/or maintaining Recovery and/or Grade.

Level	Points
A.	240
B.	170
C.	100
D.	80
E.	60
F.	40
G.	30
H.	20
I.	10

8. PRODUCTION FLOW

This factor measures the degree of influence exercised by the job function over inter-related job functions.

		Degree of Influence		
		Low	Considerable	High
A.	Job function is critical to the flow of product.	30	60	100
B.	Job function is significant to the flow of product.	15	30	45
C.	Job function is of minor significance to the flow of product.	5	10	15

9. EQUIPMENT

This factor measures the importance of the equipment and its susceptibility to damage.

		Value		
		Low	Medium	High
(a)	Mobile Equipment:			
	A. Responsibility for heavy equipment and/or with large capacity.	90	170	240
	B. Responsibility for medium-sized equipment and/or with medium capacity.	30	80	140
	C. Responsibility for light equipment.	10	60	110
(b)	Stationary and/or Other Production Equipment:			
	A. High degree of susceptibility to damage.	30	90	150
	B. Medium degree of susceptibility to damage.	20	70	120
	C. Low degree of susceptibility to damage.	10	50	90
(c)	Auxiliary Equipment:			
	A. High degree of susceptibility to damage.	50	75	100
	B. Medium degree of susceptibility to damage.	10	30	50
	C. Low degree of susceptibility to damage.	5	[illegible]	15

10. SAFETY OF OTHERS

This factor measures the responsibility for avoiding injury to others.

	Level of Hazard		
	Low	Moderate	High
A. Great care required.	20	25	30
B. Considerable care required.	8	12	16
C. Reasonable care required.	3	6	9

11. CONTACTS WITH OTHERS

This factor measures the significance of contacts outside and within the operation.

		Frequency of Contacts		
		Occasional	Frequent	Continual
(a)	External Contacts			
	A. Critical	40	60	80
	B. Significant	20	30	40
	C. Minor	3	6	9
(b)	Internal Contacts			
	A. Critical	50	100	150
	B. Significant	5	15	25
	C. Minor	0	5	10

12. PERSONAL HAZARDS

This factor measures the level of personal hazard.

		Frequency of Exposure		
		Occasional	Frequent	Continual
A.	High risk	20	25	30
B.	Moderate	10	13	18
C.	Low risk	2	5	8

13. PERSONAL DISCOMFORT

This factor measures the personal discomforts resulting from disagreeable elements (e. g., heat, cold, kamp, noise, dust and fumes).

		Frequency of Exposure		
		Occasional	Frequent	Continual
A.	Severe conditions	30	60	90
B.	Disagreeable Conditions	10	15	20
C.	Basic Sawmill Conditions	3	6	10

ARTICLE VII - PLYWOOD JOB EVALUATION

Section 1: Implementation

The job evaluation program for the Plywood Industry, conducted pursuant to a Memorandum of Agreement executed on the 22nd day of June, 1955, shall be implemented by the Parties hereto in accordance with the provisions of Supplement No. 2 to this Agreement.

Section 2: Point Range and Increment

All jobs in Group One, the point range of which is 0 to 81, shall be paid the minimum rate for common labour as provided in Art. IX, Sec. 1. The point range for subsequent groups shall be ten (10), i.e., Group Two (82-91), Group Three (92-101), etc. The wage increment between successive groups from one to six inclusive shall be four cents (4¢) per hour, and between successive groups from and including Group Seven, up to and including the highest group, five cents (5¢) per hour.

Section 3: Red Circle Jobs

Incumbents in job categories for which the wage rate is reduced as a result of job evaluation (hereinafter referred to as "red circle jobs") shall continue at the original rate until such time as job openings become available to them at equal or higher rates.

ARTICLE VIII - SAWMILL JOB EVALUATION

It is agreed that a job evaluation program will be established in the Coast Sawmill Industry.

To implement this program it is agreed that the following steps be taken:

(a) A Joint Committee comprising two representatives from each of the Parties will be established.

(b) The said Committee will develop a job evaluation manual.

(c) The Committee will also prepare a job descriptions for the requisite number of bench mark jobs.

(d) The bench mark jobs will be allocated point ratings in accordance with the manual.

(e) The report of the Joint Committee herein established shall be completed and made available to the Parties before July 1, 1971.

Source: Master Agreement, 1972-1973, Forest Products Industries Coast Region British Columbia, June 15, 1972.

PLYWOOD JOB EVALUATION

As referred to in Art. VII, Sec. 1

1. PRINCIPLES AND PROCEDURES

The implementation and administration of the job evaluation program shall be in accordance with the principles and procedures set out in a Manual dated September, 1955, and entitled "Job Evaluation Manual for Operational Hourly Paid Jobs in the Plywood Industry of British Columbia" as amended July, 1966 (herein referred to as the "Manual.")

2. INDUSTRY JOB EVALUATION COMMITTEE

There shall be a committee constituted and named the Industry Job Evaluation Committee (herein referred to as the "Plywood Evaluation Committee") to consist of one member representative of Forest Industrial Relations Limited, and one member representative of Regional Council No. 1, International Woodworkers of America.

3. FUNCTION OF PLYWOOD EVALUATION COMMITTEE

(a) The Plywood Evaluation Committee shall assume general responsibility for the administration of the job evaluation program.

(b) The unanimous decision of the said Committee shall be final and binding on the Parties hereto.

4. PLANT JOB REVIEW COMMITTEE

(a) There shall be a committee constituted in each plywood plant named the Plant Job Review Committee (herein referred to as "Review Committee") to consist of two members representative of Management and two members representative of the employees. At least one representative of Management must be a member of the Plant's salaried staff or Management, and at least one representative

of the employees must be an employee of the Plant whose job is subject to Plywood Job Evaluation. Management may choose their second representative from amongst persons not employed at the plant, and the Union may do likewise except that neither party may choose as its representative a member of the Plywood Evaluation Committee or any person who is employed as a job evaluator by Forest Industrial Relations Limited or by Regional Council No. 1 of the I.W.A.

(b) The Company shall reimburse any of its hourly-paid employees for time lost while acting as a member of the Review Committee or while presenting information, regarding his own job, before a regularly convened meeting of the Review Committee. The Company shall not be responsible for remunerating employee representatives who are not its hourly-paid employees.

5. FUNCTION OF REVIEW COMMITTEE

(a) The Review Committee will be responsible for seeing that all requests for evaluation or re-evaluation of jobs are adequately and accurately documented before being passed to the Plywood Evaluation Committee for further action. The documents required will include a "Request for Job Evaluation" form submitted either by an individual employee or by local Management, and a fully completed Job Description which provides sufficient information for the subsequent work of the Plywood Evaluation Committee. The form of the documents, the procedures for submitting and handling them, and the time limits for completion may be amended as required by the Plywood Evaluation Committee under the authority given them by Article 3 of this supplement.

(b) Decisions of the Review Committee respecting the appropriateness of a request for evaluation or re-evaluation, or respecting the adequacy and accuracy of documents, shall be by unanimous agreement. Failing such agreement within the established time limit, the Review Committee shall, at the request of

any one of its members, immediately forward the Request for Job Evaluation, together with any other documents on which there is unanimous agreement, to the Plywood Evaluation Committee and shall then have no further responsibility for documenting that request.

(c) When the Plywood Evaluation Committee has made a decision respecting the evaluation of a job, it shall communicate that decision to the appropriate Review Committee. The Review Committee will be responsible for informing Management and the employees concerned, giving reasons for the outcome where these are available. A decision of the Review Committee that an Application for Job Evaluation should not be forwarded to the Plywood Evaluation Committee will, similarly, be communicated with reasons to those concerned.

(d) Nothing in this Article limits the right of the Plywood Evaluation Committee to determine the facts about any job, by direction, observation or otherwise, or to amend any job description or specification submitted to them in support of a Request for Job Evaluation form.

6. APPLICATION OF PROGRAM

The job evaluation program shall apply to all employees in the plywood industry except Journeymen Tradesmen, Improvers, Helpers and Powerhouse and Broom Crews.

7. DIRECTION OF WORK

Job evaluation descriptions are written with the intent to set forth the general duties and requirements of the job and shall not be construed as imposing any restriction on the right of the Company to assign duties to employees other than those specifically mentioned in job descriptions, provided always that if the assignment of such duties changes the job content sufficiently to justify a review of the evaluation the Plywood Evaluation Committee shall make such a review in accordance with the procedure set out herein.

8. RE-EVALUATION

(a) When a job is re-evaluated, due to changes in job content, it shall not be moved to another grade unless the change in job content totals five or more points.

(b) When a job has moved to another grade as a result of re-evaluation, the wage rate for the new grade shall be effective on the date that Management or the employee has applied to the Review Committee for re-evaluation.

(c) When a job is moved to a lower grade as a result of re-evaluation, the incumbent shall maintain his job rate as a red circle rate subject to the provisions of Paragraph 10(b) herein.

9. NEW JOBS CREATED

Where the Company has exercised its right to create a new job, a temporary rate shall be set by Management. The permanent rate for the said job as determined by the Plywood Evaluation Committee shall be effective as of the date the job was installed, provided always that new jobs shall not become red circle jobs.

10. RED CIRCLE JOBS

(a) The company shall supply the Union with a list of employees holding red circle jobs, the said list to include the name of the employee, name of job category filled, the evaluated rate for the job, and the actual rate paid.

(b) Where a job vacancy is posted, employees on red circle rates equal to or lower than the rate of the job posted, must apply in accordance with seniority for the said vacancy or revert to the evaluated rate for the job then held.

(c) Employees on red circle rates who are promoted to a higher grade shall regain the red circle rate if subsequently found incompetent to continue in the higher grade.

(d) Employees holding red circle jobs who are demoted during a reduction of forces, shall be paid only the evaluated rate for the job to which they are assigned. If at a later date an employee is reassigned to his former job he shall regain his red circle rate.

(e) When the Company terminates a job, or a job is not occupied during a period of one year, a record as to the cancellation of the applicable job description and classification shall be established.

(f) If an employee is temporarily transferred at the request of the Company he shall retain his existing rate or receive the rate for the new job, whichever is higher. On return to his regular job the said employee shall regain his red circle rate.

11. SENIORITY

(a) Subject to the provisions herein set out, Art. XVIII(Seniority) shall continue to apply.

(b) Promotions shall be made only where a vacancy exists.

12. REFERRAL PROCEDURE

(a) When the Plywood Evaluation Committee has decided the outcome of a Request for Job Evaluation, it shall transmit its decision to the appropriate Plant Job Review Committee.

(b) When an employee's request for re-evaluation results in no change being made in the job grade, or in a reduction, or when a Management request results in no change or in an increase, the Plywood Evaluation Committee shall give to the appropriate Review Committee a short statement of the reasons for the decision. The statement should not go into great detail, but should indicate the criteria used in sufficient depth to show the applicant that the request was given adequate attention.

(c) An evaluation done by the Plywood Evaluation Committee shall be final and binding on the parties but, at any time after five years since the last evaluation or re-evaluation of a job, Management or an individual employee may submit a request for re-evaluation of that job and no other reason than the elapsed time shall be necessary.

(d) If the Plywood Evaluation Committee is unable to reach agreement regarding the disposition of a Request for Job Evaluation or any other matter regarding the job evaluation program which falls within their jurisdiction, the matter shall be referred to Forest Industrial Relations Limited and to the I.W.A. Regional Council for settlement.

(e) All communication between any Plant Review Committee and the Plywood Evaluation Committee referred to above shall be effected by sending one copy to the Union representative or representatives on the committee and one copy to the Employer representative or representatives. In the case of communications to a Plant Review Committee, the Union representatives will be addressed care of the office of the appropriate Union Local and the Employer representative care of the Company's offices at the plant. In the case of communications to the Plywood Evaluation Committee, the Union representative will be addressed care of the offices of Regional Council No. 1 of the I.W.A., Vancouver, and the Employer representative care of the offices of Forest Industrial Relations Limited.

13. TRAINING PROGRAM

A program of training for members of the Review Committee in each plant shall be instituted, the details of which shall be arranged by Forest Industrial Relations Limited and the I.W.A. Regional Council.

Source: Master Agreement, 1972-1973, Forest Products Industries Coast Region British Columbia, June 15, 1972.

PLYWOOD INDUSTRY JOB EVALUATION PROGRAM - JOB DESCRIPTION

Plant _____ Prepared _____

_____ Revised: _____

Job Title: _____ Revised: _____

Number of shifts _____ Number of incumbents per shift _____

1. STEP BY STEP ACTIVITIES ON MAIN JOB and PRODUCTS HANDLED

2. MAKE AND MODEL OF ANY EQUIPMENT OPERATED BY INCUMBENT

3. EQUIPMENT RESPONSIBILITY (setting, adjusting and/or servicing)

4. RELATED DUTIES (clean-up of equipment, of immediate work area, and other odd jobs)

Plant: _____

Job Title: _____

5. REGULAR OR OCCASIONAL RELIEF DUTIES (list the extent of these duties and the rate of pay)

6. REGULAR OR OCCASIONAL REPORTS, TALLIES AND/OR RECORDS (list titles, purpose and disposal - attach sample)

7. Who supervises your work?
Do you direct others?
How many and whom?

8. What physical aspect of your job do you perform most, and what is the heaviest work you do?

9. How could you injure someone other than yourself?

10. How could you get injured?

11. Do you work inside or outside?
What disagreeable or uncomfortable conditions are you exposed to?

THIS JOB DESCRIPTION HAS BEEN COMPLETED IN ACCORDANCE WITH THE PROVISIONS OF THE RELATED PLYWOOD SUPPLEMENT:

REVIEW COMMITTEE MEMBERS FOR THE I. W. A.

REVIEW COMMITTEE MEMBERS FOR MANAGEMENT

_____ _____

(signatures)

_____ _____

PLYWOOD INDUSTRY JOB EVALUATION PROGRAM

REQUEST FOR JOB EVALUATION

Name of Company and Division _____

_____

Present Category Title _____

Present Category Grade _____

Present Category Rate _____

Date Submitted _____

Name of Applicant _____

STATE SPECIFIC REASON(S) FOR THIS REQUEST

FOR REVIEW COMMITTEE ONLY

This request for job evaluation must be duly completed and must be accompanied by a current job description in order to ensure consideration by the Plywood Evaluation Committee.

Date Request Acted On _____

Disposition and Reason(s)

REVIEW COMMITTEE MEMBERS FOR THE I.W.A.

REVIEW COMMITTEE MEMBERS FOR MANAGEMENT

_____ _____

(signatures)

_____ _____

FOR PLYWOOD EVALUATION COMMITTEE ONLY

Date Request for Job Evaluation Received _____

Date Request for Job Evaluation Finalized _____

Disposition and Reason(s)

FOR THE I. W. A. FOR THE INDUSTRY

COSTS: JOB EVALUATION

Southern Interior Sawmills

1. 7000 men
2. initial j.e. coverage 1735 (25%)
3. 42 plants
4. $\frac{1735}{42}$ = 41 men/plant
5. installation period: 7 months (June 1971 - Dec. 1971)
6. manpower required: 8½ men (2 man teams (4)) + 1 man part time

B.C. Coast Sawmills

1. 28000 men
2. estimated j.e. coverage 7000 (25%)
3. 70 plants
4. $\frac{7000}{70}$ = 100 men/plant
5. maximum installation period: 7 months
6. manpower estimates based on S. Interior experience 34 men (4 x 8½) necessary to complete job descrips. in 7 month period.

Cost Breakdown

1. Development phase 1967 - 1969 (3 years)

   hired consultants full time to plan, design program: $100/day each 2 men working 200 days/yr. for 3 years = $120,000
   expenses,
   mats 30,000
   Total $150,000

2. Installation phase 7 months (30 weeks) from June'71 to Jan'72

   average cost per man/hr.= 4.7¢
   40 hr. week x 30 weeks x 4.7¢ hr. x 1735 men = $97,845

   Grand Total: $247,845

1. Development phase 1966 - 1973 (7 years)

   at least one man from FIR working on j.e. full time over 7 year period:
   1 man @ 12,000/yr.= $84,000
   materials, expenses, etc. 16,000
   $100,000
   (this cost is a "sunk" cost now)

2. Installation phase desire max. 7 month period (requiring 34 men)

   desire 5¢ per man/hr.
   40 hr. week x 30 weeks x 5¢ hr. x 7000 men - $420,000 (estimated)

   Grand Total $520,000

3. Administration:
estimated $25,000 - $50,000 per year - total
½ IFLRA
½ Union (IWA)

Closer to $50,000
- salary for 2 men each side + materials, expenses

3. Administration:
est. $25000-$50,000 per year each side
- salary 2 men
- travelling expenses
- material
- at least 2 x budget for S. Interior because 4 x as large