ANNEXURE A

GUIDELINE ON IMPLEMENTING THE APPROVED GENERIC FUNCTIONAL MODEL FOR HUMAN RESOURCE COMPONENTS
1. INTRODUCTION

1.1 Research conducted on departmental human resource structures and post establishments revealed that there was, understandably, not a high degree of uniformity amongst departments due to considerations such as the department’s service delivery model, management culture, type of function, client groups, geographical distribution, financial resources, etc. The generic functional model at Appendix A (it was also approved by Cabinet during June 2008-the dpsa circular 14/1/1/P dated 6 August 2008 refers) was therefore developed to assist departments in structuring their human resource components for optimal human resource service delivery. The model provides that departmental human resource components should as a baseline, provide for the following five main functional areas:

(a) **HR organisational strategy and planning**
   (i) HR planning and post provisioning
   (ii) HR information and knowledge management
   (iii) HR monitoring and evaluation
   (iv) Organisational development and design
   (v) HRM information system

(b) **HR practices and administration**
   (i) Recruitment and selection
   (ii) Conditions of service and remuneration
   (iii) Personnel records

(c) **HR utilisation and capacity development**
   (i) Skills Development
   (ii) Training and capacity development
   (iii) Learnership and internship programmes
   (iv) Performance management
   (v) Competency assessment centres
(d) **Employee Health and Wellness**
   (i) Quality of work life management
   (ii) Occupational health and safety

(e) **Employee relations**
   (i) Labour relations
   (ii) Collective bargaining

1.2 In order to render the abovementioned human resource services, human resource components will have to be structured appropriately. Provision will typically have to be made for the performance of functions at a support (clerical), professional (technical specialists) and management (middle management and senior) levels. In implementing the functional model, departments should determine what functional areas are relevant to them and unpack the areas reflected in the functional model in more operational detail to provide for their specific needs.

1.3 Departments should cluster the areas in a manner that will promote the functional relationship and operational efficacy amongst units, e.g. the combination of Employee Relations and Employee Health and Wellness. The following principles should be considered in this regard:

   (a) Avoid duplication or overlapping of functions

   (b) Maintain a functional relationship between units so that each unit has properly defined functions.

   (c) Ensure that functions are appropriately located according to units’ objectives.
(d) Promote the integration of processes related to the different HRM&D services to minimise handovers from one functional unit to another.

(e) Cluster units in such a manner that the functional content of each unit would ensure that unit managers and supervisors would have approximately equitable work loads, in terms of extent and complexity.

(f) Align the human resource component’s structure with the service delivery model of the department to ensure appropriate levels of decision-making and clear lines of communication.

(g) Post levels must be determined through the job evaluation process.

2. POST PROVISIONING NORMS FOR THE HUMAN RESOURCE FUNCTION

2.1 Purpose

(a) The purpose of establishing post norms for the human resource management function is to-

(i) increase operational efficiency and effectiveness within departmental human resource components;

(ii) to standardise the “cost” of human resource management in the Public Service; and

(iii) to set a basis for the evaluation of human resource management service delivery in departments.
(b) It is accepted that the post norms set out in this Guideline cannot be achieved by departments in the short term and no specific target date is set for such achievement. The human resource structures at departmental level will have to evolve over time and in line with departments’ human resource planning processes.

(c) The post norms provided in paragraph 2.3 below must consequently be seen as an envisaged or recommended baseline to be used for future improvement.

2.2 International trends

(a) Generally, human resource practitioners comprise a small portion of an organisation's workforce. The number of human resource staff will vary according to the type of operations of the organisation. Research has shown that large government institutions such as education departments and health care facilities typically have comparatively low human resource staff levels in relation to smaller institutions such as those responsible for communications, or arts and culture. This is mainly due to the large number of employees in the line function.

(b) According to research by the Bureau of National Affairs, INC published in a report “HR Department Benchmarks and analysis”, 2007, the general trend is that staff ratios decline as workforce sizes increase, meaning that smaller organisations typically have a higher human resource staff-to-employee ratio than larger organisations as depicted in the diagramme below:
The BNA survey, which included 414 human resource components from a variety of manufacturing, non-manufacturing, and non-business industries, indicate that for 2001 the median ratio of human resource staff employee to total headcount was 1:0 human resource employee for every 100 workers served by the human resource component. While the size of human resource components tends to increase as the workforce grows, economies of scale allow the rate of growth in human resource staff levels to slow as the number of workers served by the human resource component rises. Thus, human resource staff ratios tend to decline as the total headcount in the organization increases.

In a study of eleven Australian Corporatised Public Sector organisations it was found that the human resource staffing ratio in these institutions ranged from 1:7 to 1:168 depending on the size of the organisation. The higher end ratio compares favourably with a number of other studies conducted in Europe and the USA. The table below reflects the human resource staff ratio for state.
agencies employing 500 or more employees in the USA State of Texas:

<table>
<thead>
<tr>
<th>Agency</th>
<th>Total staff</th>
<th>HR staff</th>
<th>HR staff to total staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commission for the Blind</td>
<td>638</td>
<td>17</td>
<td>1:38</td>
</tr>
<tr>
<td>Workforce Commission</td>
<td>3,985</td>
<td>102</td>
<td>1:39</td>
</tr>
<tr>
<td>Rehabilitation Commission</td>
<td>2,486</td>
<td>59</td>
<td>1:42</td>
</tr>
<tr>
<td>Department of Insurance</td>
<td>989</td>
<td>21</td>
<td>1:47</td>
</tr>
<tr>
<td>Department of Protective and Regulatory Services</td>
<td>6,837</td>
<td>142</td>
<td>1:48</td>
</tr>
<tr>
<td>Department of Health</td>
<td>4,859</td>
<td>93</td>
<td>1:52</td>
</tr>
<tr>
<td>Workers' Compensation Commission</td>
<td>1,057</td>
<td>20</td>
<td>1:53</td>
</tr>
<tr>
<td>Building and Procurement Commission</td>
<td>574</td>
<td>11</td>
<td>1:52</td>
</tr>
<tr>
<td>Department of Agriculture</td>
<td>516</td>
<td>10</td>
<td>1:52</td>
</tr>
<tr>
<td>Department of Human Services</td>
<td>14,256</td>
<td>260</td>
<td>1:55</td>
</tr>
<tr>
<td>Alcoholic Beverage Commission</td>
<td>517</td>
<td>9</td>
<td>1:57</td>
</tr>
<tr>
<td>Office of the Attorney General</td>
<td>3,774</td>
<td>63</td>
<td>1:60</td>
</tr>
<tr>
<td>Department of Transportation</td>
<td>14,871</td>
<td>232</td>
<td>1:64</td>
</tr>
<tr>
<td>Department of Mental Health/Mental Retardation</td>
<td>20,414</td>
<td>308</td>
<td>1:66</td>
</tr>
<tr>
<td>General Land Office</td>
<td>583</td>
<td>8</td>
<td>1:73</td>
</tr>
<tr>
<td>Agency</td>
<td>Total staff</td>
<td>HR staff</td>
<td>HR staff to total staff</td>
</tr>
<tr>
<td>-------------------------------</td>
<td>-------------</td>
<td>----------</td>
<td>------------------------</td>
</tr>
<tr>
<td>School for the Deaf</td>
<td>583</td>
<td>7</td>
<td>1:83</td>
</tr>
<tr>
<td>Railroad Commission</td>
<td>778</td>
<td>9</td>
<td>1:86</td>
</tr>
<tr>
<td>Parks and Wildlife Department</td>
<td>2,883</td>
<td>30</td>
<td>1:96</td>
</tr>
<tr>
<td>Commission on Environmental Quality</td>
<td>3,095</td>
<td>32</td>
<td>1:97</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>83,695</strong></td>
<td><strong>1,433</strong></td>
<td><strong>1:58</strong></td>
</tr>
</tbody>
</table>

*Source: Texas Comptroller of Public Accounts; Texas Department of Criminal Justice; Texas Department of Mental Health and Mental Retardation; Department of Human Services; Department of Protective and Regulatory Services; Texas Department of Health; and the Texas Workforce Commission.*

2.3 **Current trends in the RSA Public Service**

The tables below reflect the current trends in staffing ratios for human resource components in the Public Service according to information extracted from PERSAL:

(a) **Provincial administrations**

<table>
<thead>
<tr>
<th></th>
<th>TOTAL POSTS</th>
<th>HR RELATED</th>
<th>HR CLERKS</th>
<th>TOTAL HR</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Cape Total</td>
<td>137657</td>
<td>419</td>
<td>1023</td>
<td>1442</td>
</tr>
<tr>
<td></td>
<td>1:329</td>
<td>1:135</td>
<td>1:96</td>
<td></td>
</tr>
<tr>
<td>Free State Total</td>
<td>57457</td>
<td>127</td>
<td>486</td>
<td>613</td>
</tr>
<tr>
<td></td>
<td>1:452</td>
<td>1:118</td>
<td>1:94</td>
<td></td>
</tr>
<tr>
<td>Gauteng Total</td>
<td>136656</td>
<td>662</td>
<td>1318</td>
<td>1980</td>
</tr>
<tr>
<td></td>
<td>1:206</td>
<td>1:104</td>
<td>1:69</td>
<td></td>
</tr>
<tr>
<td>Kwazulu-Natal Total</td>
<td>182589</td>
<td>264</td>
<td>1820</td>
<td>2084</td>
</tr>
<tr>
<td></td>
<td>1:692</td>
<td>1:100</td>
<td>1:88</td>
<td></td>
</tr>
<tr>
<td>Limpopo Total</td>
<td>115562</td>
<td>616</td>
<td>941</td>
<td>1557</td>
</tr>
<tr>
<td></td>
<td>1:188</td>
<td>1:123</td>
<td>1:74</td>
<td></td>
</tr>
<tr>
<td>Mpumalanga Total</td>
<td>72536</td>
<td>194</td>
<td>512</td>
<td>706</td>
</tr>
<tr>
<td></td>
<td>1:374</td>
<td>1:142</td>
<td>1:103</td>
<td></td>
</tr>
<tr>
<td>National Department Total</td>
<td>390760</td>
<td>2303</td>
<td>7505</td>
<td>9808</td>
</tr>
<tr>
<td></td>
<td>1:170</td>
<td>1:52</td>
<td>1:40</td>
<td></td>
</tr>
<tr>
<td>North West Total</td>
<td>57158</td>
<td>215</td>
<td>512</td>
<td>727</td>
</tr>
<tr>
<td></td>
<td>1:266</td>
<td>1:112</td>
<td>1:79</td>
<td></td>
</tr>
</tbody>
</table>
Northern Cape Total 21863 38 129 167
        1:575 1:170 1:131
Western Cape Total 76422 225 287 512
        1:340 1:266 1:149

(b) Public Service as a whole

<table>
<thead>
<tr>
<th>TOTAL POSTS IN PUBLIC SERVICE</th>
<th>HR RELATED</th>
<th>HR CLERKS</th>
<th>TOTAL HR</th>
</tr>
</thead>
<tbody>
<tr>
<td>1248660</td>
<td>5063</td>
<td>14533</td>
<td>19596</td>
</tr>
<tr>
<td>RATIOS</td>
<td>1:247</td>
<td>1:86</td>
<td>1:64</td>
</tr>
</tbody>
</table>

3. Proposed post norms

Based on international trends and the information obtained from PERSAL it is proposed that staffing ratios for human resource components in the Public Service should be guided according to the following three clusters of departments:

3.1 Policy and oversight departments

(a) The departments in this cluster are relatively small. They are mainly responsible for policy, strategy, oversight and setting norms and standards that govern functions and practices within their competence. They have limited or no decentralised functions and organisational structures. Their main extensions in their different competence areas are, in many instances, independent agencies and public entities that have their own governance, management and organisational structures and processes.

(b) Some of the departments have concurrent competence and thus have provincial counterparts. However, their counterparts are autonomous with original powers and functions for their human
resource and organisational matters as determined by the Public Service Act, 1994.

(c) The current average post ratio is as follows:

<table>
<thead>
<tr>
<th>Average for all departments in this cluster</th>
<th>1:25</th>
</tr>
</thead>
<tbody>
<tr>
<td>Departments with an establishment of up 500 posts</td>
<td>1:15</td>
</tr>
<tr>
<td>Departments with an establishment of 501 up to 1000 posts</td>
<td>1:13</td>
</tr>
<tr>
<td>Departments with an establishment of 1001 up to 10000 posts</td>
<td>1:63</td>
</tr>
</tbody>
</table>

(d) The departments that fall in this cluster are the following:

**National Departments:**
Department of Communications  
Government Communication & Information System  
Department of Minerals and Energy  
Department of Provincial and Local Government  
Department of Public Enterprises  
Department of Public Service and Administration  
Independent Complaints Directorate  
National Treasury  
Office of the Public Service Commission  
Sport and Recreation South Africa  
Statistics South Africa  
The Presidency

**Eastern Cape:**
Department of Local Government and Traditional Affairs  
Department of Safety and Liaison  
Office of the Premier  
Provincial Treasury

**Free State:**
Department of Local Government and Housing  
Department of Public Safety, Security and Liaison  
Free State Provincial Treasury  
Office of the Premier
Gauteng:
Department of Community Safety
Department Local Government
Gauteng Treasury
Office of the Premier

KZN:
Department of Community Safety and Liaison
Department of Local Government and Traditional Affairs
Provincial Treasury
Office of the Premier

Limpopo:
Department of Local Government and Housing
Department of Safety, Security and Liaison
Provincial Treasury
Office of the Premier

Mpumalanga:
Department of Finance
Department of Local Government
Department of Safety and Security
Office of the Premier

Northern Cape:
Department of Safety and Liaison
Provincial Treasury
Department of Housing and Local Government
Office of the Premier

North West:
Department of Developmental Local Government and Housing
Department of Finance
Office of the Premier

Western Cape:
Department of Community Safety
Department of Finance
Department of Local Government
Office of the Premier
3.2 **Delivery departments with exclusive national competence**

(a) The departments in this cluster are centrally established. For operational service delivery purposes, they have developed institutional and organisational arrangements that enable them to deliver at a national scale. They have established geographical service delivery points in districts and/or regional areas and have built corresponding management and coordination capabilities in these points.

(b) The departments may have decentralised their human resource management functions to the service delivery and management points. The degree and extent of decentralisation varies from one department to the next in this typology depending on the capacity readiness and other factors.

(c) The current average post provisioning ratio is as follows:

<table>
<thead>
<tr>
<th>Description</th>
<th>Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Average for all departments in this cluster</td>
<td>1:30</td>
</tr>
<tr>
<td>Departments with an establishment of up 500 posts</td>
<td>1:6</td>
</tr>
<tr>
<td>Departments with an establishment of 501 up to 1000 posts</td>
<td>1:34</td>
</tr>
<tr>
<td>Departments with an establishment of 1001 up to 10000 posts</td>
<td>1:24</td>
</tr>
<tr>
<td>Departments with an establishment of 10001 and more posts</td>
<td>1:31</td>
</tr>
</tbody>
</table>

(d) The departments that fall within this cluster are the following:

Department of Arts and Culture  
Department of Correctional Services  
Department of Defence  
Department of Foreign Affairs  
Department of Home Affairs  
Department of Justice and Constitutional Development
3.3 **Delivery departments with concurrent competencies**

(a) These are departments at national and provincial levels that share competencies. These departments represent a dynamic mix between policy making and delivery. At a national level the departments are mainly responsible for policy development, executive oversight and monitoring and evaluation whilst at a provincial level they are responsible for operational delivery of the functional competence.

(b) At provincial level, the executive authorities of the departments are not directly accountable to the Minister of a corresponding portfolio, but to the Premier and the Provincial Legislature.

(c) The current average post provisioning ratio is as follows:

<table>
<thead>
<tr>
<th>Category</th>
<th>Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Average for all departments in this cluster</td>
<td>1:96</td>
</tr>
<tr>
<td>Departments with an establishment of up 500 posts</td>
<td>1:19</td>
</tr>
<tr>
<td>Departments with an establishment of 501 up to 1000 posts</td>
<td>1:36</td>
</tr>
<tr>
<td>Departments with an establishment of 1001 up to 10000 posts</td>
<td>1:41</td>
</tr>
<tr>
<td>Departments with an establishment of 10001 and more posts</td>
<td>1:129</td>
</tr>
</tbody>
</table>

(d) The departments that fall within this cluster are the following:

**National Departments:**
Department of Agriculture
Department of Education
Department of Environmental Affairs and Tourism
Department of Health
Department of Housing
Department of Public Works
Department of Social Development
Department of Transport

Eastern Cape:
Department of Agriculture
Department of Economic Affairs, Environment and Tourism
Department of Education
Department of Health
Department of Housing
Department of Public Works
Department of Roads and Transport
Department of Social Development
Department of Sport, Recreation, Arts and Culture

Free State
Department of Agriculture
Department of Education
Department of Health
Department of Public Works, Roads and Transport
Department of Social Development
Department of Sport, Arts and Culture
Department of Tourism, Environmental and Economical Affairs

Gauteng
Department of Agriculture, Conservation, Environment
Department of Economic Development
Department of Education
Department of Health
Department of Housing
Department of Public Transport, Roads and Works
Department of Social Development
Department of Sports, Arts, Culture and Recreation
Gauteng Shared Services (rendering services on behalf of others)

KZN
Department of Agriculture
Department of Arts, Culture and Tourism
Department of Economic Development
Department of Education
Department of Health
Department of Housing
Department of the Royal Household
Department of Social Development
Department of Sports and Recreation
Department of Transport
Department of Works

Limpopo
Department of Agriculture
Department of Economic Development, Environment & Tourism
Department of Education
Department of Health and Social Development
Department of Public Works
Department of Roads and Transport
Department of Sport, Arts and Culture

Mpumalanga
Department of Agriculture and Land Administration
Department of Culture, Sport and Recreation
Department of Economic Development and Planning
Department of Education
Department of Health
Department of Housing
Department of Public Works
Department of Roads and Transport
Department of Social Development

Northern Cape
Department of Agriculture and Land Reform
Department of Economic Affairs
Department of Education
Department of Health
Department of Social Services and Population Development
Department of Sport, Arts and Culture
Department of Tourism, Environment and Conservation
Department of Transport, Roads and Public Works

North West
Department of Agriculture, Conservation and Environment
Department of Economic Development and Tourism
Department of Education
Department of Health
Department of Public Works
Department of Social Development
4. **Limitations in the use of post norms**

It is not practical to apply an absolute standard in terms of post norms within the current decentralised human resource framework where service delivery models and internal policies may differ substantially. In interpreting the norms referred to in paragraph 2.3 above it must be borne in mind that spatial and geographical location, delegation models as well as actual size could necessitate deviations. The merit of such deviations will have to be considered on an individual basis as norms do not provide complete answers; but rather assist in the configuration of human resource components. Logically, major deviations from the norm should be questioned to determine the validity thereof.