

# GUIDELINES ON INTEGRATED HUMAN RESOURCE PLANNING IN THE PUBLIC SERVICE



Department of Public Service and Administration

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## **1. PURPOSE**

The purpose of these guidelines is to assist departments in conducting integrated human resource planning as contemplated in Part IIID of Chapter 1 of the Public Service Regulations, 2001.

The guidelines are being issued in response to a survey that was conducted in the first half of 2001 indicating that most departments have not been able to develop integrated human resource plans. This can in part be attributed to the complex legal framework that governs human resource planning. By issuing these guidelines the DPSA hopes to assist managers and human resource practitioners in understanding how human resource planning logically flows from strategic planning and how it links to skills development and affirmative action strategies.

The guidelines should also assist managers in restructuring their departments and managing the human resource implications of such initiatives. Moreover, the guidelines should help in mitigating the impact of HIV/AIDS on the workplace by showing how HIV/AIDS is likely to affect departments and how this can be countered through effective human resource planning.

## **2. HUMAN RESOURCE PLANNING IN CONTEXT**

### **2.1. WHAT IS HUMAN RESOURCE PLANNING?**

HR planning is a process of systematically reviewing human resource needs to ensure that the required number of employees, with the required competencies, is available when they are needed. HR planning is also about ensuring that the composition of your staff gradually becomes more representative of society as a whole. This process is preceded by strategic planning. During the strategic planning process, top management and the executing authority determine the department's strategic objectives and how they are to be achieved. Human resources play a critical role in the strategy implementation process because their commitment and competencies will largely determine whether or not a department will be able to achieve its objectives.

Both the Treasury Regulations, 2002 and the Public Service Regulations, 2001 emphasise the importance of integrated strategic planning in the effective delivery of public services. Strategic planning is indeed one of the key responsibilities of accounting officers. It is central to the effective, efficient, economical and transparent use of resources of the department in terms of both section 38 of the Public Finance Management Act, 1999 and section 7(3)(b) of the Public Service Act, 1994.

Conceptually, the link between strategic planning and human resource planning can be illustrated as follows:

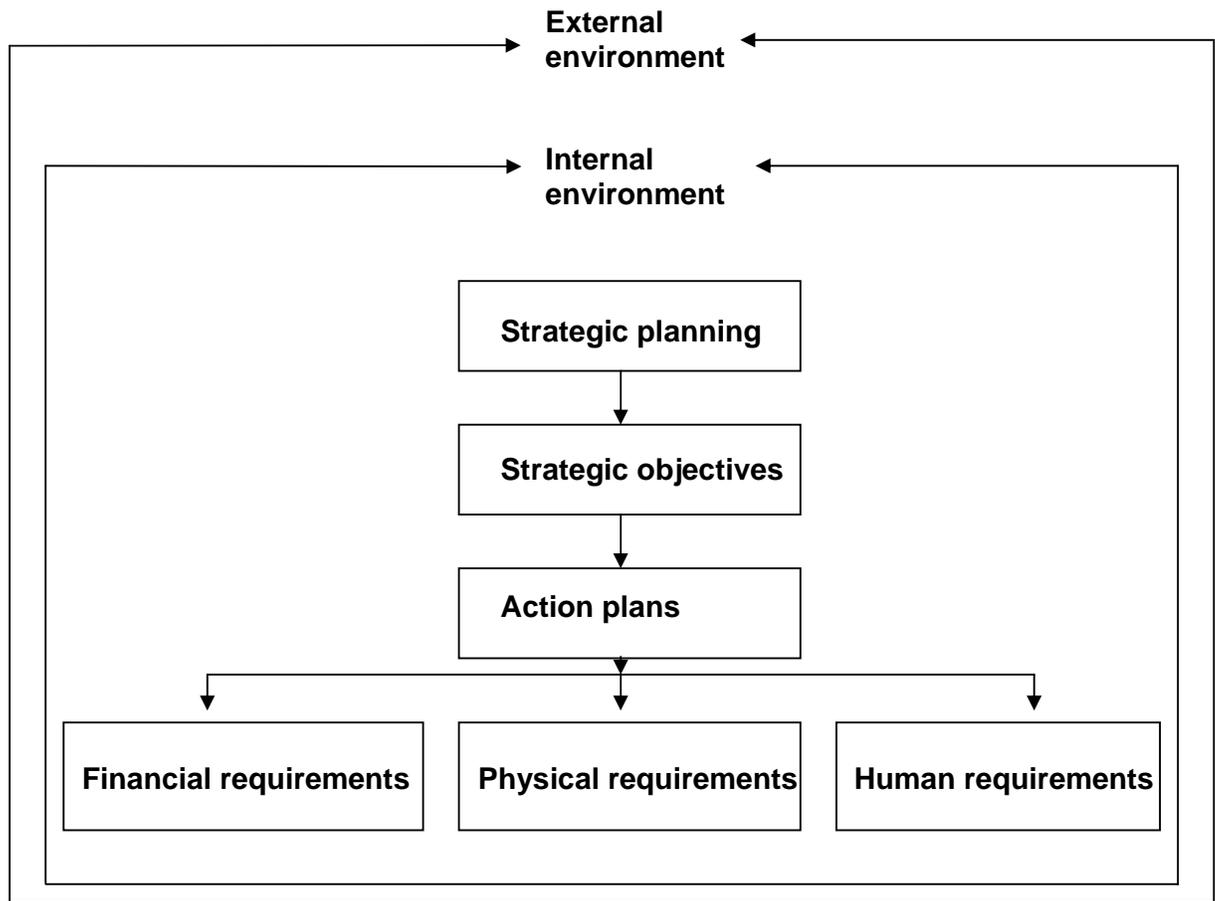


Figure 1: Link between strategic and human resource planning

## 2.2 STATUTORY FRAMEWORK

As mentioned above, strategic planning is a prerequisite for the effective and efficient management of a department. Human resource planning is equally critical in ensuring the effective management of a department's most important asset; its people. There are a number of legal requirements that pertain to human resource planning. These are briefly referred to below:

- 2.2.1 **Public Service Act, 1994** (in particular section 7(3)(b))
- 2.2.2 **Public Service Regulations, 2001** (see Part III.B & D of Chapter 1)
- 2.2.3 **Employment Equity Act, 1998** (whole act & its regulations outline requirements pertaining to employment equity plans)
- 2.2.4 **Skills Development Act, 1998** (whole act is relevant - departments have specific responsibilities with regard to the SETA's that they form part of and in developing workplace skills plans)
- 2.2.5 **Labour Relations Act, 1995** (refer in particular to section 189)
- 2.2.6 **Public Finance Management Act, 1999** (sections 36(5), and 38 - 42 are of particular importance)
- 2.2.7 **Treasury Regulations, 2002** (Chapter 5 in particular)

### 3. HUMAN RESOURCE PLANNING PROCESS

#### 3.1. MAIN AIM OF HUMAN RESOURCE PLANNING

HR planning is simply about ensuring that a department has the right number of people, with the right composition and with the right competencies, in the right places to enable it to deliver on its mandates and achieve its strategic goals and objectives. Hence HR planning is about determining the demand for and the supply of employees that are critical to achieving strategic objectives, analysing the gap between the demand and supply and developing a plan that seeks to close that gap.

**It therefore ensures that your department-**

- Has the human resources that are capable of meeting your operational objectives;
- Obtains the quality and quantity of staff you require;
- Makes optimum use of your human resources;
- Is able to anticipate and manage surpluses and shortages of staff; and
- Develops a multi-skilled, representative and flexible workforce, which enables your organisation to adapt rapidly to a changing environment in which it functions.

#### 3.2 CENTRAL QUESTIONS TO ANSWER ON HUMAN RESOURCE PLANNING

- What strategic direction is your department taking?
  - ✓ Vision
  - ✓ Mission
  - ✓ Strategic Objectives
- What human resource challenges do you face? (Consider amongst others HIV/AIDS, representivity, competency requirements, budgetary constraints)
- Can your current staff cope with these challenges?
- What can be done to improve your human resource situation?

### 3.3 STEPS IN HUMAN RESOURCE PLANNING

*Human resource planning can be illustrated as follows:*

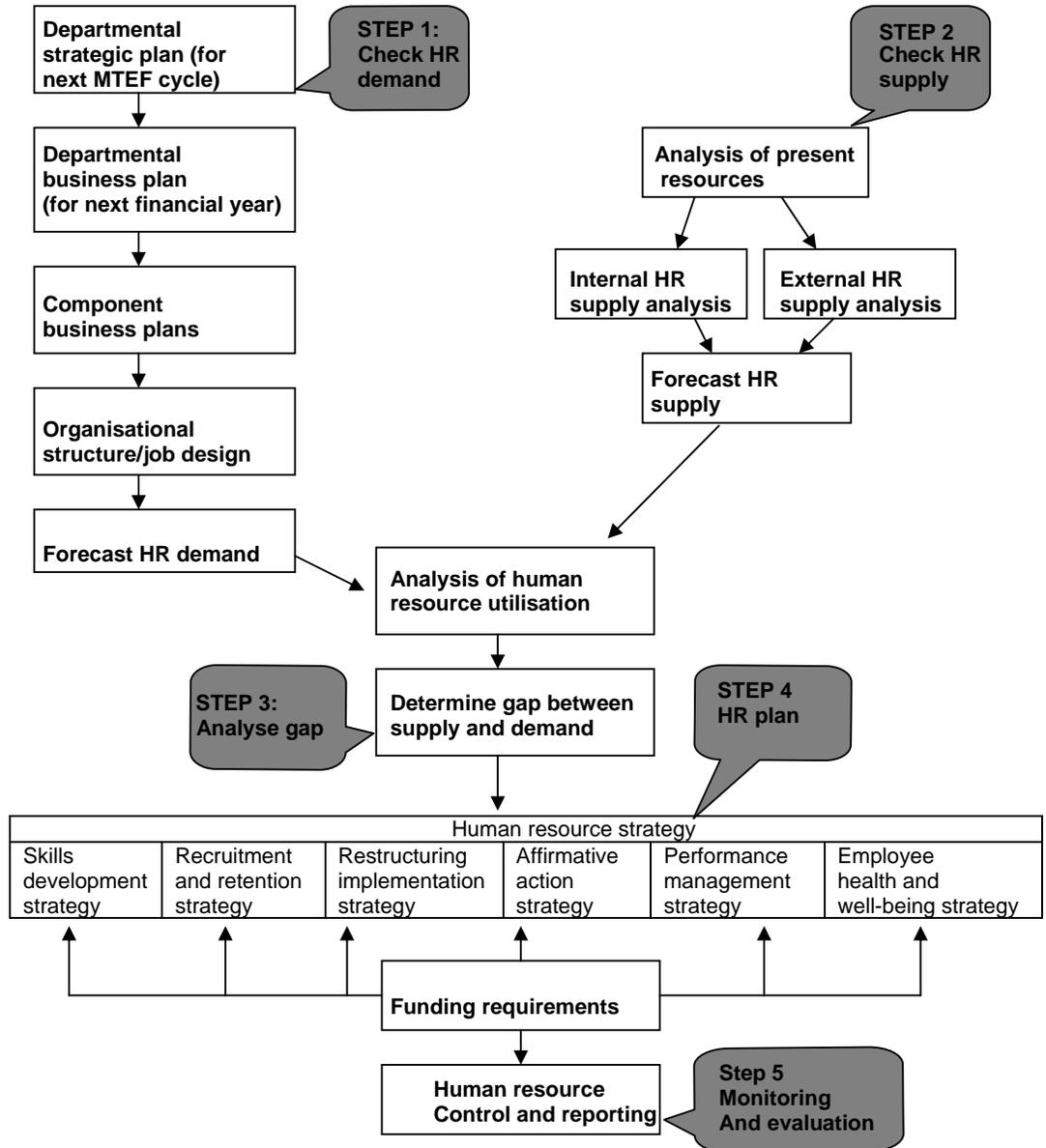


Figure 2: Human resource planning process (based on Chapter 1, Part III of the Public Service Regulations, 2001, and taking into account other statutory requirements)

### 3.3.1. STEP ONE: CHECK HR DEMAND

#### **REQUIRED PROCESS**

An assessment of the human resources that will be **REQUIRED** to deliver on the department's strategic objectives. Take into account your mandated functions, new functions, abolished functions, and service delivery improvement programme.

#### **PURPOSE**

This step entails the **FORECASTING/FUTURISTIC** assessment of your department. It assists you to determine your human resource needs (numbers, composition, competencies, etc) with respect to services you provide to clients and your productivity levels in meeting your clients' needs.

#### **QUESTIONS**

- What are your department's short to medium and long-term strategic and operational objectives as set out in your department's strategic and business plans?
- What is the number of employees you require?
- What are the competencies they must have?
- Will they be employed in a temporary or full-time capacity?
- How representative is your workforce of society as a whole?

#### **GUIDELINES**

The above questions are aimed at stimulating your thinking on the human resources that you require to perform your department's functions, as required by Part III D.1(a) of Chapter 1 of the Regulations. But this is often easier said than done since most government departments provide a wide range of services and employ thousands of staff. The human resource implications of high-level strategic plans might also not be immediately apparent.

As illustrated in Figure 2, the full picture of a department's human resource requirements might only become clear after the department's strategic plan has been broken down into business plans and the organisational structure has been reviewed. But in other instances, a department's strategic plan might be sufficiently clear to indicate strategic shifts in a department's human resource requirements. Under such conditions, the next step will normally be to determine a new organisational structure or to formulate proposals on the amendment of the existing one. This can either be done in phases (e.g. by determining the management structure first) or through a total redesign of the structure.

An organisational structure defines how tasks are allocated, the reporting arrangements, and the formal co-ordinating mechanisms and interaction patterns that will be followed.

When giving consideration to a new organisational structure, it is important to remember the principle of “structure follows strategy”. This means that one cannot design the formal working arrangements and post structure without a clear picture of what is to be achieved through the organisational architecture.

The organisational structure is depicted in an organisational chart. A complete organisational chart shows all the positions, reporting relationships and lines of formal communication in a department. A macro organisational structure in turn only shows the management level and their inter-relationships.

There are various options in structuring a department. The most common organisational designs are the following:

**Functional design:** Here work activities are grouped into manageable units according to similarity of function or process. This type of design could be appropriate where a high degree of specialisation is required or where the nature of the work demands formal rules and regulations, with decision-making that follows the chain of command.

**Service, programme or project structure:** Here activities are grouped according to the services that are rendered, or according to major programmes or projects.

**Matrix structure:** In the matrix structure elements of both the above structures are found. Teams are formed and disbanded as and when the need arises. Team members often report to more than one manager, depending on the projects that they are involved in. Aside from being team members, they remain members of their functional units.

Once you have completed your organisational review, you will be in a better position to determine your human resource requirements. The next step is to evaluate all newly created positions with the prescribed job evaluation system and to analyse the competency requirements of such positions.

A department's strategic and business plans might of course not always require shifts in the number of employees that are needed, their competencies, their composition, their employment capacities, or their placement. In such instances no organisational review will be required. It will also not be necessary to redesign any jobs. You should nevertheless think how you would retain your existing employees and whether you would be able to replace critical staff members should they leave your department (succession planning).

### 3.3.2. STEP TWO: CHECK HR SUPPLY

#### **REQUIRED PROCESS**

An assessment of the organisation's existing human resource capacity.

#### **PURPOSE**

Assess your **EXISTING** human resources by gender, race and disability, competencies, occupational category, organisational component and grade.

#### **QUESTIONS**

- Do your current staff members have the competencies that you need to deliver on your department's mandate?
- Do you have the right number of staff at the right levels and at the right places to deliver the services required of your department?
- Do you need more or less staff employed in a permanent or temporary capacity?
- Will it be possible to re-skill your existing staff to cope with changes in your internal or external environment (e.g. technological advances, public-private-partnerships)?
- How representative is your workforce of the communities that they serve?
- What are the barriers that may be responsible for the under-representation or under-utilisation of employees from designated groups?

#### **GUIDELINES**

The above questions are aimed at helping you to conduct the kind of assessment envisaged in Part III.D.1(b) of the Regulations. The questions should also help to conduct the analysis contemplated in section 19 of the Employment Equity Act, 1998. (For more detailed guidance in the latter regard, refer to the Code of Good Practice: Preparation, Implementation and Monitoring of Employment Equity Plans. Also refer to the Code of Good Practice on Key Aspects of Disability in the Workplace. Both codes can be obtained from the Department of Labour at [www.labour.gov.za](http://www.labour.gov.za)).

Also note that in order to compile a workplace skills plan as required in terms of the Skills Development Act, 1998, you need to assess the training needs of your employees. Guidance in this regard can also be obtained from the Department of Labour and from the Sector Education and Training Authority (SETA) to which your department belongs. The PSETA has issued specific guidelines in this regard which are available at [www.dpsa.gov.za](http://www.dpsa.gov.za).

The priority training needs of your employees can be determined in a number of ways: You can conduct a detailed skills audit by comparing the existing competencies of employees against the competencies that they need now and in the future. You can also determine the skills gaps through interviews with key managers in your department and through focus groups (training needs analysis).

Your strategic plan might also contain useful information on the competency levels of staff. This should be apparent from your assessment of the internal strengths and weaknesses of the department.

As the single most important threat to the health and well-being of your department, you should also take into account the vulnerability of your workforce to the HIV/AIDS pandemic. Remember that HIV/AIDS is likely to result in –

- \* More employees who are sick; and
- \* More employees who die prematurely

If not carefully managed the above might result in lower productivity, lower morale, higher staff turnover and increased costs. The end result would be a depleted ability to render services.

Various techniques can be used to estimate the HIV infection levels of your staff and to project the impact on service delivery, productivity, morale and costs. These include surveillance studies through voluntary counselling and testing; HIV/AIDS projections using models such as the Doyle model and the Actuarial Society of South Africa model; and so-called “KAP” studies (Knowledge, Attitudes and Practices).

Consult the Department of Health, the DPSA or the Department of Education on the approach that you should follow (depending on the public service sector that you are part of). These departments have conducted various studies. They have also issued a range of policy guidelines. In particular DPSA has recently amended the Public Service Regulations, 2001 to provide for minimum standards in managing HIV/AIDS in the workplace. These were issued in Government Gazette No. 7389 dated 21 June 2002. (Notice No. R. 840). A guide that will complement these regulations will also be published.

Also note that the Department of Labour has published a Code of Good Practice that contains useful information on the principles to be followed in managing the impact of HIV/AIDS in the workplace. Your representative in the Interdepartmental Committee on HIV/AIDS (or provincial HIV/AIDS committee) will also be able to provide you with valuable information.

Useful websites from an HIV/AIDS management perspective are [www.labour.gov.za](http://www.labour.gov.za), [www.dpsa.gov.za](http://www.dpsa.gov.za), [www.redribbon.za](http://www.redribbon.za) and [www.ilo.org/aids](http://www.ilo.org/aids).

Remember that you need both qualitative and quantitative information in conducting your internal HR supply analysis. Make a list of the information that you need as required by Part III.D of Chapter 1 of the Public Service Regulations, the Employment Equity Act and its regulations, as well as the Skills Development Act and its regulations. Qualitative information can be obtained through document reviews, interviews, focus groups and workshops, while quantitative information can be obtained through an analysis of available statistical information.

You can use PERSAL to obtain statistical information in a variety of areas. Information on the reports that are available can be obtained from PERSAL on Subsystem 7: Management Information. The reports can be accessed from Function 6.12, Report: Enquiries on PERSAL. If you need more information on how PERSAL can help you in your HR planning, go to <http://PERSAL.gov.za>.

The last challenge in completing your HR supply analysis is to assess the future supply of the human resources that you will need. Departments that are dependent on scarce skills need to be aware of the availability of these skills. An example is a department of public works (national or provincial) requiring mechanical and electrical engineers.

Qualified candidates from especially the disadvantaged groups are known to be in short supply. You need to analyse your needs of such scarce resources and how you will go about recruiting and retaining sufficient numbers of personnel with these skills. Information on the demand and supply of such resources can be obtained from labour market analyses conducted by both public and private organisations. Public organisations that provide such information include the Department of Labour, Statistics South Africa and the Human Sciences Research Council.

After obtaining this information you will be in a much better position to determine what strategies you will need to ensure a sufficient supply of human resources to your department. As indicated in Figure 2 you should also critically examine the utilisation of your existing human resources. It makes no sense to embark on elaborate recruitment drives if employees in some areas of your department are either under-utilised or are surplus to service delivery requirements. It may well be possible to re-skill and re-deploy such individuals to areas of greater need. You can expect incisive questions from union representatives on this matter should you have plans to restructure the department and intend declaring employee in excess of operational requirements.

### 3.3.3. STEP THREE: ANALYSE GAP

#### REQUIRED PROCESS

Involves analysing any differences between the need and supply of human resources.

#### PURPOSE

Identify gaps between what you have now and what you require for the future.

#### QUESTIONS

- What are the gaps in numbers, competencies and employment equity targets which need to be filled?
- To what extent does your existing human resource capacity match your future requirements?

#### GUIDELINES

The gap between the demand and supply of your human resources should be apparent once you have completed steps 1 and 2 and have concluded the analyses that are required of you in order to develop your employment equity and workplace skills plans.

You should now summarise the gaps that you have identified in terms of –

- \* the competency levels of your staff;
- \* the number of employees that you need now and in the future and where you will need them;
- \* major areas of under-representation in the different occupational groups and salary levels of your department in terms of race, gender and people with disabilities; and
- \* the health profile of your workforce (with particular reference to the impact of HIV/AIDS)

### 3.3.4. STEP FOUR: HUMAN RESOURCE PLAN

#### REQUIRED PROCESS

Step 4 involves developing a strategy or plan to meet your human resource needs. Develop a plan to address the gap between existing human resource capacity and the future human resource requirements within the financial resources available. This should ideally take the form of a comprehensive human resource strategy (human resource plan) with various dimensions as illustrated in Figure 2. Not all of those elements might be required at a given point in time. Hence only the priority matters would then be incorporated into the plan.

#### PURPOSE

Plan and develop a programme to clarify how the gap between the existing HR capacity and future HR requirements will be filled. The duration of your programme will depend on the extent of the gaps that you have identified.

#### QUESTIONS:

- What are the key things we should do to ensure a better match between our human resource requirements and our available staff?
- How will we ensure that we have better skilled employees in the future?
- How will we obtain staff with the right competencies where we need them?
- If we have an over-supply of staff at certain levels, how can we re-direct them to other areas of need? If they cannot be re-deployed or re-trained, how will we phase them out?
- How will we address under-representativeness in our department?
- How will we improve the productivity of our employees?
- What can we do to limit the impact of HIV/AIDS and other life threatening diseases on the health and well-being of our employees and the quality of the services that we render?

#### GUIDELINES

Having identified the "gap" between your future requirements and existing capacity, you need to **develop a human resource strategy** to enable your department to meet its human resource needs within the financial resources

available. The strategy will also have to take account of prevailing labour market conditions. Once drawn up, the human resource strategy should **drive all human resource management activities** within your department.

You should devise strategies, and cost them, to meet the needs that you would have uncovered in the gap analysis. These will differ per department and may be wide-ranging, including, for example,

- organisational redesign,
- process re-engineering,
- outsourcing,
- recruitment,
- training,
- promotion,
- redeployment,
- succession planning; and
- staff reductions (where necessary)

The objective of the HR plan is to provide you with a strategy to redress the shortfalls that were determined by the gap analysis. You will also need to compile an employment equity (affirmative action) and a workplace skills plan, as required by the Employment Equity and Skills Development Acts.

The following table serves as a guide to filling in the gaps identified in the previous steps. However, this is not an exhaustive list of all situations/gaps you may have identified. You should fill in the gaps and plan according to the peculiarity of your department's challenges, including those already stipulated in this guide.

The table follows the model depicted in Figure 2.

### **Dimensions of Human Resource Plan/Strategy**

<b>NATURE OF GAP</b>	<b>IDEAS ON BRIDGING THE GAP</b>
Skills deficits	<ul style="list-style-type: none"> <li>▪ Conduct training needs analysis/competency assessments.</li> <li>▪ Prioritise training needs.</li> <li>▪ Identify most cost-effective training strategies.</li> <li>▪ Identify possible training providers.</li> <li>▪ Where necessary, develop new learnerships (training programmes) in conjunction with your SETA.</li> <li>▪ Capture the results of your training needs analysis and proposed training solutions in your workplace skills plan.</li> </ul>
<p>Under-supply of certain skills</p> <p>Difficulties in retaining certain skills</p>	<ul style="list-style-type: none"> <li>▪ Identify those skills that you have difficulty in recruiting and retaining.</li> <li>▪ Establish the key reasons for your inability to recruit and retain these skills. This can be done through-               <ul style="list-style-type: none"> <li>* exit interviews; and</li> <li>* focus group discussions with line managers and staff members.</li> </ul> </li> <li>▪ Explore options on how to address the problems that you have identified: Get ideas from other departments or experts in this field.</li> <li>▪ Capture the results of your problem analysis &amp; proposed solutions in your recruitment and retention strategy.</li> </ul>
<p>Over-supply of certain skills</p> <p>Restructuring of the department resulting in different human resource requirements</p> <p>Functions (and staff) to be transferred to another employer</p>	<ul style="list-style-type: none"> <li>▪ Identify the staff that are surplus to operational requirements or the functions (and posts/staff) that need to be transferred to another employer.</li> <li>▪ Explore options to reduce the number of staff that are surplus to operational requirements, e.g.-               <ul style="list-style-type: none"> <li>* retraining and redeployment;</li> <li>* freeze on employment (so as to allow absorption of surplus employees in vacancies);</li> <li>* early retirement of staff in terms of section 16(6)(a) of the Public Service Act, 1994; or</li> <li>* terminate contracts of employees on fixed-term contracts.</li> </ul> </li> <li>▪ If certain functions (and concomitant resources) have to be transferred to another employer, conduct negotiations with all involved parties on the terms of the transfer. Take into account the provisions of section 197 of the Labour Relations</li> </ul>

NATURE OF GAP	IDEAS ON BRIDGING THE GAP
	<p>Act, 1995.</p> <ul style="list-style-type: none"> <li>▪ If none of the above options are viable or if they will not solve your problem fully, formal exit management processes will have to be followed. These processes are to unfold in accordance with PSCBC Resolution No. 7 of 2002.</li> <li>▪ Capture the result of all of the above in your exit management strategy.</li> <li>▪ Pay careful attention to the matching of serving employees to new positions. Such positions must be defined as precisely as possible through accurate job descriptions. Then match the profiles of those employees who occupy superfluous positions (or who are being held additional to the fixed establishment) with the requirements of the newly defined positions. Follow a transparent selection process that is firmly grounded in section 11 of the Public Service Act, 1994 and Part VII of Chapter 1 of the Public Service Regulations, 2001.</li> <li>▪ If the job matching exercise has not resulted in the absorption of all the affected staff, then follow the redeployment and retraining processes outlined in Resolution 7 of 2002. This Resolution requires of Departmental Task Teams (DTT's) to, amongst others, specify the selection criteria for determining employees in excess. This will normally be the non-suitability of the relevant individuals compared to the requirements of the available vacant positions. Their non-suitability could relate to any one or combination of factors specified in section 11 of the Public Service Act, e.g. training, skills, competence, knowledge and/or the need to redress the imbalances of the past. Ensure that you consult with union representatives on the selection criteria that will determine which employees will be declared in excess. Such criteria must be <b>objective</b> and <b>fair</b>.</li> <li>▪ If all efforts have failed to redeploy or retrain the affected employees and if they were not willing to opt for voluntary severance, then apply the measures as provided for in Phase II of PSCBC Resolution No. 7 of 2002.</li> </ul>
<p>Under-representation of employees from designated groups identified in certain occupational categories and levels of the workforce</p> <p>Barriers identified that</p>	<ul style="list-style-type: none"> <li>▪ Assign responsibility for the development, implementation and monitoring of your employment equity plan.</li> <li>▪ Raise awareness within your department on the need to improve the utilisation of staff and build a more productive and diverse workforce.</li> <li>▪ Set up a consultative forum or use an existing</li> </ul>

NATURE OF GAP	IDEAS ON BRIDGING THE GAP
<p>contribute to under-representation or under-utilisation of employees from designated groups</p>	<p>forum to consult with representative trade unions or employee representatives.</p> <ul style="list-style-type: none"> <li>▪ Summarise the gaps that have been identified with respect to the under-representation or under-utilisation of staff from designated groups. Do the same with the barriers that have been identified.</li> <li>▪ Set objectives and formulate measures to address the gaps. This should include: <ul style="list-style-type: none"> <li>* a policy statement that sets out the department's commitment to affirmative action, and how that policy will be implemented; and</li> <li>* numeric and time-bound targets for achieving representativeness.</li> </ul> </li> <li>▪ Establish the time frame of your plan. This could be between one and five years. The time frame should include milestones and target dates.</li> <li>▪ Ensure the allocation of resources to implement your plan.</li> <li>▪ Communicate the plan to all employees in your department.</li> </ul>
<p>Low productivity</p> <p>Low morale</p> <p>Difficulties in retaining high achievers</p>	<ul style="list-style-type: none"> <li>▪ Establish the key factors contributing to these problems.</li> <li>▪ In order to manage staff who are under-performing and to reward those who are valuable to the department, you need a proper performance management system.</li> <li>▪ If you do not yet have a performance management system, set a process in motion to develop such a system. For guidance in this regard, consult the guide: "Performance Management and Development" available from the DPSA (<a href="http://www.dpsa.gov.za">www.dpsa.gov.za</a>). Also consult the guide on the Management of Incapacity.</li> <li>▪ Make sure that the system is well understood by all supervisors and employees.</li> </ul>
<p>High number of employees who are expected to become sick or to die prematurely</p> <p>High number of employees who engage in high risk behaviour</p>	<ul style="list-style-type: none"> <li>▪ Identify vulnerable workplaces and groups of employees.</li> <li>▪ Take steps to reduce the risk of employees contracting HIV/AIDS and other life-threatening diseases.</li> <li>▪ Introduce counselling and support programmes</li> <li>▪ Take steps to ensure non-discrimination against employees who declare their HIV-status.</li> </ul>

### 3.3.5 STEP 5: Monitoring and Evaluation

You should monitor and evaluate your progress on the implementation of the plan on an annual basis and take corrective steps where necessary.

Ensure that you have an **information system** to provide you with information on how the strategy is operating in practice. Use PERSAL and VULINDLELA to the extent that they can provide some of the information that you will require. But ensure that you have other controls that will enable you to monitor and evaluate progress on an ongoing basis.

Also ensure that you will be able to report to the legislature on the results of your planning processes as well as to the Department of Labour. The reporting requirements in terms of the Public Service Regulations, 2001 as from 1 April 2001, can be obtained from the DPSSA ([www.dpsa.gov.za](http://www.dpsa.gov.za)).

The reporting requirements from an employment equity and skills development perspective, can be obtained from the Department of Labour ([www.labour.gov.za](http://www.labour.gov.za)) and from the secretariat of your SETA.

The HR plan should be made known to the department and posted in public areas where people can easily access it e.g. Intranet/Internet, notice boards, boardrooms.

#### 4. FIVE CRITICAL FACTORS FOR SUCCESS

There are five factors that are critical to the success of HR planning:

1.	<b>Integral to strategic planning</b>	HR planning must be dealt with as an integral aspect of your department's strategic planning process. Those who are involved in HR-planning must have a deep understanding of the overall strategic plan, vision, mission, and objectives of your department.
2.	<b>Commitment from leadership</b>	It is essential that the leadership of the department is committed to human resources as a strategic asset.
3.	<b>Senior Management should lead</b>	The senior management of a department should lead the HR planning process. This is critical for the successful implementation of human resource matters. Their performance agreements should reflect their responsibilities. The Head of Human Resources should be the lead person to set the process in motion and to see it through to its conclusion.
4.	<b>Suitable planning techniques</b>	The planning techniques selected should suit the department and its specific circumstances.
5.	<b>Adequate resources allocated</b>	Adequate resources and time must be made available to undertake the planning process.