

**GUIDELINE ON IMPLEMENTING THE APPROVED  
GENERIC FUNCTIONAL MODEL FOR HUMAN  
RESOURCE COMPONENTS**

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## 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**

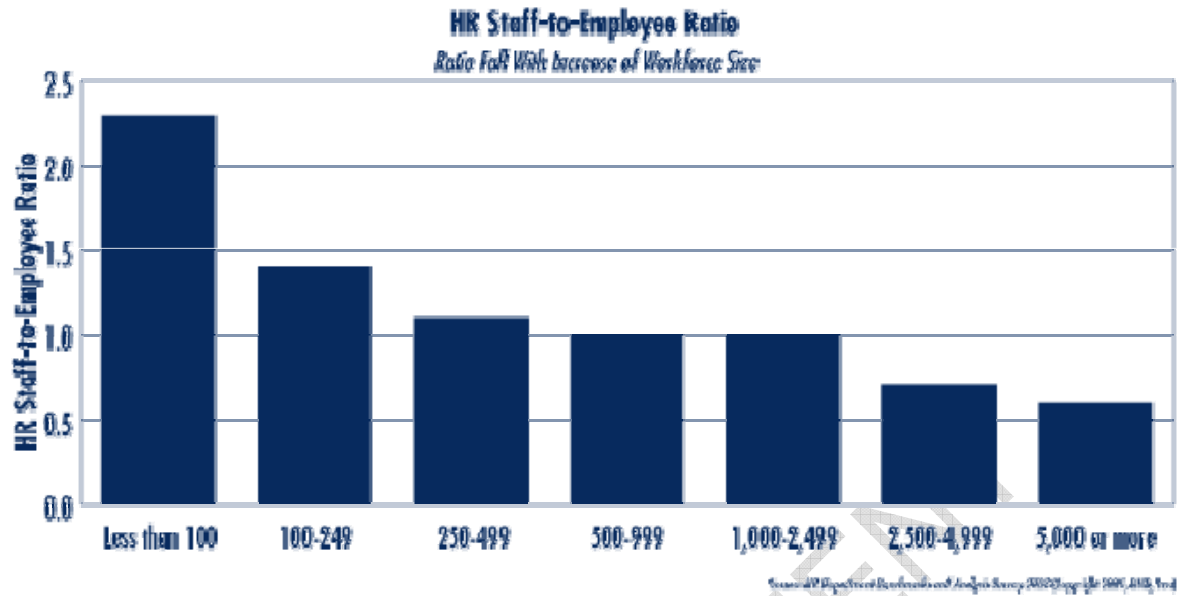
### **2.1 Purpose**

- (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:



[http://www.recruitingtrends.com/online/research\\_corner/611-1.html](http://www.recruitingtrends.com/online/research_corner/611-1.html)

- (c) 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.
- (d) 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:

<b>Agency</b>	<b>Total staff</b>	<b>HR staff</b>	<b>HR staff to total staff</b>
Commission for the Blind	638	17	1:38
Workforce Commission	3,985	102	1:39
Rehabilitation Commission	2,486	59	1:42
Department of Insurance	989	21	1:47
Department of Protective and Regulatory Services	6,837	142	1:48
Department of Health	4,859	93	1:52
Workers' Compensation Commission	1,057	20	1:53
Building and Procurement Commission	574	11	1:52
Department of Agriculture	516	10	1:52
Department of Human Services	14,256	260	1:55
Alcoholic Beverage Commission	517	9	1:57
Office of the Attorney General	3,774	63	1:60
Department of Transportation	14,871	232	1:64
Department of Mental Health/Mental Retardation	20,414	308	1:66
General Land Office	583	8	1:73

Agency	Total staff	HR staff	HR staff to total staff
School for the Deaf	583	7	1:83
Railroad Commission	778	9	1:86
Parks and Wildlife Department	2,883	30	1:96
Commission on Environmental Quality	3,095	32	1:97
<b>TOTAL</b>	<b>83,695</b>	<b>1,433</b>	<b>1:58</b>

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

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



Northern Cape Total	21863	38	129	167
		<b>1:575</b>	<b>1:170</b>	<b>1:131</b>
Western Cape Total	76422	225	287	512
		<b>1:340</b>	<b>1:266</b>	<b>1:149</b>

## (b) Public Service as a whole

<b>TOTAL POSTS IN PUBLIC SERVICE</b>		<b>HR RELATED</b>	<b>HR CLERKS</b>	<b>TOTAL HR</b>
1248660		5063	14533	19596
RATIOS		1:247	1:86	<b>1:64</b>

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:

Average for all departments in this cluster	1:25
Departments with an establishment of up to 500 posts	1:15
Departments with an establishment of 501 up to 1000 posts	1:13
Departments with an establishment of 1001 up to 10000 posts	1:63

- (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:

Average for all departments in this cluster	1:30
Departments with an establishment of up to 500 posts	1:6
Departments with an establishment of 501 up to 1000 posts	1:34
Departments with an establishment of 1001 up to 10000 posts	1:24
Departments with an establishment of 10001 and more posts	1:31

- (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

Department of Labour  
 Department of Land Affairs  
 Department of Safety and Security  
 Department of Science and Technology  
 Department of Trade and Industry  
 Department of Water Affairs and Forestry  
 Public Administration Leadership and Management  
 Academy

### 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:

Average for all departments in this cluster	1:96
Departments with an establishment of up to 500 posts	1:19
Departments with an establishment of 501 up to 1000 posts	1:36
Departments with an establishment of 1001 up to 10000 posts	1:41
Departments with an establishment of 10001 and more posts	1:129

- (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

Department of Sports, Arts and Culture  
Department of Transport, Roads and Community Safety

**Western Cape**

Department of Agriculture  
Department of Cultural Affairs and Sport  
Department of Economic Development and Tourism  
Department of Education  
Department of Environmental Affairs & Development Planning  
Department of Health  
Department of Housing  
Department of Social Development  
Department of Transport and Public Works

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.