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Department:
Public Service and Administration
REPUBLIC OF SOUTH AFRICA

**IMPLEMENTING STRATEGIC HUMAN RESOURCE
MANAGEMENT IN THE PUBLIC SERVICE
A MANUAL FOR USE BY DEPARTMENTS**

DATE OF ISSUE:

FOREWORD

Traditionally, the role of the human resource components has been to serve as the systematizing/policing arm of executive management. In this role, the human resource management function served executive agendas well, and while a need for this role remains, the face of human resource management has changed dramatically since the 1990's.

The focus for human resource components and practitioners has moved from delivering traditional human resource support functions in an organisation to becoming an active partner in ensuring the achievement of the organisation's operational goals. As a result, human resource components and practitioners are increasingly challenged to adopt a more strategic perspective on their roles.

In so far as the conceptualisation of strategic human resource management is concerned, the RSA Public Service is by no means lagging behind. The notion of entrenching integrated or rather strategic human resource management in the Public Service can be taken as far back as December 1997 when the Government issued a White Paper on Human Resource Management in the Public Service. The policy direction set in the White Paper was formalised on 1 July 1999 with the implementation of a remarkably different human resource management framework through changes to the Public Service Act, 1994 and the promulgation of the Public Service Regulations, 1999. Since then, the focus and drive towards strategic human resource management have never ceased, albeit that currently much need still to be done to reach the desired level of human resource management efficiency in the Public Service.

This Manual has been developed to assist departmental management, line managers, human resource components and human resource practitioners to implement strategic human resource management in their departments. Due to the integrated nature and dynamics of strategic human resource management, this Manual does not cover all the detail relevant to this topic, but every attempt has been made to provide information that

can be used as a catalyst for strengthening and elevating the human resource management function in departments to that of a strategic contributor.

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TABLE OF CONTENTS

| | |
|--|----|
| Foreword | 2 |
| CHAPTER 1: INTRODUCTION | |
| Purpose of the Manual | 8 |
| Overview of the Manual | 9 |
| CHAPTER 2: THE CURRENT CONTEXT OF HUMAN RESOURCE MANAGEMENT IN THE PUBLIC SERVICE | |
| 2.1 The legal and policy framework for human resource management | 13 |
| 2.2 The evolution of human resource management in the Public Service | 14 |
| CHAPTER 3: STRATEGIC HUMAN RESOURCE MANAGEMENT | |
| 3.1 Understanding strategic human resource management | 19 |
| 3.2 A new role for human resource management in the Public Service | 22 |
| CHAPTER 4: A STRATEGY FOR CHANGE | |
| 4.1 Introduction | 27 |
| 4.2 Six drivers for change | |
| 4.2.1 Human resource planning strategy and policies | 30 |
| 4.2.2 Compensation strategy and policies | 30 |
| 4.2.3 Diversity management strategy and policies | 31 |
| 4.2.4 Human resource development strategy and policies | 32 |
| 4.2.5 Leadership development strategy and policies | 33 |
| 4.2.6 Employee health and wellness strategy and policies | 35 |

TABLE OF CONTENTS

| | | |
|---|---|----|
| 4.3 | Five support interventions | 36 |
| 4.4 | A mission, vision and core values for human resource management in the Public Service | 36 |
| CHAPTER 5: FROM STRATEGY TO ACTION | | |
| 5.1 | Introduction | 39 |
| 5.2 | A six-step process | 40 |
| ANNEXURES | | |
| Annexure A: Guideline on implementing the approved generic functional model for human resource components | | |
| Annexure B: Guideline on implementing a competency framework for human resource practitioners | | |
| Annexure C: Tool to assess the ability of human resource components | | |
| LIST OF FIGURES | | |
| Figure 1: <i>The legal and policy framework for human resource management</i> | | 14 |
| Figure 2: <i>Link between human resources and achievement of organisational goals</i> | | 20 |
| Figure 3: <i>Focal areas and guiding criteria for the human resource value proposition</i> | | 24 |
| Figure 4: <i>A strategy for change</i> | | 29 |

CHAPTER 1: INTRODUCTION

- 1.1 Human resource theories and approaches have, in recent times, been subjected to far-reaching and critical review. New theories that resulted in profound changes towards the role, structure and deliverables of human resource components in private and public enterprises have emerged. Whilst there is no single leading perspective about what the human resource management function should become in terms of form and content, there is general consensus that human resource management should transcend the realm of personnel administration to take a position in the strategic apex of an organisation to optimise that organisation's operational efficiency.
- 1.2 A noteworthy emerging perspective in this regard defines people as a key asset in an organisation. Accordingly, the management of human resources has to be a key thrust of any organisation's business strategy and in this sense, human resources like financial management, operational management or marketing becomes a key driver of corporate strategy.
- 1.3 In the context of the Public Service in particular, the human resource management function is a focal determinant of public service delivery in terms of the sheer size of personnel expenditure and, importantly, the role it plays in ensuring that departments have the capacity to deliver quality services to the public. Human resource management is therefore not the sole domain and responsibility of human resource practitioners and components. Instead, contemporary evidence indicates that organisations that mainstream human resource management by assigning appropriate human resource responsibilities to line managers achieve better organisational performance results than those that predominantly confine the human resource management responsibility to central human resource components and practitioners.

1.4 The endeavour to improve human resource management in the Public Service is not new. The need for improvement has been part of the major transformation and reform initiatives undertaken in the Public Service since 1994. The White Paper on the Transformation of the Public Service, 1995 had established a national strategic vision for the transformation of the Public Service. Improving human resource management was one of the priorities identified in this White Paper and, subsequently, extensive work on the transformation of the human resource management function had been undertaken in the Public Service. The developments made were, in particular, based on the mandates of the following policy frameworks:

1.4.1 White Paper on Transforming Public Service Delivery (Batho Pele White Paper), 1997

1.4.2 White Paper on Human Resource Management in the Public Service, 1997

1.4.3 White Paper on Affirmative Action in the Public Service, 1998

1.4.4 White Paper on Public Service Training and Education, 1998.

1.5 A programme of transformation and reform was formalised that culminated in a new Public Service management framework that came into effect on 1 July 1999. The new framework has, amongst others-

1.5.1 transformed human resource management in the Public Service from a highly centralised model in which the executive powers and functions for human resource and organisational matters were during 1994 located centrally in the then Public Service Commission (later decentralised to Provincial Service Commissions) to a decentralised human resource model in which the original executive powers and functions for human

resource and organisational matters were devolved to the political heads of individual departments; and

- 1.5.2 reformed the Public Service management framework from a highly rule driven, inward looking and prescriptive operational model to a flexible performance based model. This change provided a wide scope for managerial autonomy and accountability for human resource decisions and performance results. It furthermore provided the basis for the strategic management of human resources in the Public Service.
- 1.6 The introduction of the Public Finance Management Act, 1999 further augmented the reforms and transformation initiated by the Department of Public Service and Administration. The Act sets parameters for roles and responsibilities for financial management, further supporting the established managerial autonomy by putting in place checks and balances to safeguard the integrity of the new management framework.
- 1.7 In line with the aforementioned thinking and approaches, it became evident that the strategic management of human resources will have to be internalised at all levels in the Public Service, which forms the focus and purpose of this Manual as indicated in the next paragraph.
- 1.8 **Purpose of the Manual**

The purpose of this Manual is to-

- 1.8.1 forge a common understanding amongst departmental management (including executive authorities), line managers, human resource components and human resource practitioners about strategic human resource management in the Public Service;

1.8.2 contextualise the interventions approved by the national Cabinet to improve strategic human resource management in the Public Service; and

1.8.3 assist departments to implement the relevant interventions taking into account their operational and environmental realities.

1.9 Overview of the Manual

1.9.1 Given its purpose, the Manual broadly covers all the elements of human resource management and touches on identified interventions to improve the strategic focus of the human resource management function. The intention is however not to deal in depth with a particular human resource area or practice as this is done in the White Papers referred to in paragraph 1.4 above and in the following policy expressions and guides issued by the Department of Public Service and Administration:

- (a) Application of the Compensation for Occupational Injuries and Diseases Act (COIDA) in the workplace: A guide for government departments, 2005
- (b) Baseline Implementation Guide, 1999 (The Guide was issued to support the implementation of the Public Service management framework that came into effect on 1 July 1999)
- (c) Batho Pele Handbook: A Service Delivery Improvement Guide
- (d) Employee Health and Wellness Strategic Framework for the Public Service
- (e) Gender Equality Strategic Framework for the Public Service
- (f) Guide on disciplinary and incapacity matters, 2006

- (g) Guide on Institutional Support, 2005
- (h) Guidelines on Integrated Human Resource Planning in the Public Service, 2003
- (i) Guide on transformation and restructuring: Human Resources, 2006
- (j) Guideline: Effective Human Resource Management and Employment Equity Implementation in the Public Service
- (k) Guide and toolkit on organisational design
- (l) Handbook on reasonable accommodation for people with disabilities in the Public Service, 2007
- (m) Human Resource Development for the Public Service: Strategic Framework Vision 2015
- (n) Human Resource Planning Strategy for the Public Service: Strategic Framework Vision 2015
- (o) Incentive policy framework linked to departmental performance management systems for employees on salary levels 1 to 12 in the Public Service, 2003
- (p) Labour Relations policy framework for the Public Service, 2004
- (q) Leadership Development Management Strategic Framework for the Senior Management Service

- (r) Managing HIV/AIDS in the Workplace: A Guide for Government Departments
- (s) Managing Staff Retention: An Information Guide for Government Departments, 2006
- (t) Policy and procedure on incapacity and ill-health (PILIR)
- (u) Public Service middle management competency framework, 2005
- (v) Senior Management Service Handbook
- (w) The Public Service internship programme, 2006
- (x) The Public Service mentorship programme, 2006
- (y) Transfer framework to facilitate transfers (mobility of personnel) between the spheres of Government, 2004

1.9.2 The Manual consists of five chapters that deal with the following:

- (a) **Chapter 1** (i.e. this Chapter) introduces the Manual's purpose, structure and content.
- (b) **Chapter 2** explains the current context within which human resource management is to be exercised in the Public Service, thereby providing a baseline from which the function has to be performed.
- (c) **Chapter 3** conceptualises strategic human resource management and explains its role and its link (or contributions) to organisational performance.

- (d) **Chapter 4** sets out a strategy for effecting change towards strategic human resource management.

- (e) **Chapter 5** explains the “whats” and “hows” of moving from the strategy to the actual implementation of strategic human resource management in departments. This is done by providing guidance on the implementation of the following interventions approved by Cabinet during June 2008:
 - (i) The organisational structure, post establishment and activities of departmental human resource components are to be aligned with a generic functional model for purposes of improving the execution of the core human resource management functions.

 - (ii) The implementation of the competency framework that defines the generic and functional competencies needed for improving the execution of the core human resource management functions.

 - (iii) The implementation of an assessment tool so that departments can critically review their human resource components to ensure that such components are able to manage not only the personnel administration function, but are able to strategically assist departments to reach their service delivery goals.

CHAPTER 2: THE CURRENT CONTEXT OF HUMAN RESOURCE MANAGEMENT IN THE PUBLIC SERVICE

2.1 The legal and policy framework for human resource management

2.1.1 Human resource management in the Public Service takes place in the public domain of Government and for purposes of understanding the baseline upon which strategic human resource management needs to be operationalised, cognisance must be taken of the applicable prescriptive and policy environment.

2.1.2 The applicable legal and policy framework comprises a comprehensive set of prescripts ranging from the Constitution that sets out the principles and values for public administration, governmental policies in various White Papers, legislation applicable to employment specifically in the Public Service and general employment legislation. In addition, there are Ministerial directives as well as codes of practice that have to be observed and complied with. The relevant prescripts are outlined in *figure 1*.

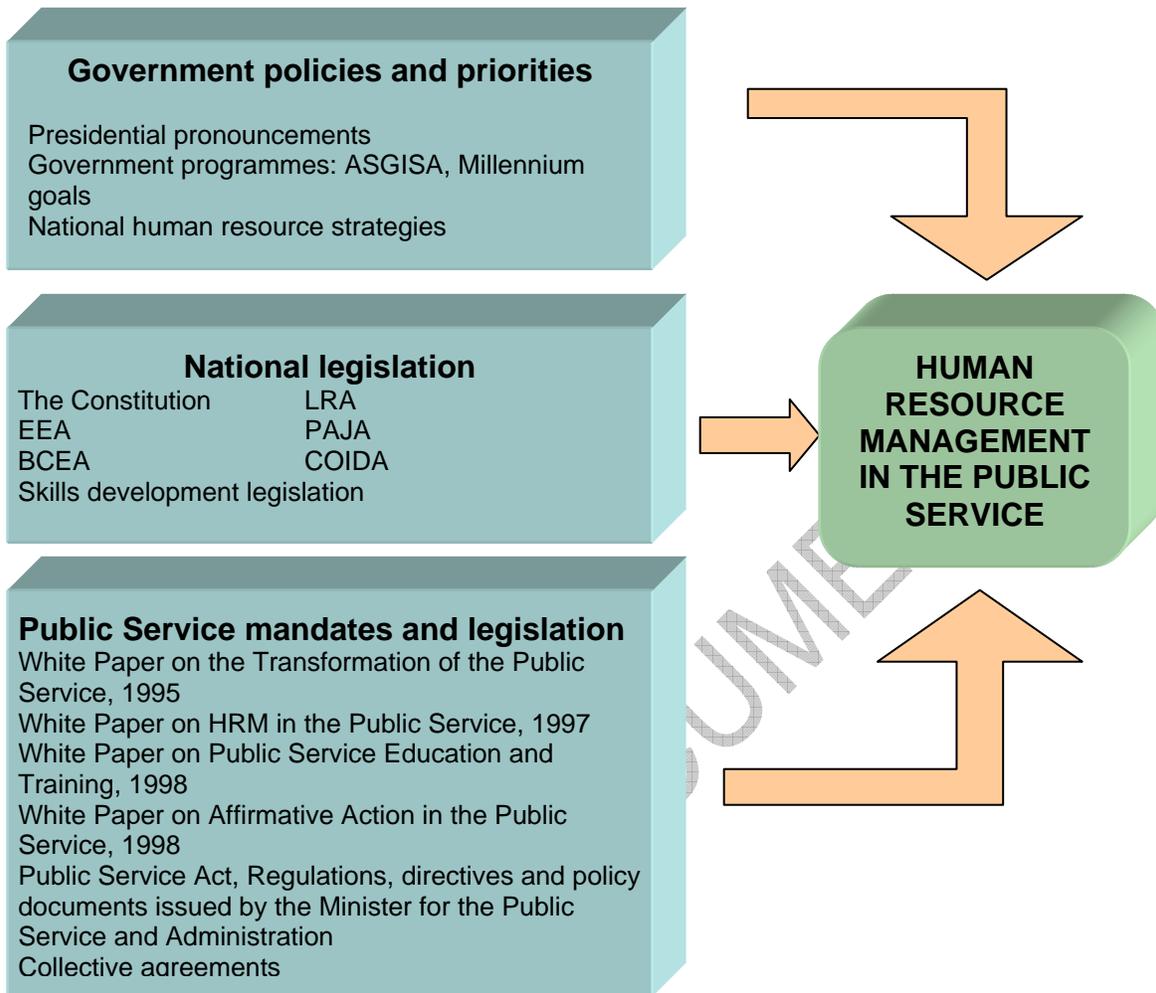


Figure 1: The legal and policy framework for human resource management

2.2 The evolution of human resource management in the Public Service

2.2.1 The regulatory framework for human resource management flows in the main from the Government's policy as expressed in the White Paper on Human Resource Management in the Public Service, 1997. The White Paper noted the need for the South African Public Service to undergo fundamental change in order to actualise a number of management principles, the first of which was *"increased delegation of managerial responsibility and authority to national departments and provincial administrations, and, within departments, the*

*delegation of day-to-day management decisions to line managers”.*¹ The White Paper therefore advocated **decentralisation** and in so far as human resource management is concerned, the White Paper states that, in future “. . . *it will be for national departments and provincial administrations to determine, within nationally defined parameters, their human resource management policies and practices, in order to meet their own particular strategic and operational objectives and operational needs, within the financial resources which have been allocated to them. Ultimate responsibility for the economical, efficient and effective management of departments and their human resources rests with elected politicians as the legally appointed executing authorities. However, for all practical purposes, these responsibilities will be carried out by heads of departments. . . . Heads of national departments and provincial administrations will therefore need to ensure that there are adequate institutional and managerial mechanisms in place, and that the department’s/administration’s policies and practices are communicated, understood and observed”.*²

2.2.2 Thus the current management framework vests extensive powers with departments to develop and implement their own human resource management policies, practices and processes. As a whole, departments are expected to-

- (a) transform the management culture of their organisations to inculcate a strategic approach to human resource management;
- (b) create the required infrastructure and institutional capacity to realise and maintain strategic human resource management; and
- (c) establish practices whereby human resources are strategically managed in order to maximise departmental outputs in terms of service delivery.

¹ Paragraph 8, executive summary, White Paper on Human Resource Management in the Public Service, 1997

² Paragraph 3.1.5, chapter 3, White Paper on Human Resource Management in the Public Service, 1997

- (d) adopt the following management principles:
- (i) Increased delegation of managerial responsibility and authority to departments and, within departments, the delegation of day-to-day human resource management decisions to line managers.
 - (ii) The development of a service-oriented culture that builds positively on the multi-cultural and diverse workforce of the Public Service.
 - (iii) A continuous endeavour for and focus on efficiency in human resource management.
 - (iv) The establishment of a flexible management environment that takes into account both the operational needs of the organisation and the needs of the employees.

2.2.3 The implication of the aforementioned changes when applied to human resource management is significant. It requires that departmental organisational structures need to be closely aligned to strategic service delivery goals, with enough flexibility for adjustment according to changing circumstances and priorities. This, in turn, implies a fundamental shift in the roles and responsibilities of human resource practitioners and components in that they need to provide departmental management and line managers with professional advice and guidance on human resource matters, and for ensuring that human resource systems and procedures support the achievement of the strategic objectives of their departments.

2.2.4 The current human resource management framework for the Public Service furthermore emphasises the necessity to maximise people development and management. Departments and provincial administrations are becoming

increasingly complex in terms of size, financial resources, utilisation of personnel and service diversification. In turn, human resource practitioners and operational managers are therefore under increasing pressure not only to apply sound human resource management practices, but to also look at creative ways to enhance human resource management in a constructive way. Sound recruitment and selection, capacity development, performance management, compensation management, labour relations and the management of discipline are but some of the practices that do not only require mastery by human resource practitioners and operational managers, but also require innovation and creativity to establish and maintain an efficient workforce to deliver on the political, legal and service delivery mandates of their departments.

2.2.5 Debates on the ideal role and deliverables of the human resource management function show that establishing a “strategic” focus to human resource management is a daunting prospect. Currently, complaints if not accusations concerning human resource management, are still made along the following lines:

- (a) The human resource management domain proved itself at best, a necessary evil and at worst, a bureaucratic force that blindly enforces rules, resists creativity and impedes constructive change. Human resource management is at the same time the corporate function with the greatest potential for business performance and also the one that most consistently under delivers.
- (b) The support received from human resource components often flouts reality and tends to prefer uniformity above the merit of a specific circumstance.
- (c) In a competitive environment where the organisation with the best talent wins, human resource components fail to appreciate the strategic impact of maintaining the reputational and intellectual capital of the organisation.

- (d) Human resource practitioners are not particularly interested in, or equipped for, applying a business perspective to their work.
- (e) Human resource management procedures pursue effectiveness in lieu of value, presumably because it is easier to measure, thereby placing more emphasis on activities than on outcomes.
- (f) There is a tendency to view human resource management as a protector of corporate assets and in doing that, to pursue standardisation and uniformity in the face of a workforce that is heterogeneous and complex. There is consequently a preference for a one-size-fits-all approach because it is easier to implement. This inculcates a notion against exceptions, not just because they could open up the organisation to charges of bias, but also because they require more effort than routine solutions and is time-consuming to manage.

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CHAPTER 3: STRATEGIC HUMAN RESOURCE MANAGEMENT

3.1 Understanding strategic human resource management

3.1.1 Literature and text books provide a variety of definitions and descriptions of strategic human resource management, including and ranging from the following:

- (a) Strategic human resource management focuses on organisation-wide human resource concerns as they relate to the organisation's business, both short- and long-term.
- (b) Strategic human resource management requires three major pre-requisites:
 - (i) During the planning of operational strategies, it must firstly be ensured that the human resource implications and alternatives are fully considered.
 - (ii) Secondly, human resource strategies must be established to support the operational strategies of the organisation.
 - (iii) Finally, human resource practitioners must work with line managers as their principal clients to ensure that the human resource strategies are implemented.
- (c) Strategic human resource management can be regarded as a general approach to the management of human resources in accordance with the intentions of the organisation on the future direction it plans to take.

3.1.2 In general, it can be said that strategic human resource management is the process of linking the human resource management function with the operational

goals of the organisation. It is widely recognised that there is a strong, if not direct, relationship between organisational effectiveness and strategic human resource management. By-and-large, it is accepted that the ability of an organisation to achieve its goals is, as illustrated in *figure 2* below, strongly influenced by the organisation's human resources in terms of the latter's costs, productivity and the ability to deal with organisational development and changes.

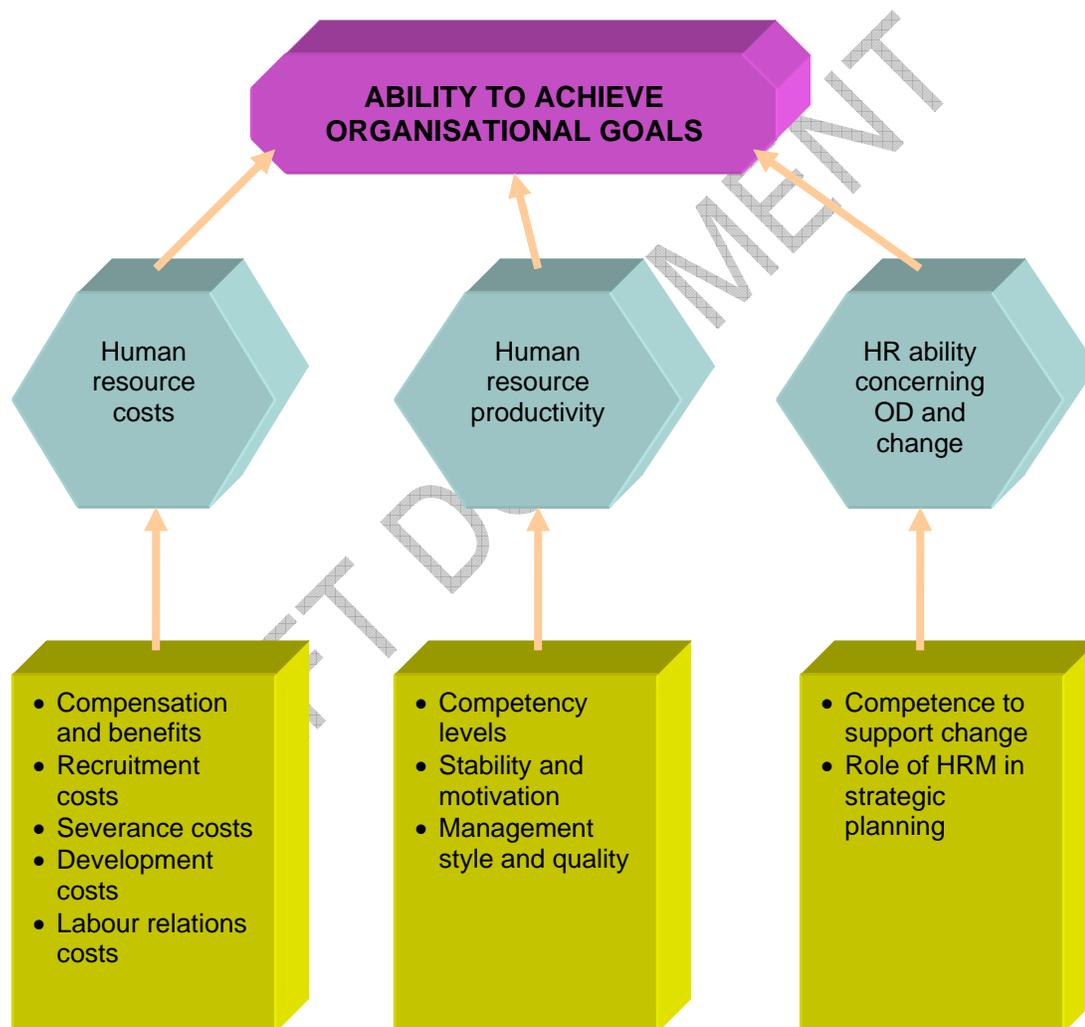


Figure 2: Link between human resources and achievement of organisational goals

3.1.3 Contemporary approaches seek to expand the strategic capability of the human resource management function, to define its relationship with line and executive

management and to improve the efficiency of the human resource administrative processes. By and large, these approaches recognise multiple roles and responsibilities for human resource components, of which the five roles below have been identified as the most significant for the Public Service:

- (a) A **strategic role** responsible for human resource policy development, translating operational goals into human resource strategies and plans and the implementation of corresponding organisational development initiatives.
- (b) An **administrative role** responsible for transaction processing and the efficient administration of human resource-related matters. This includes, amongst others, human resource record and document management, the administration of conditions of service and the administration of salaries, allowances and benefits.
- (c) A **change management role** responsible for the alignment of individual behaviour and organisational culture with operational goals. This role is about implementing processes and initiatives that facilitate change within the organisation in line with the adopted operational plans of the organisation.
- (d) An **employee champion and employee relations role** responsible for the management of collective bargaining processes, staff wellness, as well as consequence management in respect of discipline and grievance processes. Executing this role is aimed at delivering committed employees.
- (e) A **learning and development role** responsible for talent and skill enhancement as well as career management of staff.

3.2 A new role for human resource management in the Public Service

3.2.1 Strategic human resource management dictates a strengthening of the link between human resource management and organisational performance. For the Public Service, it implies that a strong synergy between two seemingly competing priorities, namely a necessity for organisational performance and service delivery vis-à-vis fair employment practices and workplace justice, be established and maintained. Until recently, in the South African context, these two dynamics appeared to be in dissonance with each other. More emphasis has in the past been placed on labour relations and fair labour practices than on organisational efficiency through human capital. Understandably, there is a historical context to the matter as labour relations were paramount in achieving human rights at the work place. This phase included the institutionalisation of these rights and practices in law and in policy. Human resource management has now entered a phase that focuses on establishing the synergy referred to above.

3.2.2 Against this background, strategic human resource management serves as a catalyst for service delivery improvement and organisational performance. It translates the broader goals of Government and the operational objectives of departments into human resource management implications with a reciprocal response in the form of a human resource value proposition as discussed in the subparagraphs below.

3.2.3 The human resource value proposition

- (a) The essential consideration is that strategic human resource management must deliver value in the eyes of the clients. In this context, value is defined by the receiver more than by the producer and it is thus not the design or content of a human resource policy or activity that matters most, but what the recipients gain from such a policy or activity. This principle should form the basis for the management of human resources.

- (b) Human resource components and practitioners should thus be sensitive to the following tenets of strategic human resource management:
- (i) The starting point for human resource management is not human resources itself, but the operations and objectives of the department.
 - (ii) Human resource management practices and activities must meet the needs and expectations of both external clients (the public and other stakeholders) and internal clients (departmental management, line managers and the employees themselves).
 - (iii) Human resource components and practitioners must be able to keep in step with the needs or expectations of both categories of clients.

3.2.4 Focal areas and guiding criteria for the human resource value proposition³

- (a) Deriving from the preceding section, strategic human resource management propagates thus a continuous focus on certain focal areas and their criteria. The relevant areas and their concomitant criteria are illustrated in *figure 3*.

³ The information in this section is based on the following book: Ulrich, Dave and Wayne Brockbank *HR The Value Proposition* Massachusetts, 2005

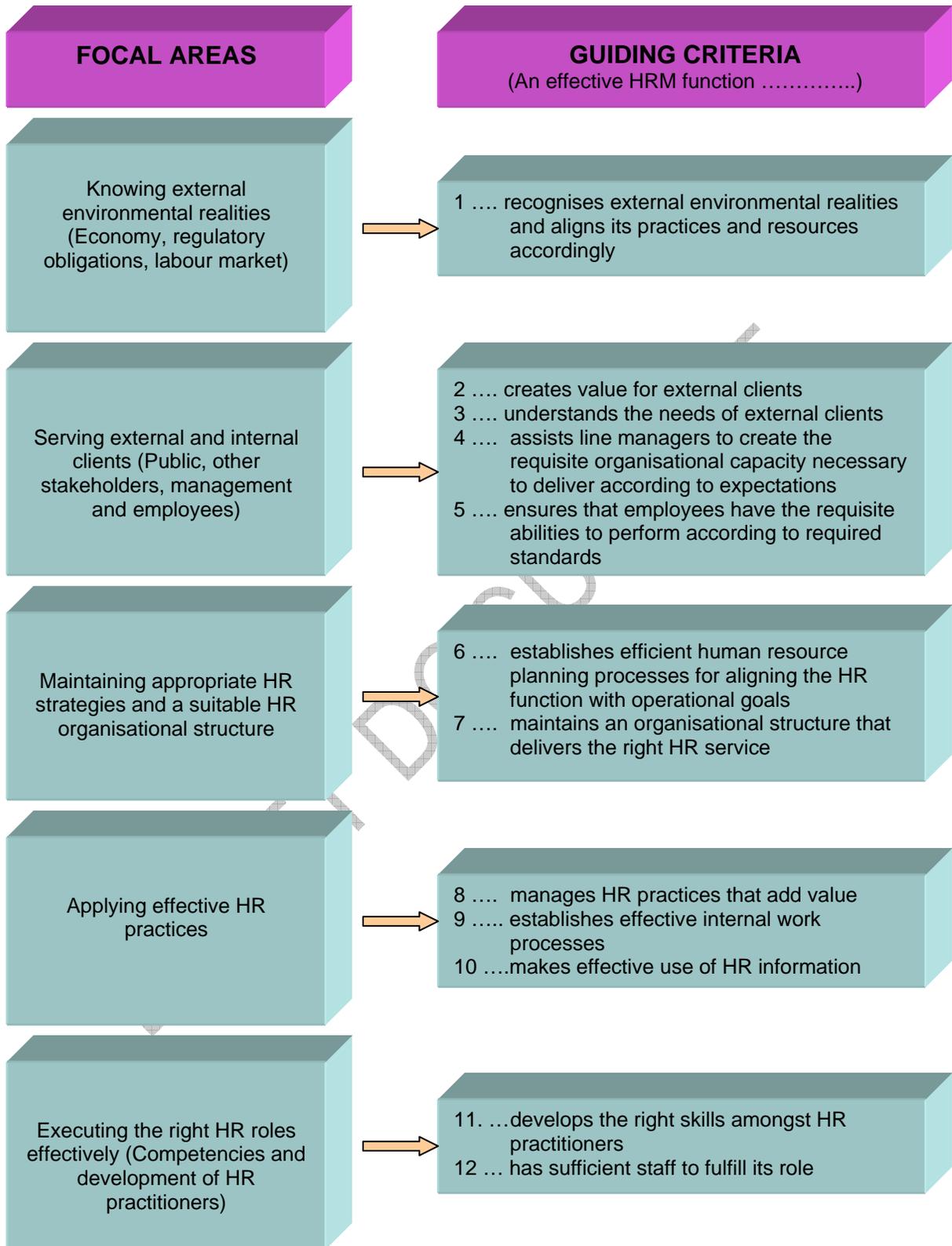


Figure 3: Focal areas and guiding criteria for the human resource value proposition

- (b) The focal areas and criteria reflected in *figure 3* above are not necessarily conclusive and they can certainly be clustered or titled differently. The approach followed in *figure 3* serves however to provide a baseline that explains the new role which both departmental human resource components and line managers in the Public Service must fulfill.

3.2.5 The human resource management domain

The main purpose of the human resource function is to provide the right skills at the right time and in the right place in the organisation. In line with the roles and responsibilities referred to in paragraph 3.1.3 above, the domain within which human resource management is to take place, consists of the following dimensions:

(a) **Strategic dimension**

This dimension relates to the roles of strategic partner, change agent and employee champion which are discussed in more detail in Annexure C.

(b) **Technical dimension**

This dimension consists of the following functional areas and practices that are inherently linked to human resource management:

- (i) Human resource organisational strategy and planning
- HR planning and post provisioning for optimum service delivery
 - Costing of the post establishment
 - HR information and knowledge management
 - HR monitoring and evaluation
 - Organisational development and design

- Diversity management
- Change management

- (ii) HR practices and administration
 - Recruitment and selection
 - Employee life cycle management
 - Conditions of service and remuneration
 - Personnel records

- (iii) Employee health and wellness
 - Quality of work life management
 - Occupational health and safety

- (iv) Human resource utilisation and capacity development
 - Skills development
 - Training and capacity development
 - Learnership and internship programmes
 - Performance management

- (v) Employee relations and people management
 - Labour relations
 - Collective bargaining

- (c) **Administrative dimension**

The administrative dimension requires that human resource components become centres of administrative excellence that demonstrate expert knowledge, experience and skills in rendering an administrative support service to the human resource management function.

CHAPTER 4: A STRATEGY FOR CHANGE

4.1 Introduction

4.1.1 For purposes of this Chapter, a strategy can be described as an “envisaged course of action” that indicates how a current state of affairs is to be changed to a desired state. Such a transition is best managed through a strategy that clearly indicates the outcomes, objectives and processes that need to be produced and applied.

4.1.2 Realising the importance of managing human resources strategically, Cabinet approved during June 2008 the following interventions which to a large extent prepared the ground for this Manual:

- (a) The organisational structure, post establishment and activities of departmental human resource components are to be aligned with the generic functional model dealt with in Annexure A for purposes of improving the execution of the core human resource management functions.
- (b) The implementation of a competency framework for human resource practitioners explained in Annexure B that defines the generic and functional competencies needed for improving the execution of the core human resource management functions.
- (c) The review and alignment of the current capacity development programmes on human resource management in the Public Service with the core functions and the competency framework reflected in Annexures A and B.
- (d) The application of the assessment tool at Annexure C so that departments can critically review their human resource components to ensure that such components are able to manage not only the personnel administration

function, but are able to strategically assist departments to reach their service delivery goals.

- (e) The establishment of a learning forum for departmental human resource practitioners to *inter alia* facilitate the implementation of the aforementioned interventions and other matters relevant to the improvement of the human resource management function in the Public Service.

4.1.3 The aforementioned interventions set the basis for the strategy to inculcate strategic human resource management in the Public Service. For it to succeed, the Department of Public Service and Administration will, given its mandate, provide the necessary impetus for departments to implement the interventions within the context of their operational conditions and requirements. To this end, the strategy to implement strategic human resource management in the Public Service will involve two distinct sets of dynamics; the first comprising drivers or initiators “for change” and the second the above-mentioned “support” interventions that Cabinet has approved. The outputs of these dynamics are expected to introduce a strategic orientation to the human resource management domain described in paragraph 3.2.5 of the previous chapter. The strategy can be illustrated as in *figure 4* below:

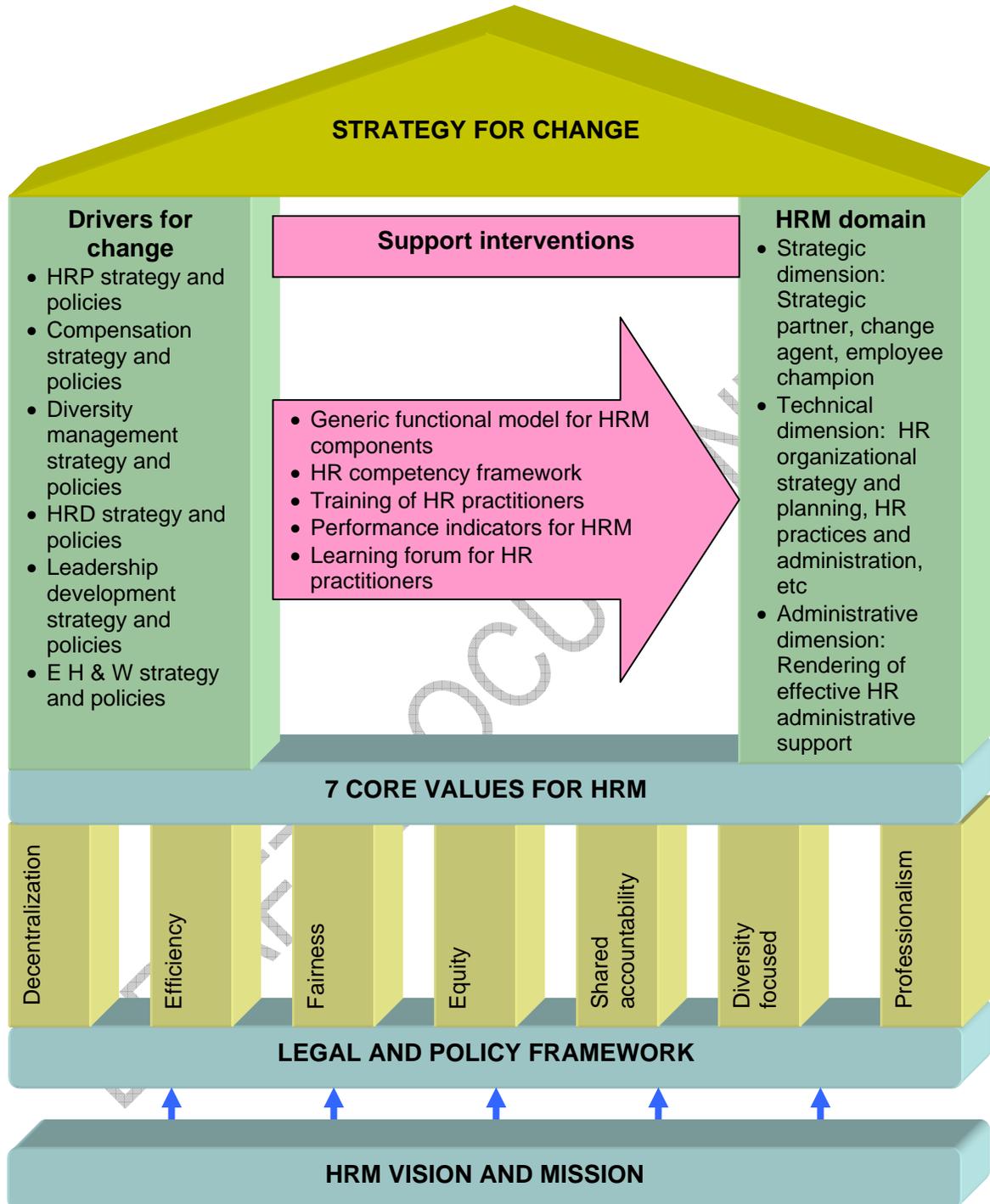


Figure 4: A strategy for change

4.2 Six drivers for change

The relevant drivers are the strategies and policies that the Department of Public Service and Administration have adopted in respect of several key human resource management areas, the detail of which is summarised below.

4.2.1 Human resource planning strategy and policies

- (a) The purpose of the human resource planning strategy is to establish a holistic approach to human resource planning in the Public Service. The strategy aims to create an integrated approach to human resource planning that will facilitate the development and implementation of departmental human resource policies and interventions to achieve departmental objectives.
- (b) Human resource planning is central to the successful implementation of the Public Service Regulations and the establishment of sound departmental practices to retain competent, committed and engaged employees across the Public Service.

4.2.2 Compensation strategy and policies

The strategy seeks to achieve the following strategic objectives:

- (a) Raise the performance of departments without increasing the wage bill as a share of the GDP.
- (b) Position the Public Service as an “employer of choice”.
- (c) Introduce occupation specific dispensations.
- (d) Introduce and improve performance based remuneration systems.

- (e) Introduce career pathing dispensations for employees.
- (f) Introduce effective HR support systems.
- (g) Introduce effective and responsive governance, oversight, monitoring and evaluation and compliance mechanisms as well as sanctions for non-compliance.

4.2.3 Diversity management strategy and policies

- (a) The purpose of the strategy is to provide a holistic approach for diversity management within the Public Service in order to spearhead the creation of an integrated and enabling environment that will facilitate the development of departmental strategies, mechanisms and interventions to achieve the objectives of Government. The strategy is premised on the promotion and protection of non-discrimination, human dignity and human rights of all people, particularly women, persons with disabilities and black people within the Public Service.
- (b) The strategy is based on Government's national priority areas and is therefore built on the approach taken towards the integration of gender, disability, employment equity and transformation interventions into the day to day work of the Public Service. The goal is to create an open, fair and participative workplace based on human dignity, freedom and equality. It is based on the fact that the Public Service seeks to ensure that equal access to opportunities for employment and advancement in employment for all employees is provided. The Public Service strives to create an environment of diversity in the workplace and take ownership of the obligations of the Employment Equity Act, 55 of 1998. The ultimate goal is to achieve an integrated diverse workforce where gender and disability equity are placed at the paramount of the transformation process.

- (c) The following three programmes underpin the diversity management strategy:
- (i) The Job Access programme for the recruitment, employment and retention of people with disabilities within the Public Service.
 - (ii) The Gender Equality and Women Empowerment programme.
 - (iii) The Employment Equity Compliance Framework for the Public Service.

4.2.4 Human resource development strategy and policies

- (a) The strategy seeks to promote a number of development-orientated goals which entail supporting the National Skills Development Agenda and establishing productive Public Servants in all spheres of Government.
- (b) In pursuit of the aforementioned goals, the strategy suggests four interventions, each representing a set of strategic initiatives which will further strengthen human resource development in the Public Service. Of these interventions, the following three will seek to improve the skills of human resource practitioners:

- (i) Intervention 1: Building the capacity of human resource practitioners

This intervention will set the foundation for a new era of capacity development where learning environments are created for HR practitioners to develop themselves. It will focus on areas such as leadership development and management strategies, e-learning, the promotion of learnerships, internships and traineeships and the fostering of partnerships with institutions for higher and further education.

- (ii) Intervention 2: Organisational support initiatives

The intervention is based on the premise that developmental

activities depends on the extent to which pertinent organisational support structures are in place. It will focus on establishing targeted capacity development for individual employees that are linked to their personal development plans. Attention will also be given to align human resource development with the operational objectives of departments and to ensure the proper management of information concerning capacity development initiatives.

(iii) Intervention 3: Governance initiatives

This intervention embodies a number of strategic initiatives to add value in terms of oversight, strategic support and the promotion of professionalism in human resource development. These initiatives include the management of human resource development policies and planning, fostering effective monitoring and the promotion of learning networks.

4.2.5 Leadership development strategy and polices

The Senior Management Service Leadership Development Management Strategic Framework (LDMSF) is the public service's response to the challenge of developing managers into leaders. With strong leadership and a clear agenda for action, the LDMSF is designed to drive strategic change across the public service.

The framework targets the SMS levels and equivalents across the public service and those in the 'feeder' Middle Management Service with the highest potential. Furthermore, it provides a basis for leadership development programmes that are shaped by the PALAMA, in collaboration with the dpsa and the PSETA playing an active role. The Leadership Development Programmes (LDPs) which target Junior to Middle to Senior to Executive levels will be designed to meet key individual and organisational development needs.

The overall conceptual framework for Leadership Development within the public service is based on four pillars, each representing four critical strategic programmes founded on a set of values, principles and a legal framework from which these programmes draw their mandate.

The four pillars are as follows:

Pillar 1: Organisational performance management (OPM)

This pillar deals with financial policies, strategic planning frameworks, performance management systems and processes of government and guidelines thereof.

Pillar 2: Management and administration of career incidents (MACI)

This pillar deals with human resources policies, planning frameworks and guidelines to ensure that the appointments, contracts, terminations, transfers, secondments, deployments, promotions, disclosure framework and ethical conduct are managed in a systematic, fair and transparent manner that is understood by all managers.

Pillar 3: Development assessment centre (DAC)

This pillar deals with the policies, planning frameworks and guidelines that ensure that the appropriate managers with the right technical, cognitive and leadership skills, as well as, the right managerial competencies, are appointed to SMS positions and that their competencies are continuously developed in line with needs identified during competency assessment.

Pillar 4: Training and development management (TDM)

This pillar deals with policies, curriculum and training planning frameworks and guidelines to ensure that the selected training and development opportunities and programmes relevant to the public service are provided to individuals in order to develop a sustainable and effective leadership pipeline. The leadership

pipeline will ensure availability of leadership and management skills at all levels of management. This pillar provides PALAMA/ training academies with a policy framework for the provisioning of SMS training and development programmes that are aligned to individual development plans.

4.2.6 Employee health and wellness strategy and policies

- (a) The purpose of the strategy is to facilitate the development of departmental policies, mechanisms and interventions in the following areas:
 - (i) HIV, AIDS and TB management.
 - (ii) Health and productivity management.
 - (iii) Safety, health, environment, risk and quality management.
 - (iv) Wellness management.
- (b) The vision of the strategy is to provide programmes to ensure a dedicated, responsive and productive workforce in the Public Service that add value within departments.
- (d) The principles that underpin employee health and wellness programmes seek to establish a common set of beliefs among human resource practitioners and stakeholders. The cornerstone of these principles is confidentiality and ethical behaviour. The rest of the principles relate to value-based understandings and guiding behaviours that are geared the achievement of a transformed Public Service.

- c) The implementation of the strategy will take place through the following key initiatives:
- (i) Capacity development initiatives
 - (ii) Organisational support initiatives
 - (iii) Governance and institutional development initiatives
 - (iv) Economic growth and development initiatives

4.3 **Five support interventions**

The aforementioned drivers will not render the desired results if the requisite commitment, infrastructure and capabilities to effect the intended change, are not present within departments. The interventions approved by Cabinet will serve as support mechanisms to create the desired environment within departments. Guidance on the roll-out of these interventions appears in Chapter 5.

4.4 **A vision, mission and core values for human resource management in the Public Service**

A strategy needs to be executed within a predetermined set of values and beliefs, which have been included in the illustration in *figure 4*. Deriving from the White Paper on Human Resource Management in the Public Service, 1997 the strategic positioning of the human resource management function in the Public service should be underpinned by the following:

4.4.1 Vision for human resource management

The management of the diverse human resources in the Public Service is aligned with departmental service delivery goals and objectives through the delivery of quality human resource services and products.

4.4.2 Mission for human resource management

Human resource management in the Public Service must -

- (a) ensure a motivated and productive workforce in the Public Service;
- (b) be underpinned by a strategic partner role for human resource components; and
- (c) optimise the utilisation of human resources to achieve organisational objectives.

4.4.3 Core values for human resource management

The following core values must underpin human resource management in the Public Service.

- (a) Decentralisation

Human resource management must as far as possible be devolved to allow operational managers to manage their human resources in ways that best support the achievement of organisational goals.

- (b) Efficiency

Human resource management must be result and outcome oriented and aimed at minimizing waste and maximising value.

(c) Fairness

Human resource actions and decisions must be objective, consistent, equitable and without prejudice.

(d) Equity

Human resource management practices must be designed to achieve the advancement of persons or groups disadvantaged by unfair discrimination for purposes of establishing representivity and equal opportunities.

(e) Shared responsibility

Human resource management must be a shared responsibility between human resource components and operational managers.

(f) Diversity focused

Whilst observing the primary objective of human resource management, employees will be managed in an environment that accommodates and values their diverse cultural backgrounds.

(g) Professionalism

Human resource management will be conducted competently and its execution will be underpinned by the highest moral and ethical standards.

CHAPTER 5: FROM STRATEGY TO ACTION

5.1 Introduction

5.1.1 The execution of the strategy explained in Chapter 4 requires a concerted effort to effect meaningful change towards strategic human resource management. This Chapter presents, on the basis of the interventions approved by Cabinet, a systematic and practical way in which departments and their human resource components can implement strategic human resource management. Realising that implementation has to take place in differing departmental circumstances and organisational environments, the content of this Chapter is of an advisory nature. It is thus neither rigid nor prescriptive.

5.1.2 To implement any change successfully, certain critical success factors must be met. Experience has shown that the most prominent of these are strong management support, a strong internal skills base, appropriate funding and support by organised labour. For departments, this imply the following:

- (a) At management level, there must be a clear understanding of commitment to the need for change. This should culminate in a dedicated focus on the matter in terms of planning, goal setting and the monitoring of progress.
- (b) Human resource components and line managers will in varying degree have to be trained or re-skilled for their new roles. It may furthermore be necessary to restructure or expand the human resource component's post establishment.
- (c) Budgeting to cover any ensuing expenses will have to be done in time and based on a properly planned implementation approach. The commitment and support of management will be of importance in this respect.

- (d) Whilst the changes to be made will not necessarily dictate the involvement of organised labour, the latter's buy-in and support could facilitate any transition that must be made. Departments should therefore strive to engage organised labour constructively on the implementation of the interventions.

5.2 A six-step process

As a baseline, the steps indicated in the table below should be followed. Steps 1 to 3 are in essence part of a preparatory phase, whilst steps 4 and onwards relate to interventions that can be applied according to departmental need and priorities.

| STEP | FOCUS AND CONTENT | PROPOSED ACTION AND METHODOLOGY |
|--|--|---|
| <p>Step 1: Communicate and create an awareness of the rationale and need for strategic human resource management</p> | <ul style="list-style-type: none"> • It is critical that departmental management and human resource components understand the rationale and purpose of strategic human resource management so that the context within which it has to be implemented can be understood • This step creates a knowledge base from which implementation can be undertaken. It ensures that departmental management and human resource components act from the basis of a sound understanding of strategic human resource management and a full awareness of the current environment of implementation; thereby providing a deeper understanding of and meaning to the decisions taken by the Cabinet | <ul style="list-style-type: none"> • The human resource component analyses this Manual and the dpsa circular dated 6 August 2008 • The human resource component informs departmental management , line managers and supervisors of the contents of this Manual and the dpsa circular dated 6 August 2008 • Emphasis must be placed on the role of the human resource component and the way forward as set out in the steps below |

| STEP | FOCUS AND CONTENT | PROPOSED ACTION AND METHODOLOGY |
|---|---|---|
| | <ul style="list-style-type: none"> The step seeks to highlight early in the process that the implementation of strategic human resource management must be tailored according to departmental specific needs, circumstances and perceptions Expected outcome: A collective understanding of the rationale and need for strategic human resource management | |
| <p>Step 2: Assess the ability of the human resource component to strategically assist in the achievement of the department's service delivery goals</p> | <ul style="list-style-type: none"> This step seeks to establish an understanding of where the department's human resource component is in relation to strategic human resource management An assessment process is suggested that will enable a department to identify interventions in respect of a range of human resource dimensions and practices to address any gaps Expected outcome: Results that indicate areas for improvement or change | <ul style="list-style-type: none"> The assessment tool and methodology described at Annexure C can be used |
| <p>Step 3: Identify and prioritise areas for improvement or change</p> | <ul style="list-style-type: none"> This step focuses on the identification and prioritisation processes that needs to be undertaken in order to ensure that only the most appropriate and feasible initiatives are adopted The prioritisation process recognises that it may not be possible to address all the gaps identified in step 2 and a | <ul style="list-style-type: none"> Identify on the basis of the results of steps 2 and according to the method described in the assessment tool at Annexure C, areas for improvement or change In identifying areas for improvement or change, due consideration must be given to the following |

| STEP | FOCUS AND CONTENT | PROPOSED ACTION AND METHODOLOGY |
|--|--|---|
| | <p>process where the interventions can be sequenced is provided</p> <ul style="list-style-type: none"> • Expected outcome: A departmental plan to improve or effect changes to the human resource management function | <p>interventions:</p> <ul style="list-style-type: none"> ○ The need to redesign the organisational structure, post establishment and functioning of the human resource component on the basis of the functional model at Annexure A ○ The need to improve the capacity of human resource practitioners and line managers on the basis of the competency framework at Annexure B |
| <p>Step 4: Redesign the organisational structure, post establishment and functioning of the human resource component on the basis of the functional model dealt with in Annexure A</p> | <ul style="list-style-type: none"> • This step may be necessary in the case of most departments • The competency framework explained in Annexure B can be used to design the jobs in the human resource component • Expected outcome: The organisational structure, post establishment and functions of the human resource component are optimally aligned towards the strategic management of human resources in the department | <ul style="list-style-type: none"> • The guideline at Annexure A should be followed • If applicable, the human resource implications of the restructuring process should be dealt in accordance with the "Guide on transformation and restructuring: Human Resources, 2006" |
| <p>Step 5: Improve the capacity of human resource practitioners and line managers on the basis of the competency framework at</p> | <ul style="list-style-type: none"> • Human resource practitioners and line managers will in varying degree have to be re-capacitated according to their new roles • This step seeks to ensure that the capacity of human resource components and line | <ul style="list-style-type: none"> • The guideline at Annexure B should be followed |

| STEP | FOCUS AND CONTENT | PROPOSED ACTION AND METHODOLOGY |
|------------|--|---------------------------------|
| Annexure B | <p>managers are optimally enhanced through the identification of training needs, effective recruitment for positions in the human resource component and good performance management practices in respect of human resource practitioners</p> <ul style="list-style-type: none"> • Expected outcome: Human resource practitioners and line managers are properly capacitated for their roles | |

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