

# Assessment of the State of Human Resource Management in the Public Service



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Custodian of Good Governance



# FOREWORD

The quality of human resources is a critical factor in the capacity of the government to deliver on its mandate. Human Resource Management (HRM) is critically important in that it ensures that human capital is well managed and that all issues relating to this resource are effectively dealt with. These issues include compensation, recruitment and selection, performance management, organisational development, safety, wellness, HIV and AIDS, employee motivation, communication, administrative support and training.

The terrain of HRM is thus broad and complex. In the Public Service a range of legislative frameworks and policies were put in place since the advent of democratic rule in 1994. The question, however, is whether during the 14 years of democratic government we have been able to implement these policies and frameworks in order to impact positively on the quality of HRM in the Public Service. The Public Service Commission (PSC) has therefore found it important to assess the State of HRM in the South African Public Service.



Apart from its own work in this area, the PSC has drawn on a wide body of evaluations that have been conducted on various aspects relating to human resources. It has organised the reviews into distinct but interrelated themes, and all these point to progress made and challenges that must still be addressed. A permeating reason for many of the challenges that still exist is the low status accorded to the HR function with human resource management not being taken on board as a key management function. Sadly, the Public Service is not at a point today where it can confidently say that most of its managers are adequately competent in HR.

Serious questions have to be asked as to why this is still the case, given that most of Governments' budget is spent on personnel. If the Public Service cannot derive optimal value from the human resources that it has at its disposal, there must be fundamental difficulties which have to be addressed. Assessments such as this one become critical to ensure that the Public Service maximises the potential of its human resources.

I trust that departments and the executive will find this assessment instructive, and will apply the findings and recommendations to improve HRM across the Public Service.

A handwritten signature in black ink, appearing to read 'R Mgiijima', with a horizontal line extending to the right.

**DR R MGIJIMA**  
**CHAIRPERSON**

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# GLOSSARY OF TERMS

AA	Affirmative Action
ASGISA	Accelerated and Shared Growth Initiative for South Africa
DG	Director-General
DPSA	Department of Public Service and Administration
EA	Executive Authority
EE	Employment Equity
ETD	Education, Training and Development
GEMS	Government Employees Medical Scheme
HoD	Head of Department
HRD	Human Resource Development
HRM	Human Resource Management
KRA	Key Result Area
JIPSA	Joint Initiative for Priority Skills Acquisition
LRA	Labour Relations Act
MDGS	Millennium Development Goals
MEC	Member of the Executive Council
MTEF	Medium Term Expenditure Framework
NACH	National Anti-Corruption Hotline
OPA	Organisational Performance Assessment
OSD	Occupation-Specific Dispensation
PA	Performance Agreement
PALAMA	Public Administration Leadership Management Academy
PDP	Performance Development Plan
PERSAL	Personnel and Salary System
PFMA	Public Finance Management Act
PMDS	Performance Management and Development System
PRC	Presidential Review Commission
PSR	Public Service Regulations
PSC	Public Service Commission
SAMDI	South African Management Development Institute
SCOPA	Standing Committee on Public Accounts
SMS	Senior Management Service
WPTPS	White Paper on the Transformation of the Public Service
WSP	Workplace Skills Plan

# EXECUTIVE SUMMARY

## 1. INTRODUCTION

The PSC has conducted various research projects on HRM, and has found that whilst there are a number of HR policies in place that seek to bring about the transformation of HRM in the Public Service, progress to date has not been adequate.

However, each of these research projects dealt with a specific aspect of HRM, such as performance management, gender mainstreaming and the employment of people with disabilities. As a result there has not been a single report providing a holistic assessment of the State of Human Resource Management and Development in the Public Service and given the lack of progress in transforming the HRM function, the PSC deemed it necessary to conduct an overview assessment of the State of HRM. This assessment aims at filling this gap by comparing progress to date with the original aims and objectives enshrined in the Constitution and other relevant policy documents.

## 2. OBJECTIVES

This report looks at human resource management in all its dimensions, but more specifically at the challenges that still persist. The specific objectives of this report are to:

- Develop indicators against which HRM in the Public Service can be assessed.
- Using the indicators, conduct an assessment of the State of Human Resource Management in the Public Service.
- Identify and highlight the challenges in human resource management in the Public Service.
- Recommend actions to be taken to improve the state of HRM in the Public Service.
- Develop a HR Self-Assessment Instrument for use by departments.

## 3. SCOPE OF THE STUDY

This report is based on the results of a desktop study. The desktop study focused on a wide range of reports published by the Public Service Commission and other organisations. Although no primary research was done, it provides a useful overview of the state of human resource management in the Public Service and the progress that has been made over the past 14 years. For the purpose of this report the PSC utilised the five key areas of HRM as identified by the Department of Public Service and Administration (DPSA) Circular on "Interventions to Improve the Human Resource Management Function in the Public Service", namely:

- Human Resource and Organisational Strategy and Planning.
- Human Resource Practice.
- Human Resource Utilisation and Development.
- Employee Health and Wellness.
- Employee Relations.

The five areas provide a broad framework covering all the key human resource functions that the report is assessing. The PSC developed indicators for each of these areas, which were then used to assess the progress made by departments, and the challenges experienced.

<sup>1</sup> Republic of South Africa. Department of Public Service and Administration. Circular on "Interventions to Improve the Human Resource Management Function in the Public Service. August. 2008.

## 4. MAIN FINDINGS

### 4.1. Human Resources Organisational Strategy and Planning

Human resource organisational strategy and planning is about ensuring that proper organisational structures together with human resource requirements are in place and are aligned to the departmental strategic plan. It is important to assess this area because the quality of organisational structures and capacity in turn impact on service delivery.

Evidence from the Ten Year Review<sup>2</sup> indicates that at a departmental level organisational development skills are in short supply which is why departments do not have proper structures that are supported by sufficient human resources. An assessment conducted in 2005 by the Forum for South African Directors-General (FOSAD)<sup>3</sup>, also identified poor practices in organisational design within departments. In addition, human resource planning was seen to be still in its infancy.

HRM also needs to be supported by proper HR Information Management (HRIM) systems. To this end the importance of a PERSAL clean-up strategy and the introduction of the Integrated Financial Management System (IFMS) is necessary. Processes are well underway to implement such a strategy as well as IFMS. This should allow departments to have a credible information base from which to align their organisational structures, forecast their human resource needs and maintain proper databases for the management of human resources.

Proper organisational structures are, however, not an end in themselves. Among others, they should be a mechanism for changing the composition of the Public Service. Special provisions contained in the Public Service Staff Code<sup>4</sup> at the time of democratisation made provision for the introduction of Affirmative Action as an approach to redress the imbalances that existed. This received further impetus in 1998 with the introduction of the White Paper on Affirmative Action in the Public Service<sup>5</sup> and the White Paper on the Transformation of the Public Service<sup>6</sup>.

Collectively, these policies underscore the importance of representivity of race, gender equality and disability. However, progress to date indicates a gap in the employment of people with disabilities and the integration of women in the workplace.

### 4.2 Human Resource Practices

Human resource practices deal with the human resource administration services within a department. This includes the management of recruitment, selection, compensation, conditions of service and human resource personnel records. The PSC has found that there is widespread disregard of elementary processes such as compiling job descriptions, conducting job evaluations and obtaining approval of job adverts prior to their placement in the media. These procedural omissions undermine the credibility of the selection process and open the Public Service up to legal challenges by disgruntled applicants. At a national level various steps have been taken to improve the quality of recruitment and selection processes. However, most of these initiatives focus on the senior and middle management layers of the Public Service while the vast majority of public servants are employed at the lower levels.

The shortage of skills has been identified as the single greatest impediment to the success of public infrastructure and private investment programmes. Even though extensive work has been done at the national level to identify

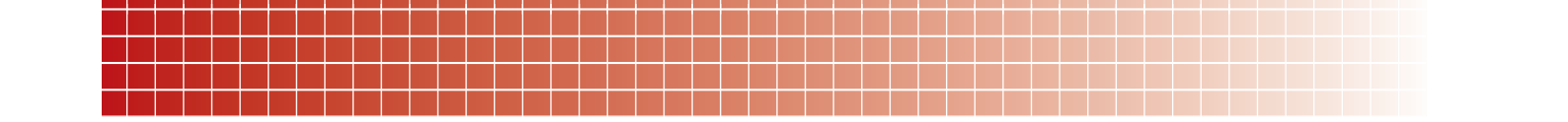
2 Republic of South Africa. *The Presidency. Towards a Ten Year Review*. Pretoria. 2003.

3 Republic of South Africa. *Department of Public Service and Administration. Guide and Toolkit on Organisational Design*. 2007.

4 Republic of South Africa. *Public Service Staff Code*. 1994. (Replaced by the *Public Service Regulations*).

5 Republic of South Africa. *White Paper on Affirmative Action of the Public Service*. 1995.

6 Republic of South Africa. *White Paper on the Transformation of the Public Service*. 1995.



occupational categories most affected by labour shortages and introducing initiatives to attract and retain staff in these areas, departments are not doing enough to introduce targeted interventions. As a result, skills shortages are continuing to constrain government's delivery programmes. The PSC has also found that there are challenges that departments are experiencing in recruiting and retaining employees with scarce skills which is evident in the high vacancy and turnover rates within departments.

Provinces appear to be particularly severely affected by high staff turnover at the professional levels. Most of the staff turnover occurs as a result of the internal movement of staff through promotions and transfers within and to other departments/organisations. More research is required into this phenomenon but provisional indications are that departments tend to compete with each other for the same scarce skills because of the flexibility they have in grading positions and setting salaries at higher levels.

Compensation and service benefits have a major bearing on the ability of departments to recruit and retain employees with scarce skills. Evidence indicates that the State as an employer is offering progressive medical and pension benefits, and has introduced competitive remuneration packages at the senior management and middle management levels. Further, occupation specific dispensations for certain professional job categories were introduced. However, the impact of these cannot be determined yet and will have to be closely monitored.

Annual and sick leave are among the key service benefits provided to public servants. Previous PSC reports indicated major abuse of the Public Service's sick leave and ill health provisions. However, the DPSA developed the Policy on Incapacity Leave due to Ill-Health Retirement (PILIR) that was implemented in 2006. The policy is intended to curb abuse of sick leave in the Public Service.

A positive development in the Public Service's human resource practices is the authentication of the qualifications of serving officials. The PSC has found that only a very small percentage of officials have doubtful qualifications. While this is an encouraging sign, the focus should be on the proper verification of qualifications at the point of recruitment and selection rather than reactive measures.

### 4.3 Human Resource Utilisation and Development

Human resource utilisation and development deals with the proper deployment of employees as well as their development, through training, learnerships, bursaries, mentorships and the Performance Management Development System (PMDS). One of the critical tools for the effective utilisation and development of employees is a Human Resource Development Plan. The PSC has found that in 2008, only 16 out of 144 departments submitted their HRD plans, translating into an 11.1% compliance rate<sup>7</sup>. This suggests that some departments may not even have these plans in the first place. Furthermore, the PSC has found that Personal Development Plans (PDPs) are often completed for the sake of ensuring compliance instead of genuinely identifying training needs that are aligned to actual job performance.

### 4.4 Employee Health and Wellness

Employee Health and Wellness (EHW) is about the development and implementation of effective programmes that are aimed at enhancing the quality of work-life within departments. These include among others, initiatives to manage HIV/AIDS and Occupational, Health and Safety programmes. In view of the vulnerability of the Public Service to the HIV/Aids pandemic, research was undertaken in 2006 regarding the extent to which the policy framework for managing HIV and Aids and the requirement for associated employee assistance programmes had been implemented. The results at that time suggested that while the required management structures at departmental level were put in place, there, however, was less success in achieving the implementation of voluntary counselling and testing, infection control and monitoring and evaluation of programmes. Lack of SMS

<sup>7</sup> Republic of South Africa. Public Service Commission. *State of the Public Service Report*. Pretoria. 2006.





commitment towards implementing the EHW programme, inadequate counselling skills and financial constraints were also identified as the most important factors contributing to this situation.

## 4.5 Employee Relations

Employee relations is about the promotion of effective labour relations in the workplace. Employee relations are governed by specific Labour Laws in South Africa which apply to the Public Service as a whole. Apart from the salary strike in 2007, the Public Service has despite being highly unionised, enjoyed relative labour peace during the last few years. This can be ascribed to the conclusion of multi-term collective agreements and the effective utilisation of dispute resolution mechanisms. However, significant challenges remain around the management of disciplinary and grievance processes. The PSC has found that inexperience and ignorance among managers remains a major stumbling block in this regard.

# 5. RECOMMENDATIONS

## 5.1 Key HRM Area One: Human Resources Organisational Strategy and Planning

In order to improve the area of Human Resource Organisational Strategy and Planning it is recommended that:

- The DPSA should conduct a follow-up assessment to establish how organisational design practices in departments have improved since the introduction of the Guide and Toolkit on Organisational Design.
- EAs must ensure that their departments implement the Directive's on HR Planning issued by the Minister for Public Service and Administration in October 2009 and submit the necessary six-monthly reports in this regard.
- Departments should update PERSAL information to ensure proper information systems and proper record management. HoDs and HR managers should sign a formal declaration once a year certifying that their department's information is valid and reliable.
- Meeting disability and gender targets must be cascaded down to each component in departments and must receive special focus during the evaluation processes of all SMS members on an annual basis.

## 5.2 Key HRM Area Two: Human Resource Practices

In order to improve the area of Human Resource Practices it is recommended that:

- Departments should develop detailed and clear recruitment and selection policies and ensure that those policies are approved in order to avoid haphazard recruitment practices. To this end departments should utilise the PSC's Recruitment and Selection Toolkit which provides clear guidelines on how to develop such policies.
- Departments should have clearly spelt out delegations to approve the advertising of posts as well as the appointment of persons to posts, these should be made available to all managers. Human resource components should monitor adherence to these delegations at all times.
- Departments should prioritise and properly manage record keeping of all recruitment and selection processes. These should include job evaluation results, job descriptions, proof of HR delegations, copies of submissions approving appointments and copies of the appointment letters.
- Job hopping should be restricted by utilising regulatory measures where employees have to work a certain number of years in one level, before they can apply for promotion to a different position within or in a different department.

### 5.3 Key HRM Area Three: Human Resource Utilisation and Development

- Training courses provided to employees should address training needs of employees and these should be relevant to the skills requirements of the departments.
- Departments should give special focus to the Core Management Criterion (CMC) relating to People Management and Empowerment. There should be clear objectives and measures in the performance contracts of all managers with employees reporting to them. This should be stringently monitored during the mid-term and annual reviews.

### 5.4 Key HRM Area Four: Employee Health and Wellness (EHW)

In order to improve the area of EHW it is recommended that:

- Management and leadership should provide support by providing funding and staff to implement and maintain the programmes. Further, SMS members and HoDs should participate in these various programmes to give them their stamp of approval.
- Appropriate budgets should be allocated to the EHW units to ensure that they function effectively. SMS and HoDs should assume the responsibility for budgets.
- Management should be seen and heard relaying strategies and their commitment regarding EHW programmes directly to employees, they can use workshops as one of the communication mediums.

### 5.5 Key HRM Area Five: Employee Relations

In order to improve the area of Employee Relations it is recommended that:

- All departments must ensure strict adherence to the procedures and timeframes contained in the grievance rules.
- Departments must also improve the appropriateness and consistency of sanctions given in cases of misconduct.

# Chapter One

## Introduction

## 1.1 BACKGROUND

Since the advent of democratic rule, government has introduced a number of measures to transform Human Resource Management (HRM) in the Public Service. By 1999 most of the key policy frameworks had been put in place although other policy changes continued to be introduced afterwards to refine the existing framework and to facilitate implementation.

The PSC has conducted various research projects on HRM, and has found that whilst there are a number of HR policies in place that seek to bring about the transformation of HRM in the Public Service, progress to date has not been adequate. Each of these research projects dealt with a specific aspect of HRM, such as performance management, gender mainstreaming and the employment of people with disabilities. As a result there has not been a single report providing a holistic assessment of the State of Human Resource Management and Development in the Public Service and given the lack of progress in transforming the HRM function, the PSC deemed it necessary to conduct an overview assessment of the State of HRM. This assessment aims at filling this gap by comparing progress to date with the original aims and objectives enshrined in the Constitution and other relevant policy documents.

## 1.2 MANDATE OF THE PSC

Section 196 (4) (b) of the Constitution<sup>8</sup>, read in conjunction with section 9 and 10 of the Public Service Act<sup>9</sup>, mandates the Public Service Commission (PSC) to investigate, monitor and evaluate the organisation of administration and personnel practices in the Public Service.

In addition, in terms of section (196) (f) (iv) of the Constitution, 1996, the PSC may of own accord or receipt of a complaint, advise national and provincial organs of state regarding personnel practices in the Public Service including those relating to the recruitment, appointment, transfer, discharge and other aspects of the careers of employees in the Public Service.

HRM is one of the key functions in ensuring that a department meets its objectives. Without sound and proper HRM a department would not be able to promote service delivery. Therefore it is imperative that Executive Authorities (EA) and managers ensure that the management of human resources does not take a backseat to other functions within a department but becomes an integral part of a department's strategic objective.

## 1.3 OBJECTIVES OF THIS STUDY

This report looks at human resource management in all its dimensions, but more specifically at the challenges that still persist. The specific objectives of this report are to:

- Develop indicators against which HRM in the Public Service can be assessed.
- Recognise achievements made in HRM.
- Using the indicators conduct an assessment of the State of Human Resource Management in the Public Service.
- Identify and highlight the challenges in the human resource practices of the Public Service.
- Recommend actions to be taken to improve the state of HRM in the Public Service.
- Develop a HR Self-Assessment Instrument for use by departments.

<sup>8</sup> Republic of South Africa. *The Constitution of the Republic of South Africa Act 108, 1996.*

<sup>9</sup> Republic of South Africa. *Public Service Commission. Public Service Commission Act of 1997.*

## 1.4 SCOPE OF THE STUDY

The study comprised of a desktop assessment of all reports and reviews relating to a number of different areas of HR policies, procedures and processes. Inputs were obtained from a variety of sources, analysed and compiled into this report. The project comprised of the following phases:

### Phase 1: Data Gathering

Reports developed by the PSC and other institutions in the Human Resource Management field were collected. A desktop audit of all these reports was conducted. Statistical information relating to the different areas of HRM and HR processes such as the composition of the Public Service and vacancy rates, was extracted from Vulindlela and PERSAL. A desktop search was also conducted to obtain information on global trends around the area of HR, in order to gain an understanding of these issues within a global context.

### Phase 2: Data Analysis

Before the data analysis took place indicators were developed, against which the state of HRM in the Public Service was assessed. These indicators were based on the key five HRM areas identified by the DPSA in a Circular on Interventions to Improve the Human Resource Management Function in the Public Service <sup>10</sup>. The main aim of this assessment was to compare the *status quo* with the original aims and objectives enshrined in the legislation and policy documents, whilst noting implementation progress and challenges that still persist. Based on the analysis conducted recommendations on the areas for improvement were made.

### Phase 3: Development of an HR Self-Assessment Instrument

As a key requirement towards rendering a professional human resource service a HR Self-Assessment Instrument was developed and is attached as Appendix C. This instrument contains indicators that will be used by departments when they are assessing their performance in the HRM area.

## 1.5 INDICATORS AS PER THE FIVE KEY HRM AREAS

Based on the five HRM areas, indicators were developed and they have been used as a basis for assessing and determining the extent to which HRM policy implementation has been met and to identify challenges that are still being experienced. The indicators listed below will be further used by departments to:

- Establish whether performance in various areas of HRM is stagnating or progressing.
- Assess and track implementation of HRM processes.
- Determine whether the HR components are strategically positioned to assist departments in achieving the service delivery goals.
- Plan appropriate interventions to improve the strategic capability of the HRM components.

### 1.5.1 Key HRM Area 1: Human Resource Organisational Strategy and Planning

The table below contains indicators that have been developed for the area on Human Resources Organisational Strategy and Planning which includes Organisational Strategy, Human Resource Planning, Human Resource Information Management and Change Management:

<sup>10</sup> Republic of South Africa. Department of Public Service and Administration. Circular to Heads of all National Departments, Provincial Administrations and Provincial Departments: Interventions to Improve the Human Resource Management Function in the Public Service. Pretoria. August 2008.

**Table 1: Performance Indicators in the area of Human Resources Organisational Strategy and Planning**

Key Performance Area I	Indicator
<b>Organisational Development</b>	<ul style="list-style-type: none"> <li>The Executive Authority (EA) must ensure that adequate capacity exists within the department to oversee the job evaluation process.</li> <li>It is the duty of the EA to ensure that the organisational structure of the department is aligned with the strategic objectives of the department and that the roles and responsibilities of all concerned are clearly defined.</li> <li>The EA has proper delegations in place, to ensure an enabling working environment to support administrative leadership.</li> </ul>
<b>Human Resource Planning</b>	<ul style="list-style-type: none"> <li>The EA ensures that policies and procedures are implemented for effective HR planning and managers are held accountable for non-compliance.</li> <li>The HR plan contains clear human resource strategies to achieve the operational objectives of the department.</li> <li>Current organisational structures enable the department to fulfil its service delivery mandate.</li> <li>EA's must ensure that the human resource plan contains the budgetary requirements to action the plan.</li> <li>A dedicated team must be in place to maintain the plan.</li> </ul>
<b>HR Information Management</b>	<ul style="list-style-type: none"> <li>The EA must ensure that within the HR component there are standards set for the collection of HR information as well as for reporting to senior management.</li> <li>There must be proper reporting procedures in place to ensure the processing and updating of HR information is done on a regular basis.</li> </ul>
<b>Change Management</b>	<ul style="list-style-type: none"> <li>The Department is representative of the South African people and it implements diversity management measures.</li> <li>An employment equity policy is in place and an employment equity plan is submitted to the Department of Labour on an annual basis.</li> <li>All representivity targets are met within a set timeframe, that is 50% women within senior management by 2009; and 2% disability by 2010.</li> <li>Affirmative Action (AA) surveys are conducted and EE plans are in place as required by law.</li> <li>AA accountability is integrated into the Performance Management and Development System.</li> <li>Implementation of AA and EE is monitored and reports produced as required by law.</li> <li>Gender Mainstreaming Framework is implemented.</li> <li>Job access strategy is implemented.</li> </ul>

### 1.5.2 Key HRM Area 2: Human Resource Practices

The table below contains indicators that have been developed for the area on Human Resource Practice which includes Recruitment and Selection, Scarce Skills, Verification of Qualifications, Retention Strategy, Remuneration and Conditions of Service:

**Table 2: Performance Indicators in the area of Human Resource Practices**

Key Performance Area 2	Indicator
<b>Recruitment and Selection and Employee life cycle</b>	<ul style="list-style-type: none"> <li>• A recruitment policy complying with good practice standards and spelling out detailed procedures is in place.</li> <li>• Fair and objective recruitment and selection processes are utilised as required by law.</li> <li>• Qualifications of all employees are verified prior to appointment.</li> <li>• All vacant posts are advertised and filled within the prescribed timeframe of three months</li> <li>• Job descriptions are in place.</li> <li>• Job evaluations are conducted in accordance with national norms and standards, including upgrading of positions.</li> <li>• All advertisements are approved before publishing.</li> <li>• The Department complies with all the provisions of the Skills Development Act.</li> </ul>
<b>Scarce Skills</b>	<ul style="list-style-type: none"> <li>• The EA must ensure that the recruitment policy clearly defines the scarce and critical skills of the department.</li> <li>• There must be a retention programme in place that targets scarce posts and occupations.</li> </ul>
<b>Verification of Qualifications</b>	<ul style="list-style-type: none"> <li>• Procedures must be in place to ensure the verification of qualifications.</li> </ul>
<b>Retention Strategy</b>	<ul style="list-style-type: none"> <li>• A retention policy and programme are in place and monitored on an annual basis.</li> <li>• The vacancy rate is less than 10%.</li> <li>• Structured exit interviews are conducted and information obtained is used to inform targeted retention programmes.</li> <li>• A succession management system is in place to ensure the smooth replacement of employees who occupy key positions.</li> <li>• Career pathing and career management systems are introduced.</li> </ul>
<b>Compensation and Conditions of Service</b>	<ul style="list-style-type: none"> <li>• A policy on remuneration and conditions of service is implemented.</li> <li>• An overtime policy is developed and implemented.</li> <li>• Employment of professionals and specialists is increased to meet organisational service delivery needs.</li> </ul>

### 1.5.3 Key HRM Area 3: Human Resource Utilisation and Development

The table below contains indicators that have been developed for the area Human Resource Utilisation and Development which includes Human Resource Development (HRD) and Performance Management and Development System (PMDS):

**Table 3: Performance Indicators in the area of Human Resource Development**

Key Performance Area 3	Indicator
<b>HRD</b>	<ul style="list-style-type: none"> <li>• A HRD Strategy is developed, implemented and monitored on an annual basis.</li> <li>• A Work-Place Skills Plan based on thorough Skills Audit is in place.</li> <li>• Employees are subjected to post-training assessment six months after training to determine the impact of training.</li> <li>• All employees have personal development plans that are aligned with career goals and the operational requirements of the department.</li> <li>• Institutional-specific induction and job-specific orientation conducted for all employees within three months of appointment.</li> </ul>
<b>Training and Development of Seniors Managers</b>	<ul style="list-style-type: none"> <li>• EA's need to ensure that prioritisation is given to the training needs of SMS.</li> <li>• Capacity building must become a priority.</li> </ul>



Key Performance Area 3	Indicator
<b>Career Management</b>	<ul style="list-style-type: none"> <li>• Employees must be kept informed of career opportunities.</li> <li>• Development and Mentorship programmes must be put in place to guide employees on correct career pathing.</li> </ul>
<b>Performance Management and Development System (PMDS)</b>	<ul style="list-style-type: none"> <li>• A formal performance management and development system that is in line with the priorities, objectives, indicators and targets contained in the Strategic Plan is applied and implemented for all levels of staff.</li> <li>• Information gathered from the performance cycle is linked to other human resource functions, in particular training and development.</li> <li>• Performance bonuses are based on the outcome of performance appraisals and are distributed in line with the guidelines issued by the DPSA.</li> </ul>

#### 1.5.4 Key HRM Area 4: Employee Health and Wellness

The table below contains indicators that have been developed for the area on Employee Health and Wellness which includes Employee Health and Wellness and HIV & AIDS:

**Table 4: Performance Indicators in the area of Employee Health and Wellness**

Key Performance Area 4	Indicator
<b>Employee Health and Wellness and HIV and AIDS</b>	<ul style="list-style-type: none"> <li>• Employee health and wellness programmes are established, implemented and monitored on an annual basis.</li> <li>• HIV and Aids policy and programme is implemented and monitored on an annual basis.</li> <li>• General overall employee satisfaction with the organisational climate assessed at least annually.</li> <li>• Positive responses are expected to all the eight questions that departments are expected to address in their Annual Reports regarding the implementation of health and wellness programmes in the workplace.</li> <li>• Accurate records are kept with regard to sick leave and absenteeism.</li> </ul>

#### 1.5.5 Key HRM Area 5: Employee Relations

The table below contains indicators that have been developed for the area on Labour Relations:

**Table 5: Performance indicators in the area of Labour Relations**

Key Performance Area 5	Indicator
<b>Labour Relations</b>	<ul style="list-style-type: none"> <li>• Policies and procedures regarding the management of discipline and for imposing sanctions are implemented and monitored on an annual basis.</li> <li>• All employees are informed of the disciplinary procedures of the Public Service and all supervisors are trained on the management of discipline.</li> <li>• Adherence to grievance procedures by stakeholders is ensured.</li> <li>• All grievances are resolved within the time frames set in the Disciplinary Code and Procedures for the Public Service.</li> <li>• HR component monitors the level of employee satisfaction in the department at least on an annual basis.</li> </ul>



Key Performance Area 3	Indicator
<b>Collective Bargaining</b>	<ul style="list-style-type: none"> <li>• Clarity of roles and responsibilities between line managers and labour relation officers must be clearly defined.</li> <li>• Regular meetings with the departmental bargaining chamber must take place.</li> <li>• The departmental representatives must be well informed of the matters to be addressed in the bargaining chamber</li> </ul>

Serious challenges remain within the HRM function in many departments. It is for this very reason that the PSC felt compelled to conduct this research on the Assessment of the State of Human Resource Management in the Public Service to bring to the attention of Executive Authorities, Heads of Departments and HR managers the need to improve human resource management. The above indicators were developed from the various reports used in the assessment of the state of HRM and were also based on the legislative framework which is attached as Appendix A.

## 1.6 STRUCTURE OF THE REPORT

The report is structured as follows:

- Chapter 1** Provides the background and the indicators developed.
- Chapter 2** Provides an analysis of human resource management and the key challenges.
- Chapter 3** Provides recommendations and concluding remarks to the assessment.

# Chapter Two

## An Analysis of Human Resource Management and the Key Challenges

## 2.1 INTRODUCTION

This Chapter looks at the management of human resources within the Public Service as a cornerstone for the overall success of implementing government priorities. The issues of limited or lack of service delivery can be traced back to the lack of capacity or requisite skills within the departments responsible for service delivery. There are more than one million people employed by the different Public Sector institutions in South Africa. In order to manage these huge numbers of employees it is important for the Public Service to have streamlined and standardised policies as well as sound policies, systems and processes. These policies outline the criteria and guidelines that determine how the Public Service recruits, selects, trains, disciplines, promotes and remunerates its employees. Whilst there has been significant progress with regards to the legislative framework and development of policies, implementation remains a challenge.

This chapter looks at the key human resource functions according to the specific HRM areas and against key HR indicators. These indicators have been drawn from the legislative framework, policies and other reports. This chapter provides an analysis and an account of progress made over the years in the area of HRM and development within the Public Service and the indicators in Chapter I have been used as the basis for the analysis that follows.

## 2.2 ANALYSIS OF THE FIVE KEY HRM AREAS

### 2.2.1 Key HRM Area One: Human Resources Organisational Strategy and Planning

Human resource organisational strategy and planning is about ensuring that proper organisational structures together with human resource requirements are in place and are aligned to the departmental strategic plan. It is important to assess this area because the quality of organisational structures and capacity in turn impacts on service delivery.

Evidence from the Ten Year Review <sup>11</sup> indicates that at a departmental level organisational development skills are in short supply which is why departments do not have proper structures that are supported by sufficient human resources. An assessment conducted by the Forum for South African Directors-General (FOSAD), also identified poor practices in organisational design within departments<sup>12</sup>. In addition, human resource planning was seen to be still in its infancy.

HRM also needs to be supported by proper HR Information Management (HRIM) systems. To this end the importance of a PERSAL clean-up strategy and the introduction of the Integrated Financial Management System (IFMS) is necessary. Processes are well underway to implement such a strategy as well as IFMS. This should allow departments to have a credible information base from which to align their organisational structures, forecast their human resource needs and maintain proper databases for the management of human resources.

Proper organisational structures are, however, not an end in themselves. Among others, they should be a mechanism for changing the composition of the Public Service. Special provisions contained in the Public Service Staff Code<sup>13</sup> at the time of democratisation made provision for the introduction of Affirmative Action as an approach to redress the imbalances that existed. This received further impetus in 1998 with the introduction of the White Paper on Affirmative Action<sup>14</sup> in the Public Service and the White Paper on the Transformation of the Public Service<sup>15</sup>.

11 Republic of South Africa. *The Presidency. Towards a Ten Year Review*. Pretoria. 2003.

12 Republic of South Africa. *Department of Public Service and Administration. Guide and Toolkit on Organisational Design*. 2007.

13 Republic of South Africa. *Public Service Staff Code*. 1994. (Replaced by the *Public Service Regulations*. 1999).

14 Republic of South Africa. *White Paper on Affirmative Action of the Public Service*. 1995.

15 Republic of South Africa. *White Paper on the Transformation of the Public Service*. 1995.

Collectively, these policies underscore the importance of representivity of race, gender equality and disability. However, progress to date indicates a gap in the employment of people with disabilities and the integration of women in the workplace.

This section of the report considers the available evidence regarding the efficacy of human resources organisational strategy and planning at departmental levels. Furthermore it takes stock of initiatives that are under way to address the challenges that have been identified.

### *2.2.1.1 Organisational Arrangements and Delegations at Departmental Level*

The South African Public Sector is important in ensuring sustainable growth and development of the country. Key amongst its responsibilities is ensuring that all citizens have access to and receive the services they require. The way in which departments are structured has an impact on how effectively they carry out their functions and ensure service delivery. Evidence from the Ten Year Review<sup>16</sup> indicates that at a departmental level organisational development skills are in short supply which is why departments do not have proper structures that are supported by sufficient human resources.

In an attempt to deal with this issue in 2005 Cabinet instructed FOSAD to conduct an assessment of selected government departments in order to identify obstacles to service delivery<sup>17</sup>. These assessments indicated that there were poor practices in organisational design which was seen as an obstacle to effective service delivery. Further challenges identified by the FOSAD assessment included the following:

- Organisational structure development that focused on the creation of posts and not on job purpose and functions.
- The span of control (i.e. the number of direct reports per manager) varied substantially between departments.
- A duplication of roles as a result of poor understanding of responsibilities in the policy making functions.
- Insufficient consideration of service delivery models when departments were being structured and restructured.
- Non-core functions such as the supply chain management and monitoring and evaluation not receiving the necessary attention.

In response to the FOSAD assessment, following the Cabinet Lekgotla of January 2006, Cabinet decided that the Public Service Regulations had to be amended to state that an Executive Authority can only approve an organisational structure (or amendments to it) after consultation with the Minister for Public Service and Administration<sup>18</sup>. This was clearly intended to ensure good governance and some level of coordination and coherence in the organisational configuration of departments if the issues that were included in the submissions of departments were to be considered. In addition, the DPSA issued a "Guide and Toolkit on Organisational Design" which seeks to guide departments on the development of organisation structures. There is however, a need, to assess the efficiency and effectiveness of organisational arrangements in the Public Service now that clear guidelines have been provided.

Despite the measure to amend the Public Service Regulations, Executive Authorities still have high levels of autonomy in creating and abolishing posts and changing their organisational structures. However, they are naturally constrained by the budget envelopes that their Accounting Officers have and the degree of flexibility that exists in effecting personnel changes. While provision has been made for these powers to be delegated to the Accounting Officer and other officials, in practice this is not done.

16 Republic of South Africa. *The Presidency. Towards a Ten Year Review*. Pretoria. 2003.

17 Republic of South Africa. *Department of Public Service and Administration. Guide and Toolkit on Organisational Design*. 2007.

18 Republic of South Africa. *Ministry of Public Service and Administration, Circular 17/41/13/6 dated 27 June 2006*.

A DPSA survey conducted in June 2008 showed that only 10% of the Executive Authorities made extensive delegations, while as many as 72% of departments had delegations that did not fully cover the responsibilities outlined in the Public Service Act and Regulations. One of the recommendations emanating from a PSC report was that there is a need to develop a standardised framework for delegations<sup>19</sup>. As a result the July 2008 Cabinet Lekgotla decided that a delegations model needs to be developed. This will go a long way in addressing the problem of roles and responsibilities and the interface between Ministers/MECs and their Heads of Department. Ongoing monitoring and evaluation of the effective delegation of powers and functions is nevertheless advisable.

### 2.2.1.2 Human Resource Planning

A study by the DPSA found that the way in which departments did their “planning” had too much of an administrative bias thus focusing to a large extent on compliance rather than on strategic issues. The report highlighted two key principles that should drive HR planning in the future, namely:

- HR planning should provide a frequently updated framework of information for decision making.
- HR planning has a fundamental role to play in the attainment of departmental objectives through the effective utilisation of human resources.

The DPSA subsequently issued a new HR planning toolkit<sup>20</sup> which replaced the one issued in 2002 as a guideline to assist departments with HR planning. At the time of writing this report no reviews were available on the extent of compliance by departments and the challenges that they may be experiencing.

### 2.2.1.3 HR Information Management

All HR functions are dependent on an effective management information system and on reliable data within the system. A golden thread running through virtually all the reports published by the PSC on human resource matters are the concerns raised about the reliability of data available on the PERSAL system. It was, therefore, encouraging that the Minister for Public Service and Administration announced in 2008 that Cabinet had endorsed a PERSAL “clean-up” strategy and that the Auditor-General would be approached to assist in auditing compliance with HR information and organisational structure systems/directives<sup>21</sup>. Another key development that has been in the pipeline for some time is the Integrated Financial Management System (IFMS).

The IFMS project is a multi-stakeholder programme of National Treasury, DPSA and the State Information Technology Agency (SITA), to consolidate and renew government’s “back office” applications. These include financial management, human resources management, supply chain management, asset management and business intelligence across both national and provincial departments and as such constitute the biggest integrated business solution undertaking in the country.

The new integrated transversal applications are expected to improve government’s administrative efficiency by providing systems to support legal compliance, strategic planning processes, data and information security and management information<sup>22</sup>. These positive developments should not be regarded as short-term solutions. They are likely to take several years to complete and, particularly the IFMS and its HRMS module will have major change management implications. Hence these will have to be carefully managed and monitored in order to ensure that they deliver the intended results.

19 Republic of South Africa. Public Service Commission. *Role Clarification and Relationships at the Executive Interface*. Pretoria, 2007.

20 Republic of South Africa. Department of Public Service and Administration. *Strategic Human Resources Planning Guideline and Toolkit*. Pretoria, 2007.

21 Republic of South Africa. Governance and Administration (G&A) cluster Post-Lekgotla media briefing by Minister of Public Service and Administration GJ Fraser-Moleketi. Union Buildings, Pretoria. 5 August 2008.

22 Republic of South Africa. Media release by SITA: “IFMS Human Resource Module Awarded”. 18 January 2009.

#### 2.2.1.4 Change Management

Change management in the Public Service was introduced as a measure to manage the changing workforce post 1994. Special provisions contained in the Public Service Staff Code<sup>23</sup> at the time of democratisation made provision for the introduction of Affirmative Action as an approach to redress the imbalances that existed. This received further impetus in 1998 with the introduction of the White Paper on Affirmative Action<sup>24</sup> in the Public Service and the White Paper on the Transformation of the Public Service<sup>25</sup>. The legislative framework was a way of entrenching the ninth constitutional principle of representivity, which requires that employment and personnel management practices must be based on ability, objectivity, fairness and the need to redress the imbalances of the past so that public administration could become broadly representative of the SA people<sup>26</sup>.

Collectively, these policies underscore the importance of representivity of race, gender equality and disability. The targets set from the onset were as follows:

- All departments were supposed to employ at least 50% black individuals at management level by 1999.
- At least 30% of the new recruits within the middle and senior management echelons had to be women by the year 2000.
- At least 2% of the total workforce had to be people with disabilities by 2005.

The PSC completed its first assessment in this area in the year 2000<sup>27</sup>. The results showed that:

- About 54% of individuals employed at management level were black – already above the target set.
- About 18% of individuals employed in the middle and senior management echelons were women – less than the target set for 1999.
- Only 0.1% of the total work force comprised of people with disabilities. This showed that significant effort was still needed to attain the target of 2% set for 2005.

By the time of its second assessment published in 2006<sup>28</sup>, the PSC found that provincial departments performed much better in terms of compliance with AA target requirements as compared to national departments. Of the individuals employed at national departments in middle and senior management 56% and 68% were black respectively. This was significantly less than the target of 75% set for April 2005. As regards gender, women comprised 56% of all employees within the Public Service and only about 30% of middle and senior management. According to the Fifth Consolidated Monitoring and Evaluation Report<sup>29</sup> meeting the target for disability has been disappointing and this target has been extended to 2010. The overall assessment in this report indicated that of all departments evaluated during the 2000 to 2008 the overall trend in performance against this principle was poor and that departments were not making concerted efforts in ensuring that representivity targets are met.

#### 2.2.1.5 Affirmative Action Measures

One of the compliance elements of the audit report on the Affirmative Action in the Public Service<sup>30</sup> was the extent to which government departments conformed to the prescribed policy and regulatory requirements. Indicators were developed which were derived from the White Paper on Affirmative Action.

23 Republic of South Africa. *Public Service Staff Code. 1994. (Replaced by the Public Service Regulations. 1999).*

24 Republic of South Africa. *White Paper on Affirmative Action of the Public Service. 1995.*

25 Republic of South Africa. *White Paper on the Transformation of the Public Service. 1995.*

26 Republic of South Africa. *Public Service Commission. Fifth Consolidated Public Service Monitoring and Evaluation System Report. Pretoria. 2008.*

27 Republic of South Africa. *Public Service Commission. The State of Representativeness in the Public Service. Pretoria. 2000.*

28 Republic of South Africa. *Public Service Commission. An Audit of Affirmative Action in the Public Service. Pretoria. 2006.*

29 Republic of South Africa. *Public Service Commission. Fifth Consolidated Public Service Monitoring and Evaluation System Report. Pretoria. 2008.*

30 Republic of South Africa. *Public Service Commission. An Audit of Affirmative Action in the Public Service. Pretoria. 2006.*

These included amongst others indicators on numeric targets, employee profile, Affirmative Action surveys and responsibilities (assigned responsibility for implementing AA).

The report findings showed that improvements were required in the areas of employee profiling, conducting AA surveys and in the allocation of responsibilities. The vast majority (72%) of national departments did not conduct AA surveys with provincial departments following a similar trend. The integration of AA accountability into performance management systems was found to be uneven across all departments. Most departments did not identify barriers to fulfil AA requirements and there was also no consensus among role players regarding responsibility for the implementation of AA. In addition, departments were compliant in terms of meeting the legal requirements “on paper”, however, the audit findings revealed that their performance was poor in meeting actual targets as per their AA Plans.

Additional findings indicated that most departments conducted orientation and induction programmes for new recruits and designated groups, however, more than a third of departments used generic orientation programmes which were not customised to the needs of the particular recruits. A high level of disparity across provinces on the mechanisms and approach used to implement personal development plans was also uncovered. Slightly more than half of all departments had mentoring and coaching interventions in place. These were often administered on an *ad hoc* basis. Succession planning was found to be inadequate, particularly with regards to commitment to promoting the career progression of employees from designated groups. The study also highlighted the absence of specific leadership and management development interventions for employees from designated groups at both national and provincial level.

### (a) Race and Gender Equality

The most visible success of our democracy has been the extent to which the Public Service currently reflects the demographic composition of the country. About 87% of all public servants are black this includes African, Asian and Coloured people. However, the Public Service needs to address the achievement of gender targets and the integration of women in the workplace<sup>31</sup>. With regards to the employment of women, departments were supposed to have reached a 30% target by March 2005. As at October 2009 departments had on average achieved a 36% target. A concern raised in this regard is that it has taken departments a long time to achieve the gender representativity target of 30% and it may take even longer to achieve the revised target of 50% which should have been reached by March 2009, as set out by Cabinet in 2007.

**Table 6: Race and Gender composition at national level as at October 2009**

Race	Male	Female	Total	%
African	142 890	78 961	221 851	<b>73.6</b>
Asian	5 051	2 738	7 789	<b>2.6</b>
Coloured	20 150	11 105	31 255	<b>10.4</b>
White	23 337	16 895	40 232	<b>13.4</b>
Total	191 428	109 699	301 127	<b>100</b>
%	<b>63.6</b>	<b>36.4</b>	<b>100</b>	

Source: Vulindlela (National Treasury)

**Table 6** above provides a breakdown of public servants employed within national departments by race and gender. From the information above 87% of all public servants are black which indicates that the AA efforts have yielded positive results. However, the 2005 target for women has only just been achieved, it is therefore clear that the 50% revised target will take time to be achieved.

31 Republic of South Africa. Public Service Commission. State of the Public Service Report. Pretoria, 2008.

Notwithstanding, initiatives have been taken to correct the situation. The Minister for Public Service and Administration launched the Gender Equality Strategic Framework for the Public Service in 2008. The intent of the strategic framework is to create an effective enabling environment through the adoption of progressive policies, establishment of relevant institutional mechanisms and development of key operational processes to ensure a transformed, non-discriminatory and fully inclusive Public Service<sup>32</sup>.

The strategic framework focuses on empowerment and capacity development for women in order for them to be prepared for decision making positions. Furthermore; it is intended to ensure that gender issues are integrated into decision-making, implementation, monitoring and evaluation at national, local and corporate governance levels. This will assist departments to monitor progress when implementing their Employment Equity plans. It will also serve as a guide for departments towards improving their performance in managing diversity, which according the Fifth Consolidated M&E report<sup>33</sup> was found to be poor.

**Table 7: Race and Gender composition at Provincial level as at October 2009**

Race	Male	Female	Total	%
African	247 268	453 723	700 991	<b>80.6</b>
Asian	8 991	14 817	23 808	<b>2.74</b>
Coloured	26 181	48 218	74 399	<b>8.55</b>
White	20 279	50 288	70 567	<b>8.11</b>
Total	302 719	567 046	869 765	<b>100</b>
<b>%</b>	<b>34.8</b>	<b>65.2</b>	<b>100</b>	

Source: Vulindlela (National Treasury)

**Table 7** above provides a breakdown of public servants employed within provincial departments by race and gender. It shows the reverse of the situation at national level. About 92% of all employees at provincial level are black, which is considerably more than at the national level. Further, women comprise 65% of all employees, this far exceeds the 30% set target.

## (b) Disability

PSC research in terms of disability equity<sup>34</sup> shows that the Public Service is actually stagnant instead of improving. Persons with disabilities constituted only 0.2% of the total workforce in October 2007. In October 2009 data shows that only 0.3% of all employees at national level have a physical disability. The comparable figure at provincial level is 0.22%. This suggests that 0.24% of all employees in the Public Service are individuals with disabilities – same as was reported in 2006<sup>35</sup>. This raises real concerns as to whether the target of 2% for March 2010 as set by Cabinet will be achieved. The data in **Table 8** below shows that a concerted effort will be required to meet the target of 2% initially set for 2005, which has been extended to 2010.

32 Republic of South Africa. Speech by Ms Geraldine Fraser-Moleketi, Minister for Public Service and Administration. At the Inaugural Public Service Gender Indaba on the role of women in the development of the Public Service, with the theme: "Engendering Public Service Policy". 18 August 2008.

33 Republic of South Africa. Public Service Commission. Fifth Consolidated Public Service Monitoring and Evaluation System Report. Pretoria. 2008.

34 Republic of South Africa. Public Service Commission. Assessment of Disability Equity in the Public Service. Pretoria. 2008.

35 Republic of South Africa. Public Service Commission. An Audit of Affirmative Action in the Public Service. Pretoria. 2006.



**Table 8: Disability statistics in the Public Service as at October 2009\***

Departments/Provinces	Total no. of staff	No. of persons with disabilities employed	Percentage of persons with disabilities
National Departments	301 127	881	0.3
Eastern Cape	142 274	337	0.2
Free State	56 052	133	0.2
Gauteng	138 615	161	0.1
KwaZulu-Natal	186 915	267	0.1
Limpopo	116 109	286	0.2
Mpumalanga	73 402	193	0.3
Northern Cape	22 265	46	0.2
North West	57 762	201	0.3
Western Cape	76 371	255	0.3
<b>TOTAL</b>	<b>1 170 892</b>	<b>2 760</b>	<b>0.2</b>

Source: Vulindlela (National Treasury)

## 2.2.2 Key HRM Area Two: Human Resources Practices

The purpose of this area is to provide sound and efficient human resource administration services. This function includes the management of recruitment and selection, the management of compensation and conditions of service as well as the management of human resource personnel records.

### 2.2.2.1 Recruitment, Selection and Employee Lifecycle Management

The ability of the Public Service to effectively deliver on its mandate depends to a large extent on its ability to attract and select individuals of the desired quality and to retain them. Central to staff retention is effective career management and development. The Public Service is experiencing challenges in this regard not only in the lower levels but at the highest administrative levels as well.

#### (a) Application of Recruitment and Selection Procedures

The recruitment and selection norms and standards applicable to the Public Service are determined by the Minister for Public Service and Administration through the Public Service Act (PSA), the Public Service Regulations (PSR) and other directives that are issued from time to time. The PSA & PSR are supplemented by departmental policies on recruitment and selection. Despite these, the PSC has found that departments continue to be faced with significant challenges in the application of recruitment processes and procedures<sup>36</sup>. In particular the PSC found that:

- The majority of departments did not have job descriptions for posts that had been advertised.
- Job evaluations were not in all instances conducted prior to the advertisement of posts as required by the PSR.
- Advertisements for posts were rarely approved prior to their publication.
- Short-listing criteria were in many instances not documented. There also appeared to be no consistency in the application of scoring systems for short-listing.
- Potential conflicts of interest of selection committee members in their relationship with candidates were rarely identified.

36 Republic of South Africa. Public Service Commission. *Audit of Selection Processes in Selected Departments*. Pretoria. 2008.

- Selection Committee recommendations of appointments were sometimes approved by officials who did not have the requisite delegations to do so.
- There was little evidence of proper record keeping by departments of the entire selection process. This is in clear violation of the PSR.

Together these findings led the PSC to conclude that the recruitment processes in the Public Service leave much to be desired<sup>37</sup>. The deficiencies are of a serious nature and impact negatively on the credibility of the process and its outcome. The DPSA, PSC and PALAMA have all taken steps to improve the quality of recruitment in the Public Service. The most important of these are highlighted below:

- The PSC developed a “toolkit” on recruitment and selection<sup>38</sup>. The main aim of this toolkit was to assist departments in managing generic activities with regard to recruitment and selection in order for them to avoid errors and costs resultant from not implementing recruitment processes properly.
- The DPSA commissioned research into recruitment and selection best practices during 2000<sup>39</sup>. One of the recommendations was that competency-based recruitment and selection should be adopted.
- The DPSA introduced the Senior Management Service in January 2001, its key objective was to improve the quality of recruitment and selection decisions, including modern recruitment and selection processes, based on a competency framework<sup>40</sup>.
- The DPSA issued a Middle Management Competency Framework, with the aim of promoting competency-based recruitment, selection and training at middle management level<sup>41</sup>.
- The DPSA and PALAMA introduced accelerated development programmes for middle managers, inclusive of competency assessments to guide the development process.

Further an audit conducted by the PSC on an Audit of Selection Processes in Selected Departments<sup>42</sup> revealed that despite initiatives to ensure seamless recruitment through the provision of the necessary frameworks, guidelines, norms and standards and by ensuring that HR practitioners are trained, many departments are unable to effectively implement selection processes and procedures.

The major implications in this regard are that:

- The Public Service fails to place people with the right skills and competencies in the right places.
- The Public Service is at risk of not delivering on its mandate due to failure to attract/source suitable skills.
- There are areas where there is little or no accountability for ensuring efficient and effective recruitment and selection processes. This could result in work overload of certain employees due to vacancies that are either not filled or filled with the wrong candidates. In addition, some capable employees may end up de-motivated by the lack of accountability in their departments. Such employees might resign to find work environments with a culture of high performance.
- Failure to adhere to the recruitment and selection processes may expose the Public Service to potential litigation, where employees who know and understand their rights well, may challenge the outcome of the recruitment process.

Whereas there is a clear legislative framework, clear policies supported by guidelines and tools in the area of recruitment and selection, it is concerning that departments are still struggling to implement basic processes according to set procedures. This is a high risk area for government given the link between good quality recruitment and service delivery.

37 Republic of South Africa. Public Service Commission. *State of the Public Service Report*. Pretoria, 2008.

38 Republic of South Africa. Public Service Commission. *A Toolkit for Recruitment and Selection*. Pretoria. 2006.

39 Republic of South Africa. Department of Public Service and Administration. *Report on Recruitment and Selection Best Practices*. 2000.

40 Republic of South Africa. Department of Public Service and Administration. *Senior Management Service Handbook*. 2001.

41 Republic of South Africa. Department of Public Service and Administration. *Middle Management Competency Framework*. Pretoria. 2006.

42 Republic of South Africa. Public Service Commission. *Audit of Selection Processes within Selected Departments*. Pretoria. 2008.

## **(b) Scarce skills**

The PSC has found that departments face a number of challenges when it comes to the filling of vacancies<sup>43</sup>. The most important factors that inhibit the filling of positions are; scarce skills, unavailability of selection committee members, salaries that are not market related and inadequate delegations. The skills that were identified as scarce are listed below:

- Engineering and planning.
- Artisan and technical skills.
- Health professionals.
- Veterinary and agriculture.
- Economic sciences.
- Information technology.
- Environmental management.
- Social Work.

It should be noted that a framework for the recruitment of scarce skills is in place<sup>44</sup>. However, most departments do not approach the recruitment of employees with scarce skills according to this framework. The development and retention of priority skills in the Public Service requires urgent attention.<sup>45</sup>

## **(c) Verification of Qualifications**

The verification of the candidates' qualifications constitutes an important activity during the recruitment process. The Minister for Public Service and Administration announced in 2000 that the qualifications of all public servants would be verified. The PSC has initiated three studies since then to assess the qualifications of employees at different levels. The first study was completed in 2001 and focused on the verification of the qualifications of the SMS<sup>46</sup>. The study found that of the 2 376 officials whose qualifications were verified (about 80% of the SMS) at the time of the study, only two were found to have misrepresented themselves. While senior managers were found to be well qualified in that they held on average two tertiary qualifications, the study suggested that they lacked specific management training.

The second, study focused on the verification of qualifications of middle managers, and was completed in 2005<sup>47</sup>. The study found that the 8 123 middle managers submitted 24 604 qualifications for verification about 2.7 qualifications per manager. Of these 22 021 (89%) were verified at the time of the study. Of the verified qualifications, 21 973 qualifications from a pool of 7 541 managers were positively verified. The results suggested that middle managers at the time were qualified from a technical skills perspective and that they were operating in functional roles.

The third focused on the verification of the qualifications of employees who are below level II. This was completed in 2007<sup>48</sup>. The study found that departments were at various stages of the verification process. Most departments were still in the planning stages of the verification process. The main constraints cited were staff resistance to the verification process and that staff took too long to provide proof of qualifications when

43 Republic of South Africa. Public Service Commission. Report on the Audit on Vacancy Rates in National and Provincial Departments. Pretoria. 2007.

44 Republic of South Africa. Department of Public Service and Administration. Framework for the Determination and Compensation for Scarce Skills in the Public Service. Pretoria. 2004.

45 Republic of South Africa. Public Service Commission. State of the Public Service Report. Pretoria. 2008.

46 Republic of South Africa. Public Service Commission. Verification of Qualifications of Senior Managers in the Public Service. Pretoria. 2001.

47 Republic of South Africa, Public Service Commission. The Verification of Qualifications of Middle Managers on Levels II and III in the Public Service. Pretoria. 2005.

48 Republic of South Africa. Public Service Commission. Oversight Report on the Verification of Qualifications in the Public Service. Pretoria. 2007.

requested to do so. In those departments where the verification process was completed 16 employees were found to have fraudulent qualifications.

The fact that only a very small number of employees were found to have inauthentic qualifications is encouraging. However, it is clearly not the ideal situation to verify the qualifications of employees after they have been appointed. This should be done prior to the appointment process. This applies equally to reference checking and security vetting.

#### **(d) Retention**

A report<sup>49</sup> by the PSC found that a high level of staff turn-over is among the most persistent challenges that the Public Service faces. It would however be a mistake to consider staff turn-over in isolation from retention and the associated vacancy rates. These are also related to the skills-shortages referred to in the preceding paragraph. This report also indicated that high staff turn-over and vacancy rates clearly show that the Public Service finds it difficult to attract and retain staff.

The cost of losing staff that have been trained is not only limited to a loss of skills but also loss of institutional memory and funds invested in the whole process of recruiting them and time invested in developing them. The Public Service, as any employer, invests significantly in its staff by way of formal training that is provided, on-the-job training, and skills transfer from fellow colleagues and managers. In addition, it is generally accepted that it takes at least a year before a new staff member is fully settled in her/his new job after appointment. Much of this investment is lost to departments when such an individual leaves within a short period<sup>50</sup>. Furthermore, it may take some time before the department is able to fill the vacant position. All of these have a significant impact on the Public Service's ability to deliver on its mandate.

Concerns about the high level of staff turnover in the SMS and amongst professional staff informed a decision to conduct an investigation into the causes and effects of mobility in the Public Service amongst individuals that fill these positions, especially since it was recognised that a high staff turnover at these levels impacts negatively on a department's ability to deliver quality services. The results of this study<sup>51</sup> highlighted the following:

- The greatest mobility at national level took place at the managerial level (68%) and a 4% mobility rate was recorded at the professional level. The comparable figures for provincial departments were 13% and 49%, respectively.
- The greatest mobility during the period under review was as a result of the internal movement of both SMS managers and professionals.
- Better and higher positions were cited as the main causes for mobility.
- Limited development of retention strategies and policies suggest that the importance of effective retention tools and strategies for addressing mobility has not been fully realised. The implementation of retention strategies was inhibited by an absence of guidelines and budgetary constraints that allowed for little flexibility.
- The retention tools that were most frequently utilised were the awarding of cash bonuses, external conferences and seminars, awarding of bursaries, managerial training and on-the-job training.
- Poor monitoring and an absence of management information in the area of mobility were found to pose significant challenges to effective management of this aspect of human resources.

49 Republic of South Africa. Public Service Commission. *Report on Causes and Effects of Mobility amongst Senior Management Service and Professional Staff in the Public Service*. Pretoria. 2003.

50 Republic of South Africa. Public Service Commission. *Report on Causes and Effects of Mobility amongst Senior Management Service and Professional Staff in the Public Service*. Pretoria. 2003.

51 Republic of South Africa. Public Service Commission. *Report on Causes and Effects of Mobility amongst Senior Management Service and Professional Staff in the Public Service*. Pretoria. 2003.

An aspect closely related to staff mobility is the vacant positions in the Public Service. The results of a PSC's study<sup>52</sup> into the vacancy rates in national and provincial departments found that:

- The vacancy rate as at 1 August 2007 in the Public Service showed that the total number of funded posts according to PERSAL was 23%. National departments had the lowest vacancy rate of 16%.
- The vacancy rate according to information reported by departments was about 6%. This suggested a variance of about 18% as compared to information on PERSAL.
- The PSC concluded that it is safe to assume that due to the inaccuracies in information on PERSAL, the actual vacancy rate is well below the rate of 23% as suggested by PERSAL.
- The highest number of vacancies was at salary level 6 to 8 followed by salary levels 1 to 5.
- About 46% of the funded vacant posts had been advertised by departments and the selection process had commenced in respect of 28% of the posts. In addition, selection committees had made recommendations to the Executive Authority on the appointment of a suitable candidate.
- As regards the turnaround time in filling posts, the majority of departments indicated that the average turnaround time was 2 to 3 months.
- The most significant factors that impact negatively on the filling of posts were scarce skills and the unavailability of selection committee members.
- About three in four departments (72%) indicated that they had strategies in place to fill vacancies. Departments in some provinces were the least likely to have strategies in place to fill their vacancies.
- There is a direct relationship between the retention of staff and job-hopping where employees move between departments to higher posts and negotiate higher salaries on the basis of offers made by other departments.

**Table 9** reflects the number of posts in the Public Service as at October 2009. About 29% of all posts are located at national level with about 13% thereof being vacant. The total number of vacant posts in the Public Service comes to about 314 210 which constitute about one in five of all posts, as indicated below.

**Table 9: Number of posts filled and vacant in Public Service as at October 2009**

	<b>National Departments</b>	<b>Provincial Departments</b>	<b>Total</b>	<b>%</b>
Posts filled	300 673	869 371	<b>1 170 044</b>	<b>79.0</b>
Posts vacant	45 328	261 037	<b>306 365</b>	<b>21.0</b>
Total	346 001	1 130 408	<b>1 476 409</b>	
<b>%</b>	<b>23.4</b>	<b>76.6</b>	<b>100</b>	<b>100</b>

Source: Vulindlela (National Treasury)

Such a high vacancy rate is a cause for concern because the performance and success of government is dependent on the availability of the required capacity to deliver services to the citizenry.

The PSC conducted another study<sup>53</sup> to assess the extent and impact of the turn-over rate among HoDs in the Public Service. The study was informed by the recognition of the importance for the Public Service to recruit, develop and retain competent managers. The results suggest that the turn-over is caused by a number of factors which include contracts coming to an end, transfers between departments, HoDs leaving the Public Service before the expiry of their contracts because of push and pull factors, and higher than normal turn-over rates during times of political change.

52 Republic of South Africa, Public Service Commission, Report on the Audit on Vacancy Rates in National and Provincial Departments, Pretoria, 2007.

53 Republic of South Africa, Public Service Commission, The Turn-Over Rate of Heads of Departments and its Implications for the Public Service, Pretoria, 2008.

Furthermore, the incidence of turn-over across national and provincial departments for the period 2003/04 to 2006/07 financial years was 92 due to termination of service, 48 due to transfers and 19 due to splitting of functions. The termination of contracts thus accounted for 59% of turn-over recorded on PERSAL, and transfers and the splitting of functions 30% and 11% respectively. As regards the perceived reasons for HoDs leaving, most centre around the relationships between HoDs and their EAs. EA-HoD relationships have been found to often contribute to stress, a central reason for turn-over. HoD turn-over is also often associated with changes to organisational structures and strategies. Needless to say, a high turn-over rate among HoDs may have a negative impact on service delivery given the time it takes for a new HoD to settle in.

### 2.2.2.6 Compensation Management and Conditions of Service

#### (a) National Initiatives

Remuneration and conditions of service play a very important part in recruiting and retaining employees with the required skills. Over the last 14 years there have been significant efforts at national level to ensure that the Public Service remains competitive in the specialised benefits that it offers.

Since the Public Service is highly unionised and has a progressive labour rights legal framework, remuneration and conditions of service are subject to negotiation, which means the State cannot unilaterally impose its policy positions. Despite differences that have arisen from time to time, the State as an employer and the unions have mostly been able to resolve their differences amicably. Multi-year salary agreements and agreements on changes to the Public Service's macro benefits have provided the basis for stability on the labour relations front.

In line with good practices nationally and internationally, the DPSA has introduced "total cost to employer" packages for the Senior and Middle Management Services. The MMS and SMS dispensations allow for the remuneration of high-level professionals at packages equivalent to their managerial counter-parts, thereby creating conducive conditions for departments to recruit and retain scarce skills. In addition, the DPSA has introduced "Occupation-Specific Dispensations", which is a revised remuneration structure for identified occupations within the Public Service. It is intended to address the principles as listed in clause 4 of the PSCBC Resolution 1 of 2007<sup>54</sup>. Amongst others it creates career paths and salary progression possibilities for various occupational categories. As indicated in Table 10 professionals at the SMS and MMS levels constitute 0,1% and 0,6% of total Public Service employment presently, which is a very small percentage. As mentioned in the Fifteen Year Review<sup>55</sup>, the Public Service will have to accelerate its efforts to employ professionals and specialists in order to execute the mandate of a developmental State.

The Public Service offers very attractive pension and medical benefits to its employees, a fact that is perhaps not very widely acknowledged. The introduction of the Government Employees Medical Scheme (GEMS) on 1 July 2006 can be regarded as a significant milestone in providing affordable medical cover to State employees. This medical aid is cost effective when compared to the private sector medical aid schemes, therefore, more government employees can afford medical aid. Further, lower paid government employees for example levels 1-3 now have access to medical aid because they are 100% subsidised by government. A new sick leave dispensation was implemented from 1 July 2000 which, among others, reduced sick leave credits from 210 days to 36 days per three year cycle. A further positive development is the newly developed Policy and Procedure on Incapacity Leave and Ill-Health Retirement (PILIR), piloted in 2003 and implemented in 2006. It provides for the appointment of Health Risk Managers to process applications for incapacity leave, it also provides stricter processes and procedures for assessing incapacity leave as well as for granting ill health retirement. In this regard, it is hoped that with proper implementation this will curb the abuse of sick leave.

54 Republic of South Africa. PSCBC Resolution 1 of 2007.

55 Republic of South Africa. The Presidency. Towards a Fifteen Year Review. Pretoria. 2008.

## (b) Departmental Initiatives

Conditions of service in respect of which Executive Authorities have authority to develop policies under the PSR of 1999 include remunerated overtime and the awarding of salaries above the minimum notches of salary ranges on appointment and promotion. This authority may be delegated further to Heads of Department. The PSC initiated a study in 2003 to monitor and evaluate how departments deal with this devolved power to Executive Authorities. The report was released in early 2004<sup>56</sup>.

The results of this study revealed the following:

- Few departments at both national and provincial level have implemented overtime policies. The protracted negotiation process at departmental level and the additional strain it placed on departmental capacity were found to be the main reasons for departments' failure to develop such policies.
- As regards the awarding of salaries above the minimum notches, the results suggested that most national departments (74%) and about one in three (34%) of provincial departments indicated that salaries above the minimum have been awarded since the implementation of the PSR. The reasons were to present counter offers to recruit and retain suitably qualified persons in scarce fields/disciplines, to recruit affirmative action candidates with the required experience, skills and qualifications, and to compensate for additional responsibilities attached to a particular post.
- Job evaluations were conducted in only 36% out of the 122 posts that were awarded higher salaries as required by Part V.C.3 (a) of the PSR.
- The results also suggest that there was a lack of understanding among departments regarding the importance of putting the required procedures in place to ensure accountability especially given the implications for labour relations and its financial implications.
- The PSC expressed the opinion at the time that many departments were not ready to effectively deal with the authority that has been devolved through the PSR.

The results of this study confirmed those reported in earlier studies by the PSC into human resource practices such as leave, overtime, career management, probation and performance agreements, which indicated that departments are not in all instances coping with the demands placed on them by the PSR. There is a need to conduct follow up studies in this area to determine whether these areas still remain a challenge or whether departments have made progress.

### 2.2.3 Key HRM Area Three: Human Resource Utilisation and Development

Human resource utilisation and development deals with the proper deployment of employees as well as their development, through training, learnerships, bursaries, mentorships and the Performance Management and Development System (PMDS). One of the critical tools for the effective utilisation and development of employees is a Human Resource Development Plan. The PSC has found that in 2008, only 16 out of 144 departments submitted their HRD plans, this translated to an 11.1% compliance rate<sup>57</sup>. This suggests that some departments may not even have these plans in the first place.

Furthermore, the PSC has found that Personal Development Plans (PDPs) are often completed for the sake of ensuring compliance instead of genuinely identifying training needs that are aligned to actual job performance.

56 Republic of South Africa. Public Service Commission. Report on the abilities of Departments to deal with Devolved Authority regarding Remuneration and Conditions of Service. Pretoria. 2004.

57 Republic of South Africa. Public Service Commission. State of the Public Service Report. Pretoria. 2006.

### 2.2.3.1 Human Resource Development

While the National Human Resource Development Strategy<sup>58</sup> addresses the supply of human capital to meet the country's needs at large, the Public Service HRD Strategic Framework Vision 2015<sup>59</sup> was developed to address the particular needs of the Public Service. The main objective of the Framework is to enhance the capacity of the Public Service to deliver the required services to all South Africans. Because of the reasons highlighted in the Fifteen Year Review<sup>60</sup>, accelerated service delivery is high on the public policy agenda at present.

Despite the prominence of capacity building issues, departments seem to be progressing at a slow pace in putting their HRD plans in place. From a report on the government's Programme of Action, as at 15 December 2008 only 16 out of 144 departmental HRD plans (11.1%) were signed off by HoDs and submitted to the DPSA<sup>61</sup>. This clearly suggests that there are problems with the implementation of the HRD Strategic Framework.

The importance of capacity to maximise human potential through sound HRM and career development practices with a view to enhancing service delivery, cannot be over-emphasised. Significant progress has been made in putting in place the necessary legislative, normative and regulatory framework for capacity building. Despite this, "limited capacity continues to impact on government's performance and its ability to realise its developmental objectives"<sup>62</sup>.

With a view to address this concern the PSC initiated a study in 2007 to determine the extent to which training needs of senior managers, including induction, mentoring and coaching have been met<sup>63</sup>. It was recognised that the SMS forms the backbone of government's ability to deliver on its mandate, especially since they should provide strategic direction to government's service delivery objectives. The results suggest the following:

- Self-reflection was identified as the main driver for identifying training needs or gaps.
- The organisationally aligned developmental component of the performance management process only elicited 15% of the training needs identified. This suggests that performance appraisals do not yet adequately inform training needs. This reflects poorly on the joint manager-report evaluation that should underpin what should be an integrated Performance and Development process.
- There is poor prioritisation and misalignment in the identification of training needs; and
- Most managers' actual performance ratings remained unchanged despite them having gone for additional training.

### 2.2.3.2 Career Management

According to Erasmus et al<sup>64</sup>, career management is the process that plans and shapes the progression of employees within an organisation in accordance with organisational needs and objectives, employees' performance, potential and their preferences. The concepts of career planning, career pathing and career development are central to this process.

58 Republic of South Africa. Department of Public Service and Administration. *Human Resource Development Strategy for South Africa 2009-2030*. Pretoria. 2008.

59 Republic of South Africa. Department of Public Service and Administration. *Public Service HRD Strategic Framework Vision 2015*. Pretoria. 2008.

60 Republic of South Africa. *The Presidency. Towards a Fifteen Year Review*. Pretoria. 2008.

61 Republic of South Africa. *Government's Programme of Action 2008: Governance and Administration Cluster*. Pretoria.

62 Republic of South Africa. Public Service Commission. *State of the Public Service Report*. Pretoria. 2006.

63 Republic of South Africa. Public Service Commission. *Report on the Evaluation of the Training Needs of Senior Managers in the Public Service*. Pretoria. 2008.

64 Barney Erasmus et al. *South African Human Resource Management for the Public Sector*. 2005.



The PSC reported on its first assessment of career management in the Public Service in 2000<sup>65</sup>. The results of this study pointed to the following:

- There was limited implementation of career management programmes; and
- The absence of career management programmes at the time were ascribed to among others, outdated organisational structures, decentralisation, absence of time-frames in national policy, and the implementation of the new Public Service Regulations was awaited.

Subsequently the Public Service Regulations took effect and the Codes of Remuneration (CORE) replaced the Personnel Administration Standards (PAS). In a nutshell these required of departments to develop their own career paths and career development programmes within the framework of the PSR and CORE. These developments also replaced the system of rank and leg progression (employees received a set annual increment and received a notch increase depending on their performance outcome for the year) which was a key feature of the centrally prescribed PAS.

Although there has not been any focused study of the impact of these changes and the extent to which departments have used their autonomy in developing their own career management systems, it has been observed that the autonomy that departments have in grading positions and in awarding higher salaries has created internal competition in the Public Service for scarce human resources. This in turn is being seen as a major factor that drives high staff turn-over<sup>66</sup>. The implementation of Occupation Specific Dispensations (OSDs) by the DPSA, which re-introduces common career paths and salary scales for cross-cutting job families in the Public Service must be seen as an attempt to correct this problem.

### 2.2.3.3 Performance Management

#### **(a) SMS Performance Management and Development System (PMDS)**

The PSC has since 2004 been monitoring and evaluating the performance management practices in the Public Service. Studies were conducted in the Eastern Cape<sup>67</sup>, North West<sup>68</sup>, Northern Cape<sup>69</sup> provincial administrations and within national departments<sup>70</sup>. The main objective of these studies was to assess compliance by SMS members with the requirements of the PMDS including the management of PAs.

In all the reports<sup>71</sup> mentioned above it was found that the overall implementation of the PMDS by SMS members was unsatisfactory. Some SMS members did not submit the PAs requested from them. This was an indication that those SMS members might not have concluded their PAs. Challenges identified included non-compliance with the basic format that is supposed to be used when preparing a PA. There were also gaps identified with regards to the content for example information on dates for review was missing. PAs were concluded long after the due date of 30 April this being indicative of non-compliance with the PMDS provisions.

65 Republic of South Africa. Public Service Commission. Report on Career Management in the Public Service. Pretoria. 2000.

66 Republic of South Africa. Public Service Commission. Report on the Audit on Vacancy Rates in National and Provincial Departments. October 2007.

67 Republic of South Africa. Public Service Commission. Report on Senior Management Service Compliance with Performance Agreements in the Eastern Cape Provincial Administration. Pretoria. May 2007.

68 Republic of South Africa. Public Service Commission. Report on the Implementation of the Performance Management and Development System for Senior Managers in the North West Province. Pretoria. January 2008.

69 Republic of South Africa. Public Service Commission. Report on the Implementation of the Performance Management and Development System for Senior Managers in the Northern Cape Province. Pretoria. November. 2008.

70 Republic of South Africa. Public Service Commission. Report on the Analysis of Performance Agreements as an Effective Performance Management Tool. Pretoria. December. 2008.

71 Ibid.

Even though managers indicated that it was important to enter into PAs, they cited lack of support from HR components as one of the challenges they face which sometimes resulted in non-compliance. Non-compliance by SMS is a cause for concern because the PMDS is critical in ensuring that the Public Service is focused on its strategic priorities to ensure efficient performance and accountability.

The PSC also facilitates the process for the evaluation of Heads of Department<sup>72</sup>. In this regard the PSC monitors compliance with the signing and filing of Performance Agreements (PAs) and compliance with the evaluation of Heads of Department. Compliance with the signing and filing of PAs for HoDs is not much different. The PSC found that as at 1 October 2007 there was a 65% compliance rate overall<sup>73</sup>. As at 30 September 2008 there was a 63% compliance rate. This is a cause for concern because HoDs are supposed to file their PAs with the PSC by 30 June of each year. PAs serve as a common reference for the HoD and EA in terms of performance expectations, monitoring performance and accounting purposes. If there is no PA in place there is no basis for performance or for holding the HoD accountable.

The PSC has been raising concerns with the declining compliance rates in terms of HoD evaluations conducted. The PSC found that for the 2005/06 financial year only 56% of all the HoDs who qualified to be evaluated were actually evaluated and there was a decline during the 2006/07 financial year where only 53% of all qualifying HoDs were evaluated both nationally and provincially. Non-compliance at the highest Administrative Leadership echelon is a cause for concern because this tends to filter down into all levels within the department.

Seeing the abovementioned trends the PSC was concerned about corporate governance and as a result a study was conducted to assess the extent to which the payment of performance incentives is preceded by a performance appraisal process as provided for in the PMDS<sup>74</sup>. The study highlighted some instances where HoDs received performance incentives without performance evaluations being conducted. However, this practice did not appear to be prevalent throughout the Public Service. This study confirmed the observations mentioned above that the Framework for the Evaluation of HoDs, which provides a structured process for assessing the performance of HoDs, is not being widely used by HoDs and EAs. In fact the results showed that HoDs were evaluated in less than half of the cases in successive financial years. This demonstrated very low compliance rates in the evaluation of HoDs.

The performance of senior managers in the Public Service has a direct bearing on the extent to which departments can deliver on their service delivery mandates and is directly related to the governance challenges. This should receive special focus, since pressure is mounting to improve the delivery of public services and for departments to be more citizen-centric in their orientation. This can be achieved only if performance standards are raised resulting in the improvement of performance in the Public Service.

## **(b) Management of Poor Performance**

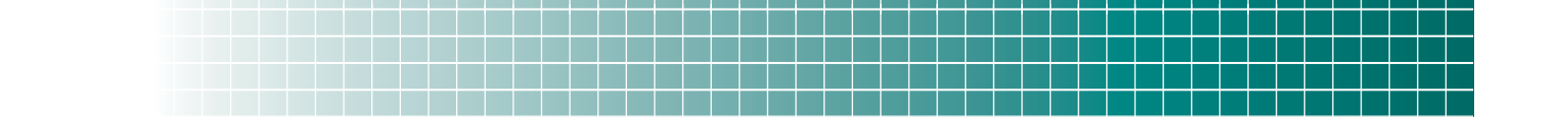
Much effort has gone into improving performance levels, but criticism about poor service delivery and inadequate responsiveness to the needs of the people remains. In its report<sup>75</sup> on the management of poor performance the PSC concluded that the management of poor performance remains a key challenge in the Public Service. Factors that contribute to this include work culture issues, person-to-person mismatch, lack of skills, lack of performance standards, and a failure to implement the PMDS properly.

72 Republic of South Africa. Public Service Commission. Factsheet for the Evaluation of Heads of Department for the 2005/2006 Financial Year. Pretoria. November 2007.

73 Republic of South Africa. Public Service Commission. Factsheet on the Evaluation of Heads of Department for the 2006/07 Financial Year. Pretoria. September 2007.

74 Republic of South Africa. Public Service Commission. The Payment of Performance Incentives to Heads of Departments without Annual Performance Evaluations Conducted. Pretoria. 2008.

75 Republic of South Africa. Public Service Commission. Report on the Management of Poor Performance in the Public Service. Pretoria. 2007.



Managers are generally unwilling to execute this responsibility despite the fact that they understand the rationale for managing poor performance. Furthermore, HoDs were found to be too lenient on their managers by not holding them fully accountable for managing poor performance. In addition, HR divisions often fail line managers in that they do not take ownership for facilitating and monitoring the performance management process.

## 2.2.4 Key HRM Area Four: Employee Health and Wellness

Employee Health and Wellness (EHW) is about the development and implementation of effective programmes that are aimed at enhancing the quality of work-life within departments. These include among others, initiatives to manage HIV/AIDS and Occupational, Health and Safety programmes.

### 2.2.4.1 Employee Health and Wellness and HIV/AIDS

One of the key aspects of human resource management in any organisation revolves around employee health and wellness. Since the payroll costs of most organisations, and especially the Public Service, are significant, the pro-active management of employee health and wellness is important. Ineffective management of this aspect not only has significant financial implications but also has a detrimental effect on service delivery. Mindful of this, the PSC undertook a comprehensive inquiry during 1999 into the information requirements for the effective management of absence due to sickness.

As a result of this study the PSC recommended several amendments to PERSAL with a view to improve sick leave administration and management. This study was followed by a second study in 2002 which reported on sick leave trends in the Public Service<sup>76</sup>. The most significant findings of this study were:

- Out of the total staff complement of 959 950 public servants, 366 092 took sick leave during the 12 month period 1 October 1999 to 30 September 2000.
- The results suggested that employees at national level were more inclined (63%) to take sick leave than those at provincial level. About 63% of public servants at national level took sick leave during the period under investigation while the comparable number for provincial members of staff came to 31%.
- The average days taken per person came to 11,86 with individuals at lower levels taking more sick leave than those in the SMS.
- The cost of sick leave measured in terms of salary expenditure came to R631 633 660.
- The rate of absenteeism for males and females was proportionate to the number employed.
- The results suggested that employees were most likely to commence sick leave on Mondays as well as before and after public holidays. This was explained as a possible attempt by some to extend weekends.
- PERSAL records on sick leave were found to be inadequate for effective management of this aspect. Key recommendations were made at the time to improve record keeping as well as monitoring and reporting as it pertains to sick leave.

It is a well known fact that HIV and Aids represents one of the most important health related risks to Sub-Saharan Africa with South Africa having the highest recorded infection rate. The PSC identified HIV and Aids as the single most challenging threat to the Public Service and its ability to sustain continuous and effective service delivery. With a view to better manage HIV and Aids the PSC undertook a study in 2006 to assess the extent to which the framework for managing HIV and Aids and the requirement for associated employee assistance programmes were being implemented<sup>77</sup>.

76 Republic of South Africa. Public Service Commission. *Sick Leave Trends in the Public Service*. Pretoria. 2002.

77 Republic of South Africa, Public Service Commission, *Report on the Evaluation of the Policy Framework on Managing HIV and AIDS in the Public Service*. Pretoria. 2006.

The results suggest that:

- Many public servants fell into the high risk category for HIV and Aids.
- There was significant unevenness regarding the implementation of all aspects of the framework across departments. HIV and Aids committees were most widely implemented with voluntary counselling and testing, infection control, and monitoring and evaluation of programme success the least. Lack of SMS commitment and inadequate skills were identified as the most important factors that explained this situation.
- Programmes specifically targeting HIV and Aids in the workplace were found to be inadequate.
- All aspects of voluntary counselling and testing as provided for in the framework still needed to be introduced.
- Employee assistance programmes were found to improve the capacity to deal with HIV and Aids but were still insufficiently integrated into programmes designed to deal with HIV and Aids.
- There was a need to strengthen HIV and Aids policies.
- The efficacy of HIV and Aids programmes required further improvements.

Effective management of employee health and welfare will not only contribute to employee wellbeing but will also reduce the significant cost to the Public Service that results from high absenteeism due to ill-health. Furthermore, absenteeism due to “ill-health” is often a symptom of other workplace problems. This calls for an approach to absenteeism management in a much broader context.

## 2.2.5 Employee Relations

The purpose of this area is to promote optimal employee relations through effective management of labour relations. Creating social partnerships with labour unions has put government under the spotlight, because of the growing wage gap and demands for wage increases. This requires government to ensure constructive relationship with the Labour Unions in order to meet the needs of a developmental State. This area is about the development and implementation of labour relations policies and practices, the handling of grievances, disputes and disciplinary matters and the provision of labour relations support and capacity building programmes in the field of labour relations within a department as well as the management of collective bargaining process.

### 2.2.5.1 Labour Relations

South African labour legislation is widely viewed as amongst the most progressive in the world. Since the advent of democracy the Public Service has moved swiftly to democratise the workplace. Whereas the pre-1994 Public Services were excluded from labour legislation, this changed rapidly after 1994, first with the adoption of Public Service specific labour legislation, and quickly thereafter with the granting of full-blown labour rights as provided for in the Labour Relations Act, No 66 of 1995.

Labour legislation and the collective agreements that flow from them, are intended to protect worker rights and to promote sound employer-employee relations. Disputes are nevertheless inevitable. These may present themselves at an individual level in the form of a dispute or grievance between a manager and a single employee or collective disputes between groups of employees and the employer. The latter often revolves around “matters of mutual interest” such as remuneration and conditions of service.

An investigation by the PSC during 2003 on dispute resolution in departments<sup>78</sup>, suggests that departments made use of the prescribed grievance procedures or the dispute resolution mechanism. Disputes were more likely to be referred to the sectoral councils than grievances were referred to the PSC. The reason for this was that the PSC could only make recommendations and not final and binding pronouncements, a fact that was

78 Republic of South Africa. Public Service Commission. Report on the Dispute Resolution Mechanisms in the Public Service. Pretoria. 2003.

raised as a concern. Questions with regard to the expertise and knowledge of the arbitrators in relation to the prevailing prescripts in the Public Service were also raised.

The Disciplinary Code and Procedures for the Public Service which came into effect on 1 July 1999 was designed to provide for the management of discipline in a prompt, fair, consistent and progressive manner. The PSC conducted an investigation into the management of discipline in the Public Service during 2003<sup>79</sup>. The key findings in the report are as follows:

- Compared to the 1999 PSC Report on its investigation into dismissals due to misconduct, the 2003 study suggests that there was an overall reduction of about 9% in disciplinary cases at national level.
- The number of individuals charged with misconduct in national departments during the period 2000-2001 came to 985 with 2 566 being charged at provincial level during the same period.
- Much of the cases were related to fraud, misappropriation of funds, acceptance of commission as well as theft.
- Absenteeism as a disciplinary problem appears to have dropped significantly since the 1999 Report.
- The largest number of disciplinary cases was encountered at the lower salary levels with few cases at SMS level.
- A significant number (91%) of disciplinary cases at national level and 82% at provincial level were investigated. Sanctions were imposed in 82% of the cases at national level and 70% of the cases at provincial level.
- Managers were taking responsibility for the management of discipline. This function was found to be spelt out as a requirement in performance agreements and job descriptions.
- Lack of adequate training and designated investigation officers were found to pose the most significant challenge to the management of discipline.

The extent to which discipline is managed and whether sanctions are imposed in a fair manner are important tenets of sound labour relations. The PSC completed a study on the extent to which sanctions are being imposed in a consistent manner within and across the Public Service<sup>80</sup>. The report dealt with conduct such as inappropriate or unacceptable behaviour, dereliction of duty, fraud, assault, unauthorised absence, and contravention of policies or prescripts, misuse of state property, financial misconduct, and corruption. The results suggest that sanctions are being imposed inconsistently, a fact which may result in challenges by disgruntled employees. The findings highlighted the need to improve the manner in which discipline is managed and sanctions are imposed.

In another report published in 2007<sup>81</sup> the PSC highlighted that departments do not apply the disciplinary framework consistently and do not treat discipline management with the required seriousness. The report noted that:

- The number of grievances registered by employees in the Public Service increased significantly in national departments and the PSC but decreased in provincial departments during the period of the study.
- The total number of grievances registered during the period January 2005 to June 2006 came to 5 632 of which 1 156 were referred to the PSC.
- The finalisation rate (47%) of grievances decreased during the period of the study. This was found to be, at least in part, related to the increased number of grievances which put additional strain on capacity. Reasons for this include a lack of necessary time and skills by line managers to deal with grievances, inadequate advisory and facilitation support to line managers from HR and labour relations practitioners.
- A consequence of the slow finalisation rate is that resentment among employees may increase.
- The results of the study also showed that there were many instances of non-adherence to the grievance procedures by stakeholders.

79 Republic of South Africa. Public Service Commission. Report on the Investigation into the Management of Discipline in the Public Service. Pretoria. 2003.

80 Republic of South Africa. Public Service Commission. Evaluation of the Consistency of Sanctions Imposed for Misconduct in the Public Service. Pretoria. 2008.

81 Republic of South Africa. Public Service Commission. Report on Grievance Trends in the Public Service. Pretoria. 2007.

**Table 10: Number of grievances lodged for the period 2007/08 and 2008/09**

Nature of grievances lodged	Number of grievances	
	2007/08	2008/09
Filling of posts	112	105
Undermining of authority	5	2
Salary problems (adjustments/increase/payment, etc)	195	210
Performance assessment	146	158
Unfair treatment (other than what is listed)	96	131
Application approval/Refusal to approve application	10	21
Disciplinary matter	28	24
Unknown/Not listed in the list of keywords	5	3
<b>TOTAL</b>	<b>597</b>	<b>654</b>

Source: PSC Annual Reports

**Table 10** above shows the number of grievances in the Public Service for the period 2007/08 and 2008/09. It is evident that even though the legislative framework is very clear in its provisions on HR issues, challenges of implementation still persist. Furthermore, there are clear policies, guidelines and toolkits that have been developed that spell out clear procedures on how any of these issues must be handled. Clear and decisive steps should be taken to hold departments accountable when they disregard the prescripts.

In its report on complaints lodged during the 2006/2007 financial year<sup>82</sup>, the PSC found that unethical behaviour, human resource related matters and instances of alleged poor service delivery to the public were the most important causes for complaints from the public as well as public servants. Complainants made use of both the National Anti-Corruption Hotline<sup>83</sup> (NACH) and the mechanism of the Complaints Rules. The results suggest that departments provide inadequate feedback on cases lodged through the NACH which led to the conclusion that departments do not prioritise the investigation of complaints. Similar trends were reported during the 2007/2008 financial year<sup>84</sup>.

The above shows that significant progress has been made on both the legislative and policy levels. However, the same cannot be said when it comes to implementation. This has significant implications for the Public Service. For example, unresolved dissatisfaction among managers and employees will contribute to staff turn-over and will invariably have negative consequences for service delivery. There is a need for adequate training for investigating officers. In addition the expertise and knowledge of managers and labour experts was also identified as an area of concern. This and other factors contributed to a relatively low finalisation rate of grievances which has a detrimental effect on employee/employer relations. Sanctions are also not imposed in a consistent manner within and across departments<sup>85</sup>.

82 Republic of South Africa. Public Service Commission. *Trend Analysis on Complaints Lodged with the Public Service Commission during the 2006/2007 Financial Year*. Pretoria. 2007.

83 The NACH was established in 2004 and provides a 'one-stop' mechanism for members of the public to report acts of corruption. The NACH has turned out to be a widely used mechanism to report corruption and the PSC has witnessed an increase in the level of its utilisation.

84 Republic of South Africa. Public Service Commission. *Monitoring Fact Sheet on Complaints Lodged with the Public Service Commission during the 2007/2008 Financial Year*. Pretoria. 2008.

85 Republic of South Africa. Public Service Commission. *Evaluation of the Consistency of Sanctions Imposed for Misconduct in the Public Service*. Pretoria. 2008.

### 2.2.5.2 Collective Bargaining

The main mechanism for collective bargaining in the Public Service is the Public Service Co-ordinating Bargaining Council (PSCBC). The PSCBC deals with those labour issues that cut across the Public Service. Over and above the PSCBC there are four sectoral bargaining councils viz. Health and Welfare, Education, Safety and Security and General Public Service. Collective bargaining at departmental level involves matters which Executive Authorities (EA) have the requisite power to ratify departmental policies and any amendments thereof. The EA can then delegate this power to the HoD. It is in this context that labour relations officers play an important role.

The developments in the field of labour relations, which call for workplace democracy, brought about a paradigm shift in the role played by labour relations officers. The passing of the Labour Relations Act, 1995 and other complementary labour legislation brought about significant changes to labour law as it previously existed. This required that labour relations specialists had to become familiar with the latest developments and trends in the field. In order to assess the impact and role of labour relations officers on workplace culture and service delivery, the PSC reported on its study into this matter in 2005<sup>86</sup>. The study found that labour relations officers in the Public Service are involved in functions that are the domain of managers. This was of concern especially since labour relations officers should be seen as specialists rendering expert advice.

The results suggested that there was a lack of clarity of roles and responsibilities between line managers and those of labour relations officers, and how the interfaces between the two should be managed.

## 2.3 SUMMARY

This chapter has showed that there has been significant progress in the Public Service in the way in which human resources are managed. Despite this, the available information highlighted a number of concerns that still exist that must be addressed. The recommendations presented in the next chapter have been designed to bring about improvements in human resource practices in the Public Service if implemented.

86 Republic of South Africa. Public Service Commission. *Assessing the Role of Labour Relations Officers in the Public Service*. Pretoria. 2005.

# Chapter Three

## Recommendations and Concluding Remarks



## 3.1 INTRODUCTION

Taking into account the available evidence on the state of HRM across the Public Service that have emerged from the thematic analysis, in the previous chapter as well as the key challenges that have been highlighted, this chapter provides recommendations to improve the situation of HRM in the Public Service.

## 3.2 RECOMMENDATIONS

### 3.2.1 Key HRM Area One: Human Resources Organisational Strategy and Planning

In order to improve the area of Human Resource Organisational Strategy and Planning it is recommended that:

- The DPSA should conduct a follow-up assessment to establish how organisational design practices in departments have improved since the introduction of the Guide and Toolkit on Organisational Design.
- EAs must ensure that their departments implement the Minister for Public Service and Administration's Directive's on HR Planning and submit the necessary six-monthly reports in this regard.
- Departments should update PERSAL information to ensure proper information systems and proper record management. HoDs and HR managers should sign a formal declaration once a year certifying that their department's information is valid and reliable.
- Meeting disability and gender targets must be cascaded down to each component in departments and must receive special focus during the evaluation processes of all SMS members on an annual basis.

### 3.2.2 Key HRM Area Two: Human Resource Practices

In order to improve the area of Human Resource Practices it is recommended that:

- Departments should develop detailed and clear recruitment and selection policies and ensure that those policies are approved in order to avoid haphazard recruitment practices. To this end departments should utilise the PSC's Recruitment and Selection Toolkit which provides clear guidelines on how to develop such policies.
- Departments should have clearly spelt out delegations to approve the advertising of posts as well as the appointment of persons to posts, these should be made available to all managers. Human resource components should monitor adherence to these delegations at all times.
- Departments should prioritise and properly manage record keeping of all recruitment and selection processes. These should include job evaluation results, job descriptions, proof of HR delegations, copies of submissions approving appointments and copies of the appointment letters.
- Job hopping should be restricted by utilising regulatory measures where employees have to work a certain number of years in one level, before they can apply for promotion to a different position within or in a different department.

### 3.2.3 Key HRM Area Three: Human Resource Utilisation and Development

- Training courses provided to employees should address training needs of employees and these should be relevant to the skills requirements of the departments.
- Departments should give special focus to the Core Management Criterion (CMC) relating to People Management and Empowerment. There should be clear objectives and measures in the performance contracts of all managers with employees reporting to them. This should be stringently monitored during the mid-term and annual reviews.

### 3.2.4 Key HRM Area Four: Employee Health and Wellness (EHW)

In order to improve the area of EHW it is recommended that:

- Management and leadership should provide support by appointing authoritative management and staff to implement and maintain the programmes as well as provide funding. Further, SMS members and HoDs should participate in these various programmes to give them their stamp of approval.
- Appropriate budgets should be allocated to the EHW units to ensure that they function effectively, SMS and HoDs should assume the responsibility for budgets.
- Management should be seen and heard relaying strategies and their commitment regarding EHW programmes directly to employees, they can use workshops as one of the communication mediums.

### 3.2.5 Key HRM Area Five: Employee Relations

In order to improve the area of Employee Relations it is recommended that:

- All departments must ensure strict adherence to the procedures and timeframes contained in the grievance rules.
- Departments must also improve the appropriateness and consistency of sanctions given in the cases of misconduct.

## 3.3 CONCLUSION

The Public Service needs to be highly professional and efficient. This entails that the Public Service must be staffed with highly competent and dedicated professionals. This will require a shift in the way that human resources are managed.

Whilst, sound legislative and policy frameworks are in place implementation continues to be a challenge. The focus, moving forward is to ensure that HRM becomes more strategic in its bias, ensuring that the necessary capacity is built within departments utilising the tools provided and following proper processes and procedures. Departments should account for missing targets e.g. gender and disability this should be noted against their performance. Norms and standards should be strictly followed to ensure that recruitment and selection processes are conducted effectively, this will ensure that the required personnel will be made available timeously and government is not exposed to unnecessary litigation. Employees should receive the necessary support in terms of training in order to allow them to grow within their departments. Proper management of service conditions is also key in ensuring conducive work environment. Overall HRM is a key function in ensuring that departments have the necessary capacities to deliver on their mandates.

# Appendix A

## Legislative Framework

## 1. INTRODUCTION

Appendix A presents the legislative framework that underpins HRM within the South African Public Service. As will be illustrated, HRM is informed by a comprehensive effective policy and legislative framework, which seeks to drive the practice of HRM in a way that is sound and improves the capacity of the Public Service to deliver.

As highlighted in Chapter one, five areas of HRM were chosen, and the various reviews were analysed in this respect. By demarcating the five areas of HRM, it was possible to identify in a systematic manner the progress made and challenges still faced within each of these areas to date. To some extent, this assessment may be considered as a meta-evaluation (evaluation of evaluations), because it is based on previous assessments and audits that already evaluated key topics in this area.

## 2. LEGISLATIVE AND REGULATORY FRAMEWORK

Human Resource Management in South Africa occurs within a definite legislative and policy framework. This chapter provides an overview of the key pieces of legislation and explains how they impact on HRM in the Public Service. HRM has been recognised as a priority by policy-makers, and this is illustrated in the comprehensive legislation that has been enacted.

The field is evolving and dynamic, which has been recognised by policy-makers. In order to keep the discussion current, this chapter also presents a key policy initiative that is currently being developed and processed.

**Table I I: Legislative and Policy Framework**

Legislation/Policies	Provisions
The Constitution of the Republic of South Africa (1996) <sup>87</sup>	Chapter 10 of the Constitution provides that public administration must be governed by the democratic values and principles enshrined in the Constitution. In respect of the Human Resource Management, Section 23 of the Constitution is of particular importance which provides for fair labour practices.
White Paper on the Transformation of the Public Service, 1995 <sup>88</sup>	The aim of the White Paper was to establish a policy framework to guide the introduction and implementation of new policies and legislation aimed at transforming the South African Public Service.
White Paper on Human Resource Management in the Public Service, 1997 <sup>89</sup>	The Purpose of the White Paper on the HRM in the Public Service (1997) was to provide a policy framework that will facilitate the development of human resource management practices which support an effective and efficient Public Service, geared for economic and social transformation.
Public Service Act, 1994, as amended <sup>90</sup>	The purpose of the Act is to provide for the organisation and administration of the Public Service in the Republic, the regulation of the conditions of employment, the terms of office for the public servants, discipline, retirement and discharge of members of the Public Service, and matters connected therewith.
Public Service Regulations, 2001, as amended <sup>91</sup>	The regulations are subordinate to the Public Service Act and they strengthen the powers conferred upon Executive Authorities in terms of the Public Service Act. The PSR aims to enable HoDs in managing their departments effectively and efficiently with the support and guidance from the Executive Authority.

87 Republic of South Africa. *Constitution of the Republic of South Africa, 1996.*

88 *White Paper on the Transformation of the Public Service, 1995.*

89 *White Paper on Human Resource Management in the Public Service, 1997.*

90 *Public Service Act, 1994, as amended.*

91 *Public Service Regulations, 2001, as amended.*

Legislation/Policies	Provisions
Public Service Bargaining Council Resolutions <sup>92</sup>	These resolutions are the products of collective bargaining in the formal employer-employee negotiation structures of the Public Service. They deal with a wide variety of employee rights, obligations and benefits including issues such as overtime, housing subsidies and official accommodation.
Code of Remuneration, 1999, (CORE) as amended <sup>93</sup>	The CORE replaced the Personnel Administration Standards and provides considerable flexibility to departments to appoint and promote employees using the International Labour Organisation (ILO) occupational classification framework and the "job weight" of positions as determined through job evaluation.
The SMS Handbook, 2003, as amended <sup>94</sup>	This Handbook deals with the entire employee lifecycle management process of SMS members based on a distinct competency framework.
Labour Relations Act (LRA), 66 of 1995 <sup>95</sup>	The purpose of the Act is to give protection to the labour rights as enshrined in section 18 & 23 of the Constitution. It aims to promote sound and fair labour relations within organisation. The promulgation of the LRA ensures that employees within the workplace have an opportunity and framework to voice their opinion through organised labour organisations.
Basic Conditions of Employment Act, 75 of 1997 <sup>96</sup>	The purpose of this Act is to advance economic development and social justice in South Africa and give effect to sections 23 rights enshrined in the Constitution and promote and regulate fair labour practices within the workplace.
Employment Equity Act (EEA), 55 of 1998 <sup>97</sup>	The purpose of the EEA is to achieve equity in the workplace by- a) promoting equal opportunity and fair treatment in employment through the elimination of unfair discrimination, and b) Implementing affirmative action measures to redress the disadvantages in employment experienced by designated groups, in order to ensure their equitable representation in all occupational categories and levels in the workplace.
Skills Development Act, 97 of 1998 <sup>98</sup>	The purpose of the Act is to provide an institutional framework to devise and implement national, sector and workplace strategies to develop and improve the skills of the South African workforce. Furthermore, it aims to integrate those strategies within the National Qualifications Framework contemplated in the South African Qualifications Authority Act, 1995; and to provide for learnerships that lead to recognised occupational qualifications.
Skills Development Levies Act, 1999 <sup>99</sup>	The Act aims to provide for the imposition of a skills development levy and for matters connected therewith.
Occupational Health and Safety Act, 1993 <sup>100</sup>	The Act aims to provide for the health and safety of persons at work and for the health and safety of persons in connection with the use of plant and machinery and the protection of persons other than persons at work against hazards to health and safety arising out of or in connection with the activities of persons at work. It further aims to establish an advisory council for occupational health and safety; and to provide for matters connected therewith.

92 Public Service Bargaining Council Resolutions.

93 Code of Remuneration, 1999, (CORE) as amended.

94 The SMS Handbook, 2003, as amended.

95 Labour Relations Act (LRA), 66 of 1995.

96 Basic Conditions of Employment Act, 75 of 1997.

97 Employment Equity Act (EEA), 55 of 1998.

98 Skills Development Act, 97 of 1998.

99 Skills Development Levies Act, 1999.

100 Occupational Health and Safety Act, 1993.

Legislation/Policies	Provisions
Compensation for Occupational Injuries and Diseases Act, 130 of 1993 <sup>101</sup>	The Act aims to provide for compensation for disablement caused by occupational injuries or diseases sustained or contracted by employees in the course of their employment, or for death resulting from such injuries or diseases; and to provide for matters connected therewith.
The Toolkit on Recruitment and Selection <sup>102</sup>	The Toolkit aims to provide a framework on the recruitment and selections procedures on the Public Service.

Each of the above legislation and documents directs the activities of human resource managers in the various departments within the South African Public Service in one way or another. This legislative framework also forms the foundation for the human resource management system for the Public Service. The Constitution of the Republic of South Africa provides the Executive Authority, human resource managers and practitioners with a rich store of ethical substance to inform and guide their everyday activities. Some of these values enshrined in the Constitution are fairness, equity, accessibility, transparency, accountability, participation and professionalism.

These values are also reflected by the various legislation and policies mentioned above. In essence the Executive Authorities, human resource managers and practitioners have at their disposal an extensive legislative framework to assist and guide them in the management of human resources.

### 3. CURRENT POLICY INITIATIVES

Arguably one of the most important policy initiative under way is the Public Administration Management Bill. This Bill will take forward the rationalisation process in that it will harmonise the terms and conditions of service of public servants at all three spheres of government. This is expected to facilitate the mobility of officials and thereby alleviate capacity constraints. It will also establish common norms and standards for public administration, management and governance.

In the “Single Public Service” the following Human Resource Management Systems and Processes will be harmonised:

- Human resource planning and employment equity.
- Recruitment and selection.
- Conditions of employment.
- Career management and promotions.
- Retention measures.
- Mobility arrangements between spheres, including but not limited to transfers and secondments.
- Performance management.
- Competency frameworks.
- Financial disclosure.
- Senior Management Service.

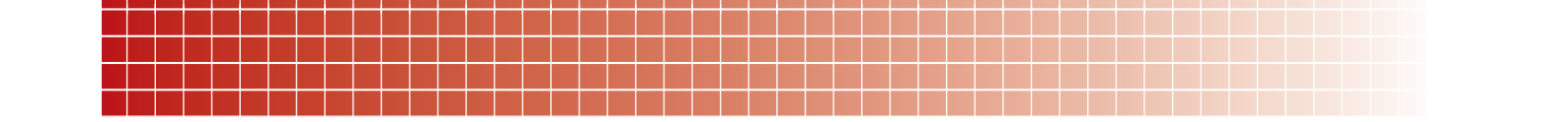
The key legislative provisions were used as a basis for the analysis of the state of HRM in the Public Service and to identify gaps especially in policy implementation within the current practices.

<sup>101</sup> Compensation for Occupational Injuries and Diseases Act, 130 of 1993.

<sup>102</sup> The Toolkit on Recruitment and Selection.

# Appendix B

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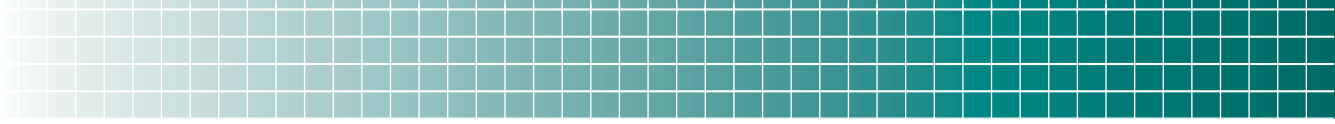
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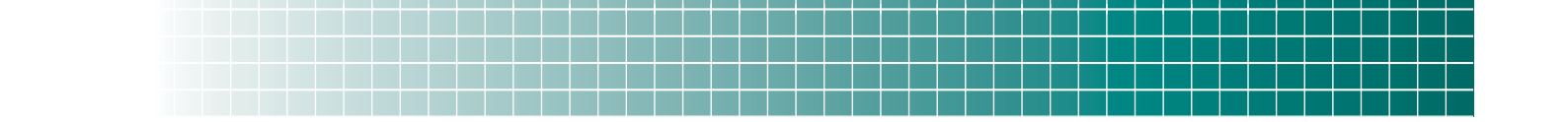
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# Appendix C

## Human Resource Self Assessment Instrument



## INTRODUCTION

Thank you for taking the time to complete this survey. This will take about 20 minutes.

The goal of this survey is to obtain feedback from internal clients on the quality of services that all the employees involved in the Human Resources component render. The feedback from this survey will provide important information about areas of strength as well as areas of development.

Your thoughts and perceptions are the most important input to this survey. Your responses will remain **anonymous**; therefore you can answer the questions with complete openness.

Some demographic information is required to analyse the results of the survey. Please see Section I in this regard.

Complete each question either by placing a tick [✓] in the relevant box or by writing an answer in the space provided.

## SECTION 1: DEMOGRAPHIC PROFILE

### Gender

- Male
- Female

### Grade

- Grade 13 – 16 (SMS)
- Grade 9 – 12 (Assistant Director to Deputy Director)
- Grade 1 – 8

### Age

- 25 and under
- 26 - 35
- 36 - 45
- 46 - 55
- Over 56

### Education

- Less than Secondary School (Grade 12)
- Secondary School (Grade 12)
- Diploma
- University degree
- Postgraduate degree

### Race

- African
- Indian
- Coloured
- White

## SECTION 2: SERVICES

The following questions revolve around the services (or practices) delivered by all employees directly involved in the Human Resources function. These services form the main practices through which the department seeks to build a skilled, motivated and committed workforce.

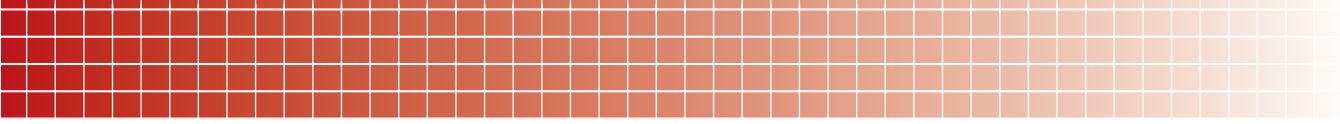
		No/ Ineffective	Not sure	Yes/ Effective
		1	2	3
<b>1. Recruitment and Selection</b>				
1.1	Does the department have a Recruitment and Selection policy in place?			
If not, why not?				
1.2	How effective is the HR Section in implementing the Recruitment & Selection processes as outlined in the policy?			
1.3	How compliant are the Recruitment and Selection processes with the policy?			
Please indicate / expand on areas of concern:				
<b>2. Employment Equity</b>				
2.1	Does the department have an EE policy in place?			
If not, why not?				
2.2	Does the department have an EE plan in place?			
If not, why not?				
2.3	How effective is the HR section in implementing the EE targets outlined in the EE plan?			
2.4	Has the department met its gender and disability targets?			
If not, why not?				
Please indicate / expand on areas of concern:				
<b>3. Human Resource Administration</b>				
3.1	How effective do the HR policies and procedures support the operational needs of the department?			
3.2	How effective is the HR section in contributing to strategic planning and management processes in the department?			
3.3	How effective is the HR section in maintaining personnel expenditure in terms of the MTEF?			
3.4	How effective is the HR section in managing leave and absenteeism?			



		No/ Ineffective	Not sure	Yes/ Effective
		1	2	3
Please indicate / expand on areas of concern:				
<b>4. Human Resource Development</b>				
4.1	Does the department have an HRD policy and strategy in place?			
If not, why not?				
4.2	Does the HR section have in place a Work Place Skills Plan?			
If not, why not?				
4.3	How effective is the HR section in ensuring that the training needs of the employees are met?			
4.4	How effective are they in ensuring that the employees have personal development plans that align the career goals and operational requirements of the department?			
Please indicate / expand on areas of concern:				
<b>5. Human Resource Planning</b>				
5.1	Does the department have an HR Plan in place that is aligned with the Strategic Plan and the Medium Term Strategic Framework?			
If not, why not?				
5.2	How effective is the HR section in developing human resource strategies in support of the department's operational objectives?			
5.3	How effective is the HR section in ensuring that a succession management system is in place to replace key individuals?			
5.4	How effective is the HR Plan in ensuring the short term and future needs of both the organisation and the employees are met?			
Please indicate / expand on areas of concern:				
<b>6. Performance Management and Development System (PMDS)</b>				
6.1	Does the department have a PMDS policy in place?			
If not, why not?				
6.2	How effective is the HR section in putting in place a performance management and development system that ensures that the department's goals and objectives are achieved?			
6.3	How effective are the outcome of performance appraisals used for other HR processes such as training and development?			



	No/ Ineffective	Not sure	Yes/ Effective
	1	2	3
Please indicate / expand on areas of concern:			
<b>7. Labour Relations</b>			
7.1	How effectively are the policies and procedures regarding the management of discipline and grievances being implemented and monitored?		
7.2	How effective is the HR section in ensuring that the grievance procedures are adhered to?		
7.3	How effectively are the employees informed of the disciplinary procedures in the Public Service?		
Please indicate / expand on areas of concern:			
<b>8. Employee Wellness and HIV/AIDS</b>			
8.1	Has the department established and implemented employee health and wellness programmes?		
If not, why not?			
8.2	Does the department have a dedicated unit or a designated employee/s to promote the health and well-being of the employees?		
If not, why not?			
8.3	Has the department introduced measures to protect HIV positive employees or those perceived to be HIV positive from discrimination?		
If not, why not?			
8.4	Does the department encourage employees to undergo Voluntary, Testing and Counselling (VCT)?		
If not, why not?			
8.5	Has the department developed measures to monitor and evaluate the impact of the health and wellness programmes?		
If not, why not?			
Please indicate / expand on areas of concern:			



If you have any other comments on the **services** that the HR section renders, please write these in the space provided below:

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THANK YOU FOR PARTICIPATING







# NOTES

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