



Independent State of Papua New Guinea

GENERAL ORDER NO. 2

**ORGANISATIONAL DESIGN, ESTABLISHMENTS &
STAFFING BUDGETS**

Being a General Order, to effect all matters relating to the determination by Departmental Heads under devolved powers of organisational structures and establishing the number and pay grades of positions within departments/ agencies. This General Order covers the establishment of staffing and personnel emolument cash ceilings, establishing and reclassifying positions and other organisational matters, required by Sections 33 and 34 of the Public Services (Management) Act.

Made under the:-

Public Services (Management) Act 1995 (as amended)

I, **John M Kali OBE**, Departmental Head of the Department of Personnel Management, by virtue of the powers conferred by Section 70 of the *Public Services (Management) Act 1995*, and all other powers me enabling, hereby issue General Order No .2, as part of the Fourth Edition of the General Orders to be brought into force on 1st January 2012 and to remain in force until further notice.

JOHN M KALI OBE
Secretary

GENERAL ORDER NO.2

ORGANISATIONAL DESIGN, ESTABLISHMENTS & STAFFING BUDGETS

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Table 1: staffing Matrix by Pay Grade: Numbers of staff on strength being paid from all sources (including any staff paid through the PGAS) compared to the staffing Ceiling of funded positions held in the National Budget, showing Over/Under staffing.

Table 2: Personnel Emoluments Matrix by Pay Grade: Personnel Emoluments Expenditure from all sources, split into Base Salary and Other Payments compared to the Personnel Emoluments Cash Ceiling held in the National Budget (Percentage at date of measurement) showing Over/Under Expenditure.

Table 3: Budget Control Parameters Matrix by Pay Grade: Calculated from Tables 1 and 2, Average Base Salaries per officer; Average Other Payments per officer; Ratio of Other Payments to Average Base Salaries per officer, compared to the control parameter held in the National Budget.

GENERAL ORDER NO.2

ORGANISATIONAL DESIGN, ESTABLISHMENTS & STAFFING BUDGETS

GENERAL POLICY OBJECTIVES

- 2.1 The Secretary, Department of Personnel Management, is responsible under Sections 20 and 21 of the *Public Services (Management) Act* for advising the National Executive Council on the creation, abolishment and the roles and functions of Departments. The Secretary, Department of Personnel Management is also responsible under Sections 33 and 34 of the Act for all matters relating to the organisation of the Public Service, including the number, classification and pay grades of positions within Departments.
- 2.2 In this General Order, reference to a Departmental Head includes reference to a Provincial Administrator who is a deemed Departmental Head, and reference to a Department includes reference to a Provincial Government Administration and Local Level Government Administration under Sections 58 and 59 of the Act over which the Provincial Administrator has jurisdiction. Chief Executive Officer is also included.
- 2.3 Organisations are to be designed at least cost to deliver maximum possible efficiency by utilising organisation and methods best practice to analyse functional and position requirements. Hence organisations are required to have the optimum number of reporting relationships with flattest possible structures to ensure highest possible accountabilities against managerial and supervisory positions.
- 2.4 Position grades are to be established through measurement of work value utilising the Hay Job Evaluation System, which has been selected by direction of the National Executive Council in its latest Decision No 53/2011, and positions are to be graded by comparison with standard benchmark positions and their evaluated Hay points, under the provisions of this General Order.
- 2.5 In accordance with National Executive Council directives, the Secretary, Department of Personnel Management is required as far as possible and subject to due diligence tests of competency, to delegate his/her powers under Sections 33, 34 and 35 of the Act to a Departmental Head. Devolution of responsibility to line agencies is designed to remove “Waigani bottlenecks”, and effect greater accountability in personnel management matters and more efficient management of the National Public Service.
- 2.6 The Secretary, Department of Personnel Management organizational and staffing powers are to be delegated and not transferred, and hence the powers can be withdrawn by the Secretary, Department of Personnel Management at any time due to Government directives, or as a result of poor administration by a Departmental Head, or lack of capacity to manage the devolved functions.
- 2.7 Application of the General Order provides the necessary systems, methodologies and procedures to enable each Departmental Head to manage their devolved powers over organization, staffing and payroll costs and to maintain personnel emoluments expenditure within the Staff and Cash Ceilings set in the National Budget.

- 2.8 This General Order requires that Departmental Heads design establishments, and maintain staff on strength and personnel emoluments data in a prescribed format to enable the Department of Treasury to set the **Staff and Personnel Emoluments Cash Ceilings** in the National Budget with a greater degree of precision.
- 2.9 National Executive Council has directed the Departments of Treasury and of Personnel Management to implement budgetary measures to bring the staffing and personnel emoluments expenditure under stricter control. Thereafter, a Departmental Head is not permitted to make changes which would result in a Department's personnel emoluments expenditure exceeding the National Budget ceilings unless by virtue of an National Executive Council policy directive.

DEVOLUTION AND DELEGATION OF ORGANISATIONAL POWERS

- 2.10 Prior to devolving powers to a Departmental Head by way of Section 23 of the Act, the Secretary, Department of Personnel Management shall conduct a due diligence test on the agency's HR management capacity to manage matters in accordance with this General Order.
- 2.11 The Secretary, Department of Personnel Management will devolve his/her powers bestowed by **Section 33: Creation & Abolition of Permanent Offices** and **Section 34: Creation & Abolition of Temporary Offices** of the Act by way of an **Instrument of Delegation as prescribed in Form OD2.1**, subject to the conditions set by this General Order.

Note that in the event that either does not at any time devolve the powers detailed hereunder, or at any time withdraws the powers, then a Departmental Head shall seek approval from the Secretary, Department of Personnel Management for all accountable decisions which are recorded in Forms OD2.3 to Form OD2.6.

- 2.12 **A Departmental Head will exercise his delegated powers, subject to verification and authentication by an Organizational Delegate of the Secretary, Department of Personnel Management, who shall witness and sign all accountable decisions made by a Departmental Head on organizational matters.**
- 2.13 A Departmental Head shall formally nominate a competent officer, either the Head of the HR Management Branch or more senior officer within the Department, or a person recommended by the Department of Personnel Management for that purpose, in **Form OD2.2 – Organisation Delegate**.
- 2.14 The authorized Organisation Delegate shall be responsible for advising the Departmental Head on matters and shall liaise with and consult the officers of the Department of Personnel Management on organizational and job evaluation policy.

ORGANIZATIONAL ESTABLISHMENTS, STAFFING AND CASH CEILINGS

- 2.15 The Establishment of a Department or of a Provincial Administration is defined as the number of positions, their reporting relationships and their salary grades. The Establishment provides the basis for the staffing estimates and the pay bill costs for annual budgets.

- 2.16 The **Staff Cash Ceiling** represents the maximum number of positions for which funds have been made available in the annual budget. **The number of positions, the grades and pay bill cost in the Establishment is to be made equal to the Staff Cash Ceiling.**
- 2.17 Provided that a Departmental Head complies with the Staff Cash Ceilings defined in the National Budget, changes may be made by a Departmental Head at any time subject to compliance with the provisions of this General Order.
- 2.18 In respect to Provincial Administrations, a Provincial Government is required to fund from its own sources outside of the National Budget any positions which are to be established over and above the **Staff (Personnel Emoluments Cash) Ceiling** established in the National Budget. However, changes to the pay grade distribution and to the average grade of the establishment must comply with this General Order requirements **as verified by the delegate of the Secretary, Department of Personnel Management in the Provincial Administration.**
- 2.19 A permanent **Organisation, Staffing and Budget Auditing Committee** has been established by the National Executive Council under the Chairmanship of the Head of the Department responsible for Treasury matters, to monitor, evaluate and report to the National Executive Council on the performance of each Departmental Head in terms of over/under expenditure of personnel emoluments against approved cash ceiling, **on a quarterly basis.**

ORGANISATIONAL REVIEWS AND DETERMINATIONS BY DEPARTMENTAL HEAD

- 2.20 In undertaking a major organisational review, a Departmental Head will be able to demonstrate that a marked change has taken place in policy directives and goals of the organisation, as directed by the National Executive Council. Otherwise, a major review of the management structure of an organisation should not be conducted unnecessarily.
- 2.21 The timing of organisational reviews and determinations by Departmental Heads are very important. Normally, any major changes to a Department's organisation structure should be submitted together with the proposed staffing ceilings for that Department each year in the annual budget preparations, commencing in March/April of any given year.
- 2.22 In analysing organisational submissions in the annual budget preparations, the Treasury Audit Committee will take into account Government priorities, and any functional changes due to policy and/or legislation and the advice of the Department of Personnel Management on compliance with the General Order provisions for organisational reviews.
- 2.23 The **Organisation Determinations made by a Departmental Head** shall be made in the format shown in **Form OD2.3**, and provided that a Departmental Head complies with the **Staffing (Personnel Emoluments) Cash Ceilings** defined in the National Budget, changes may be made by at any time **subject to compliance with the provisions of this General Order, including Job Evaluation standards and controls over the grades of positions.**
- 2.24 Control of staffing and personnel emoluments is to be managed by each Departmental Head through proper configuration of the Government's Human Resource & Payroll

Management System. The system facilitates staffing and payroll management by individual Departments as well as monitoring by the Department of Personnel Management and the Department of Treasury through mandatory reports described in this General Order.

PROCEDURE FOR DETERMINING ORGANISATION & ESTABLISHMENT CHANGES

- 2.25 An **Organisational Determination** as contained in **Form OD2.3** shall identify additional positions, or variations to grades of existing positions, together with a detailed financial justification in, related to any directions of the National Executive Council. Any increase in the Establishment, that is positions and job grading must be made within the Department's staffing and cash ceilings.
- 2.26 The control parameters namely the **Average Establishment Grade** and the **Average Positional Cost Per Grade** shall be held constant during the said budget year.
- 2.27 A Departmental Head's Organisation Determination shall contain the following details:
- (a) the Corporate Plan & the Management Plan:
 - (b) written, analytical justification of the Department's or Provincial Administration's organisational changes and in particular shall contain:
 - (i) revised functional statements arising from decisions of the National Executive Council (where applicable);
 - (ii) revised policies, strategies and overall objectives arising from decisions of the National Executive Council;
 - (iii) Special General Orders governing cost saving measures that may be in force from time to time and may delay the implementation of organisational reviews;
 - (iv) an analysis of the current and proposed establishments together with an estimate of the financial impact of any increase in numbers of positions or salary grades; and,
 - (v) an analysis of the distribution of salary grades and the overall weighted average mid-point salary of the establishments before and after a reorganisation.
 - (c) Organisational Determination on Form OD2.3;
 - (d) Organisation Structure and Position Classification and Grading Form OD2.4;
 - (e) Establishment Cost Summary on Form OD2.5;
 - (f) Establishment Comparison Table on Form OD2.6;
 - (g) Job Descriptions (Duty Statements) on Form OD2.7;
 - (h) Organisation Proposal Report on Form OD2.8

ORGANISATION DETERMINATION – FORM OD2.3

2.28 The purpose of this form is to summarise the organisational changes and to identify variations to established positions under a new determination.

Guidelines to Preparation of the Form

- (a) Show Departmental Reference as indicated in the space provided
- (b) Show the correct Division, Branch and or Section.
- (c) Restrict attachments to those indicated in the boxes of the form.
- (d) Complete Funds and staffing ceiling certificates.
- (e) Ensure proper signature is affixed. That is, the signature of the Departmental Head and delegate of Secretary, Department of Personnel Management.

Sequence Numbers

Complete the Item Sequence Numbers. column. For example, separate Job Descriptions (Duty Statements) included in a proposal should be numbered 1, 2, 3 etc. Where sectionalisation has been developed separate Sequence Numbers. should be used for each section of the organisation.

Organisational Variations

Set out all variations under the headings of the various types of establishment action words, for example, “**CREATE**”, “**ABOLISH**”, “**RECLASSIFY**”, “**TRANSFER**”, “**ADOPT REVISED JOB DESCRIPTION**” and so on.

Example of presentations of proposed variations:

<u>Seq No.</u>	<u>Variations Proposed</u>
1.	Create Position No. CENMS.1, Asst Secretary, Management Services, Grade 15.
2.	Redesignate Position No. CENMS.2, Accountant Class 3, Provincial Accountant, Grade 15.
3.	Reclassify Position No CENMS. 3, Administrative Officer, CC 8 to CC 9, Grade 11
4.	Adopt revised Job Description for Position No. CENMS.4, Provincial Budget Officer, CC 9, Grade 11.
5.	Abolish Position No. CENMS.5, Special Duties Clerk, CC 4, Grade 6.

6. **Transfer** Position No. CENMS.6, Executive Secretary, KBO 5, Grade 7 to Executive Services Branch.
7. **Renumber** Position No. CENMS.7, Typist, KBO 1, Grade 5, to Position No. CENMS.5.

ORGANISATION STRUCTURE AND POSITION CLASSIFICATION AND GRADING – FORM OD2.4

- 2.29 Organisation Charts readily enable a visual summary of an Organisation Structure under review; and
- (a) provide a reference to the size and structure of the organisation,
 - (b) show formal lines of supervision and responsibilities,
 - (c) indicate sections of the organisation,
 - (d) assist in describing proposed organisational changes, and
 - (e) assist in position numbering control.

It is essential that all Organisation Determinations be accompanied by “Existing” and “Amended” Organisation Charts. Departments may use their own format for an organisation chart if they wish to, provided that it contains at least the same information as Form OD2.5.

Guidelines for preparation of the Organisation Chart

(a) Chart No....and Sheet No.... of.....

Each Division, Branch or Section, whichever the case may be, shall be given a “Chart No....”. If more than one sheet is required to record the details of a particular Division, Branch or Section, then these sheets shall be numbered in the space provided. For example, “Chart No. 1, Sheet No. 1 of 3”, where there are three sheets required to show the Organisation of the Division etc.

(b) Designation and Classification

Show the designation and classification of the position. For example, Administrative Officer, Clerk Class 8.

(c) No. (Number) Column

The total number of positions at each classification level shall be shown under this column. Total number should reconcile with the number of positions indicated on the chart section of the form and should add up to the total establishment total at the lower part of the form. Designations should however, be listed in the group descending order of Level, Class or Grade on the basis that one major purpose of an Organisation Chart is to show appropriate lines of control. For example, Clerk Class 5, 3, 2, and 1.

(d) Position Numbers

Indicate the appropriate Position Numbers to that of the Chart section.

(e) Division/Branch/Section

Show the appropriate names of the Division, Branch and Section in their space provided.

ESTABLISHMENT COMPARISON TABLE – FORM OD2.6

- 2.30 This form shall be prepared to compare the new establishment variations against the existing establishment. The form shall be prepared for each Division, Branch and Section whichever the case may be.

Guidelines to Preparation of the Form**Existing Establishment**

All current positions under review shall be listed under the Section “**EXISTING**”.

- (a) Position Number Column – the new position number of the existing position under this column.
- (b) Designation and Classification – show the designation and classification of the existing position corresponding to the position number indicated.

New Establishment

- (a) Position Number Column – the new position number shall be shown here where the existing position number has been changed. Where there is no change to position numbering, the existing should be used.
- (b) Designation and Classification – the new position, designation, and classification should be shown where the existing has been varied. Where there is no change, the existing designation and classification should be entered under this column.
- (c) Summary Actions – this column of the form should specify the actual action required concerning a position or class of positions and be highlighted by an appropriate action word such as, “Create”, “Abolish”, “Transfer”, “Redesignate”, “Renumber” etc.
 - (i) **Creations** – all new creations shall be entered under the “New” section of the form only and indicated with the word “Create” under the Summary Action column.
 - (ii) **Abolitions** – details of abolitions of existing Positions shall be entered in the “Existing” Section of the form only, and indicated with the word

“Abolish” under the Summary Action column.

JOB DESCRIPTION (DUTY STATEMENT) FORM OD2.7

- 2.31. A job description provides a record of the major duties, outputs or end results, and skills and knowledge required by a competent job holder. It is an essential component in analysing jobs to be performed and in designing organisation structures. A more detailed guide to the completion of job descriptions and of their many other useful purposes, is provided by the Department of Personnel Management.
- 2.32 There shall be a Job Description for every position within a Department, authorised by the departmental Head or his/her delegate. Every officer shall be given a copy of the job description for the position he occupies substantively and shall sign the description when first taking up occupation.
- 2.33 A Job Description Form shall be prepared whenever a Department or Provincial Administration makes organisational changes:-
- (a) Creation of a new position,
 - (b) Reclassification of a position,
 - (c) Change of duties and/or qualifications of a position,
 - (d) Transfer of a position.

Use one Job Description form for each position in a single Section.

2.34 **Requirements for Preparation of the Job Description Form**

(a) **Sequence Number**

Sequence number on the Duty Statement form should be consecutive commencing at No.1. Space is provided on the form for this purpose. Sequence number of each job description shall correspond to Organisational Determination sequence in **Form OD2.3**.

(b) **Position Numbering**

Positions shall be numbered consecutively and their location within the departmental organisation structure indicated by the prefix letter of the department and the prefix letters of the divisions, branch and or section as applicable where the division is not divided.

(c) **Structural Organisation**

Show the Department's/Provincial Administration's name and the names of the Division, Branch and Section and the location within the Organisation Structure. Headquarters positions should be shown as such, and not as Waigani or Moresby to avoid confusion with area or Provincial Organisation. Division and Branch

prefix letters should be selected to closely approximate the name of the Division and Branch but care must be taken not to duplicate prefix letters within the Department. In addition, the letters I and O must not be used as they are likely to be confused with numerals 1 and 0.

(d) **Designation and Classification**

Show the formal designation of the position and the Level, Class or Grade where this is apart of the formal designation. It should be noted that where numerals form part of the designation, numerals should be expressed in Arabic and not in Roman numerals. For example, Clerk 6 not Clerk Class VI.

(e) **Local Designation**

Enter the Official Title of the position in which it is known locally. This description should identify or reflect what the job is intended for.

(f) **Highest Subordinate**

Show the designation and position number of the highest subordinate position. Indicate with a dash (-) where no subordinate position exists.

(g) **Immediate Supervisor**

Show the designation and position number of the immediate supervisory position.

2.35 **Job Purpose**

State in one sentence the overall end result or what the job stands to contribute towards the objectives of the organisation.

2.36 **Accountabilities**

Describe in action based sentences, (between four sentences for routine “low level” jobs and eight sentences for managerial/supervisory jobs), the main end results or key job outputs.

2.37 **Major Job Duties**

The statements of duties recorded are required to:-

- (a) have as the first word of each duty, the active verb that emphasizes the activity, e.g. “Examine”, “Record”, “Certify”, “Assist”, “Ensure”, etc.;
- (b) be listed in order of significance to the job and numbered consecutively;
- (c) reflect accurately the role and function of the job in the Organisation;
- (d) describe “what” is done, and “how” done, by job holder to meet the purpose;

- (e) be written in clear concise language, readily understood and implemented.

2.38 **Reporting and Work Relationships**

Describe the day to day reporting and work relationships within and outside the organisation and the main purpose of the interaction.

Exercise of specific delegations shall also be shown. For example, “Exercise delegation under Section 22 of the *Public Services (Management) Act, 1995*”. Specify the area of delegation held by post holder.

2.39 **Position and Person Specification**

The minimum level of education, qualification, skills, knowledge and experience **required to be held by the job holder, justified by the demands of the job**, shall be shown. Any specific in-house or institutional based training courses that are necessary for performance of the work shall also be shown.

2.40 **Statement by Employer and Employee**

The position holder shall sign the Job Description for the position/office he/she is appointed to through the Public Service selection process upon occupation of that post/office and authorised by the Departmental Head or his delegate.

CLASSIFICATION AND SALARY GRADES OF POSITIONS

2.41 The classification and salary grade of a position shall be determined in accordance with the process determined by the Secretary, Department of Personnel Management when the position is established. Hay’s Job evaluation is the principal method used to determine the classification of a position. Job evaluation and classification of positions shall be undertaken by a Departmental Head in consultation with the Department of Personnel Management at the same time as any organisational review takes place.

2.42 Job Evaluation is a method used to compare the job worth or work value of different positions by assessing their relative importance within each Department and within the Public Service as a whole, and to then determine the classification and salary grade of the position.

2.43 In order to do this, job evaluation questionnaires, which must be read together with the approved or proposed job descriptions, are issued and followed up with interviews (if necessary) to assess each position in terms of three main factors: Know-How, Problem Solving and Accountability.

- (a) **Know-How** measures all the different skills (technical and management) needed to perform the position being considered.
- (b) **Problem Solving** measures how complex the problems are for a particular position and to what extent there are rules and procedures to help the job holder overcome these problems. The fewer the rules, the greater the thinking that is required.

- (c) Accountability measures the extent to which the job holder is answerable for the impact of his actions on the output of the Organisation.

2.44 When the job evaluation analyses have been completed, each position is given a total points score which is a weighted total of the score for each of the three factors indicated above. The total score, or evaluation range, is then translated into the appropriate classification level and/or job grade, as compared against the benchmark positions shown in Schedule 13.2 of General Order 13 on Salaries and Allowances.

Job Evaluation Procedures

2.45 The actual procedure which must be followed to evaluate or re-evaluate a position, with the assistance of the Department of Personnel Management is as follows:-

- (a) A Department shall make a submission indicating the position requiring evaluation, giving its justification for review.
- (b) A Department shall complete and submit the standard JE Questionnaire for analysis by the Department of Personnel Management.
- (c) Arrangements are to be made for interviews (if necessary) to further discuss and collect details of the job with the job holder or supervisor.
- (d) Initial evaluation by Department of Personnel Management (OD) Classification Panel (which includes a Departmental representative) is completed on the basis of questionnaires and interviews conducted.
- (e) Department of Personnel Management shall advise a Departmental Head of the findings of the JE exercise, and unless the Departmental Head wishes to seek an alternative opinion, the revised grade shall be incorporated into the revised organisation structure.
- (f) In the event that key job categories and significant re-evaluations and upgrading of positions are to result, the review may be referred to the **Department of Personnel Management Job Evaluation Review Panel which will make final recommendations to the Departmental Head.**

DPM JOB EVALUATION REVIEW PANEL

2.46 In order for the Department of Personnel Management to evaluate the financial, staffing and industrial relations impact of any proposed upgrading, a **Job Evaluation Review Panel** shall be established from time to time.

2.47 Members of the Job Evaluation Review Panel comprise senior representatives from the Divisions of Human Resourcing, Industrial & Employee Relations and shall be chaired by the Secretary's delegate.

2.48 Recommendations to the Secretary, Department of Personnel Management require ratification by the Job Evaluation Review Panel in respect of any classification changes

affecting positions at Grade 12 and above.

- 2.49 The Panel shall be particularly critical of any amendments to the classifications and salary grades of key bench mark positions listed under the standard job categories in Schedule 13.1 of General Order 13.

Review of a Job Evaluation Decision

- 2.50 Departments may seek a review of a JE decision, made under the above JE procedures, by the Secretary, Department of Personnel Management. The review will be conducted by the Job Evaluation Review Panel. The Panel will ensure that the evaluations of salary grades are as objective as possible, and make a final classification and grading decision. Departmental Representatives may be invited to attend and to present their appeal to the Job Evaluation Review Panel.
- 2.51 The Job Evaluation Review Panel may be convened by Secretary for Department of Personnel Management, in order to finalise evaluation review of positions established in Provincial and Local Level Administrations.

Reclassification of a Position

- 2.52 Reclassification of a position shall follow the same procedures as for the establishment of a position, and the Departmental Head shall determine the date of effect of any reclassification or regrading that may result, taking into account the budgetary restrictions in place and the control parameters **Average Establishment Grade** and the **Average Positional Cost Per Grade**.

OTHER VARIATIONS TO POSITIONS

- 2.53 An decision to make variations to a position shall be done in consultation with the Department of Personnel Management through the same procedures as for establishing a position (see General Order 2.5 to General Order 2.17).
- 2.54 Other variations include the abolition of a position and changes in its designation, qualification and duty requirements. It also includes transfer of positions.
- 2.55 Where a position is abolished as a result of a variation, the officer who substantively occupied the position immediately before the abolition becomes an unattached officer with the same classification as he/she had immediately before the abolition.
- 2.56 Where a position or a number of positions are transferred from one department to another, the position shall continue to be occupied by the officer who substantively occupied it before the transfer.

REVIEW OF ORGANISATIONS BY THE DEPARTMENT OF PERSONNEL MANAGEMENT

- 2.57 Notwithstanding the delegations awarded in General Order 2.10, in consultation with the Departmental Head, the Secretary, Department of Personnel Management may at any time, in accordance with his/her powers under the Act, direct a Departmental Head to

review and alter:

- (a) the number of positions in a Department;
- (b) the designation, classification and salary grade of a position;
- (c) the job description of any position.

2.58 In consultation with the Departmental Head, the Secretary, Department of Personnel Management may at any time undertake investigations into a Department's methods of operation in order to improve efficiency and make cost savings. The Department of Personnel Management is also available to provide assistance to Departments in improving their efficiency and make cost savings.

ORGANISATIONAL PERFORMANCE REPORTS BY DEPARTMENTAL HEADS

2.59 The Secretary, Department of Personnel Management may, at the request of the National Executive Council or on his own initiative, review the functions of a Department and report to the National Executive Council. The reports shall be made in Tables 1 to 3. (See General Order 2.60 to General Order 2.67 below.)

ESTABLISHMENTS, STAFFING AND PERSONNEL EMOLUMENTS CASH CEILINGS – BUDGETARY CONTROL PARAMETERS

2.60 The **Establishment** of a Department is defined as the number of **funded positions** (emphasis on funded), their reporting relationships and their salary grades in the organisation. The National Budget for personnel emoluments will be defined by the **Establishment**.

2.61 The **Establishment** will be configured and maintained in the **Government Human Resource & Payroll Management System**, (down-loaded to Excel spreadsheet) and shall be the basis for monitoring payroll performance and providing control of a Department's **Staffing and Personnel Emoluments Cash Ceilings**.

2.62 The **Staffing and Personnel Emoluments Cash Ceiling** represents the maximum number of funded positions in the **Establishment** for which funds have been made available in the National Budget.

2.63 The number of funded positions in the Department's organisation, their grades and personnel emoluments awards are to be made equal to the **Staffing and Personnel Emoluments Cash Ceilings in the National Budget**.

2.64 The **Organisation, Staffing & Budget Auditing Committee** shall, through the Government's **Human Resource & Payroll Management System**, monitor, evaluate and report on the performance of each Departmental Head in complying with their **Staffing and Personnel Emoluments Cash Ceilings**, and for compliance with this General Order.

2.65 In summary, the National Budget for each line agency shall hold the following control parameters related to the organisation, staffing and personnel emoluments:

- (a) numbers of funded positions by pay grade;
 - (b) average pay grade level;
 - (c) average base salary level;
 - (d) average value of allowances and benefits by pay grade; and
 - (e) ratio of average value of allowances and benefits to average base salary.
- 2.66 Provided that the personnel emoluments budgetary limitations are not exceeded and the changes have been endorsed by the Secretary's delegate appointed under General Order 2.13, the Departmental Head may reorganise a component of the Department's organisation subject to this General Order at any time, as follows:
- (a) total number of positions remain within the staffing ceiling;
 - (b) numbers of positions by pay grade remain within the level set;
 - (c) average pay grade remains at the same level;
 - (d) average base salary remains at the same level; and
 - (e) ratio of average value of allowances and benefits to average level of base salary per grade remains at the same level.

CONFIGURATION OF GOVERNMENT HUMAN RESOURCE & PAYROLL MANAGEMENT SYSTEM FOR MANDATORY REPORTING

- 2.67 In order to provide reports on the budgetary control parameters listed in General Order 2.65 to General Order 2.66, the **Government HR & Payroll Management System** shall be configured to provide the following mandatory reports at regular intervals:

Table OD1: staffing Matrix by Pay Grade: Numbers of staff on strength being paid from all sources (including any staff paid through the PGAS) compared to the staffing Ceiling of funded positions held in the National Budget, showing Over/Under staffing.

Table OD2: Personnel Emoluments Matrix by Pay Grade: Personnel Emoluments Expenditure from all sources, split into Base Salary and Other Payments compared to the Personnel Emoluments Cash Ceiling held in the National Budget (Percentage at date of measurement) showing Over/Under Expenditure.

Table OD3: Budget Control Parameters Matrix by Pay Grade: Calculated from Tables 1 and 2, Average Base Salaries per officer; Average Other Payments per officer; Ratio of Other Payments to Average Base Salaries per officer, compared to the control parameter held in the National Budget.

Public Services (Management) Act 1995 (As amended)**Department of Personnel Management****INSTRUMENT OF DELEGATION - DEPARTMENT OF < >**

(For the purpose of complying with General Order No 2 in order to promote organisational and staffing efficiency.)

I, *John M Kali OBE*, Secretary, Department of Personnel Management, by virtue of powers conferred by Section 23 of the *Public Services (Management) Act*, and all other powers me enabling, hereby delegate (except the powers of delegation under the said Section) to the Offices of the Departmental Head in Column (1) and all the powers, responsibilities and the limitations and conditions listed in Columns (2) and (3) of the Schedule as shown below:

(1) OFFICES	(2) POWERS AND RESPONSIBILITIES	(3) LIMITATIONS AND CONDITIONS
<Insert Position>	<u>Section 33:</u> Creation and Abolition of Offices	Compliance with General Order No 2 and specifically job evaluation and grading policy and budgetary imposed staffing and personnel emoluments cash ceilings All decisions to be verified by a delegate of the Secretary Department of Personnel Management (Delegation Form 2.2 attached)
<Insert Position>	<u>Section 34:</u> Creation & Abolition of Temporary Offices	Creation of short term offices to meet project requirements and exigencies, in consultation with the Department of Personnel Management and only within personnel emoluments cash ceilings. All decisions to be verified by a delegate of the Secretary Department of Personnel Management (Delegation Form 2.2 attached)

To become effective on and from <Date of Delegation of Powers>.

Dated this day of < > 2012

JOHN M KALI OBE
Secretary



Department of personnel Management

GENERAL ORDER NO.2

**ORGANISATIONAL ADVISER AND DELEGATE OF THE SECRETARY
DEPARTMENT OF PERSONNEL MANAGEMENT FOR PURPOSES OF THIS
GENERAL ORDER**

Delegates of the Secretary are appointed for the purpose of advising the Head of Department or Provincial Administrator on all matters prescribed by or related to the provisions of General Order No 2 including the preparation of the staffing and personnel emoluments data for inclusion in annual 2012 Budget preparations.

Nomination of the Secretary's Delegate by Departmental Head or Provincial Administrator

I < Name > , < Title > < Organisation > hereby nominate < Name > < Position Held > being a fit and proper person to advise my Office on organisational, staffing, personnel emoluments and payroll matters, to be appointed by the Secretary, Department of Personnel Management as his delegate pursuant to General Order No 2.

Signed: _____

Date: _____

<Name and Position>

Appointment by the Secretary Department of Personnel Management

I John M Kali OBE, Secretary, Department of Personnel Management, hereby appoint <Name and Position> of the < Organisation Name > as my delegate for the purpose of General Order No 2, and in particular to countersign all reports made to my Office and to the Department of Treasury by the said Departmental Head, on organisation, staffing and personnel emoluments in preparation for the annual Budget, and for purposes of implementation and monitoring thereafter.

Signed: _____

Date: _____

JOHN M. KALI OBE



PUBLIC SERVICES (MANAGEMENT) ACT

GENERAL ORDER NO 2

**Organisation Determination Made By The Secretary Department
Of <Name>**

Department Reference No.: <Insert Number>

Description of Organisational Objective: <Insert description>

Date: <Insert Date of Determination>

Delegate of Secretary DPM: <Insert Name of Delegate>

Signature of Delegate of Secretary DPM: _____ Date: _____

Departmental Head: <Insert Name>

Signature of Departmental Head: _____ Date: _____

(This determination is to be used for the purpose stated to input the organizational changes to the Government's Human Resource & Payroll Management System and must be retained for inspection by the Department of Personnel Management or Department of Treasury officials at any time.)

ORGANISATIONAL DETERMINATION

PURPOSE

Describe the purpose of the organizational change, either complete reorganisation or partial reorganization within the Departmental functions defined by the stated **NEC Decision No <>/<date>**, **together with the priorities contained in the Annual Management and Work Plans.**

FACTS AND CONSIDERATIONS

1. Describe the manner in which the reorganisation has been originated and the NEC Decision which has brought about the change or the Departmental Head's decision in order to effect greater efficiency. Explain how the reorganisation will meet the defined/redefined functional requirements of the Department.
2. Describe the **Mission Statement** of the Department of Office:
 <description including any changes that are required>
3. Describe the **Objectives of the Department** and how it relates to the overall policy and legislative framework of the Government quoting relevant National Executive Council Decisions.
 <description including the changes that are required>
4. Describe the **Performance Monitoring Mechanism for the Department**, namely the Ministerial Sectoral Committee and the bureaucratic committee to which performance reports are tendered, including the Central Agencies Coordination Committee and other role specific committees.
 <description including any changes that are required>
5. Describe the **Functions of the Department as defined by its Mission and Objectives (numbering between 8 and 10)** as follows:
 <description showing the changes if any that are required>
6. Describe the modus operandi of the Department and the main wings and divisions and business units of the Department to enable achievement of the Mission and Objectives. The **Organisational Establishment of the OCCD (numbering between 5 and 10 organisational components)** is to comprise of the following organisational components with the numbers of staff indicated:
 <description showing the changes if any that have been made>
7. Describe the **Top Structure Organisation** and the grades of the positions are pre-determined by the level of the Departmental Head, including any new and/or abolished positions.
 <description showing the changes if any that have been made>

8. The **Organisation Structure** as revised attached (**Form OD2.4**) at
9. The **Establishment Comparison Table** as revised attached (**Form OD2.6**).
10. The affected/new **Job Descriptions in Standard Format** resulting from the reorganisation for the established and new positions attached (**Form OD2.7**).

<List>

STAFFING IMPLICATIONS

11. Describe the staffing implications for the changed organisation as set out in the **Establishment Comparison Table** attached, stating the numbers of new/reduced positions and the **Variance Against the staffing Ceiling** in terms of numbers of positions and their grades. Summarised at **Table OD1** attached.
12. Compute the **Average Establishment Grade** and the variance against the figure in the personnel emoluments budget.

FINANCIAL CONSIDERATIONS

13. Describe the resulting range and **Cost of Personnel Emoluments**, including contract components and Special Domestic Market Allowance is attached at **Table OD2**.
14. Compute the **Average Positional Cost Per Grade** and the variance against the figure in the personnel emoluments budget.

SUMMARY DETERMINATION

The Organisational Structure, Establishment, Staffing and Personnel Emoluments changes are contained in the following Forms and Schedules:

Form OD2.1:	Instrument of Delegation
Form OD2.2:	Organisation Advisor
Form OD2.3:	The Department Organisation Determination for Record Purposes
Form OD2.4:	The Organisation Structure and Position Classification and Grading
Form OD2.5:	Establishment Cost Summary
Form OD2.6:	The Establishment Comparison Table
Form OD2.7:	The Job Descriptions
<u>Table OD 1:</u>	Establishment and Average Grade Variance
<u>Table OD 2:</u>	PE Expenditure and Average Cost per Grade Variance



ESTABLISHMENT COST SUMMARY

(Name of Agency)

PAY GRADE	PERSONNEL EMOLUMENTS										EXISTING ESTABLISHMENT		PROPOSED ESTABLISHMENT		(VARIANCE) Increase (+) Savings (-)			
	Annual Salary	DMA	Utills	Housing Allow.	Tel. Allow.	Veh. Allow.	Ent. Allow.	No.	Cost	No.	Cost	No.	Cost	No.	Cost			
TOTALS																		
	GRAND TOTAL																	

SUMMARY	Staffing	Cost
Existing		
Proposed		
Variance		

Name of recommending Agency HR Manager _____ Signature: _____ Date: _____
 (Section 4.1 Delegate/Instrument No. _____)

COST OF POSITIONS ARE APPROVED NOT APPROVED

Signature of Agency Head: Date:



PAPUA NEW GUINEA PUBLIC SERVICE
ESTABLISHMENT COMPARISON TABLE

AGENCY: (Name of Department/Prov. Admin/ Public Hospital/Govt Funded Agency)		OFFICE: (If its an Office, the Agency column remains blank)				DIVISION: (Name of Division where position(s) exist)				BRANCH: (Name of Branch where position(s) exist)		SECTION: (Name of Section where position(s) exist)	
EXISTING						PROPOSED							
SYS. POSN NO.	REF. NO.	DESIGNATION/ CLASSIFICATION	GRADE	AWARD	CLEVEL	VOTE CODE	REF. NO.	DESIGNATION/ CLASSIFICATION	GRADE	AWARD	CLEVEL	VOTE CODE	RECOMMENDATION
(Insert 10 digit concept payroll no.)	(Insert Posn No.)	(Insert Designation)	(Insert Gr.)	(Insert approp. Award for posn)	(Insert Clevel for posn)	(Insert vote code for posn)	(Posn No.)	(Insert Designation)	(Insert Gr.)	(Insert approp. Award for posn)	(Insert Clevel for posn)	(Insert vote code for posn)	(Indicate how the position has changed)

SUMMARY

No. of Approved Positions	
<i>Legend</i>	
No. of Contracts	: Senior Officers Contracts (SOC) (*)
	: National Short Term Contracts (NSTC) (**)
	: Non Citizens Contracts of Employment (NCC) (***)

Name of recommending Agency HR Manager _____ Signature: _____ Date: _____
(Section 4.1 Delegate/Instrument No. _____)



**PAPUA NEW GUINEA PUBLIC SERVICE
JOB DESCRIPTION**

1. IDENTIFICATION

AGENCY: <i>(Name of Department/Prov. Admin/ Public Hospital/Govt Funded Agency)</i>	SYS. POSN. NO: <i>(10 digit concept payroll no.)</i>	REF. NO: <i>(Posn. No.)</i>	
OFFICE: <i>(Name of Office if it is none of the above)</i>	DESIGNATION/CLASSIFICATION: <i>(GO job designation/classification)</i>		
DIVISION: <i>(Name of Division where position is located)</i>	LOCAL DESIGNATION: <i>(As per agency structure)</i>		
BRANCH: <i>(Name of Branch where position is located)</i>	REPORTING TO: <i>(Immediate Supervisor)</i>	SYS. POS. NO:	REF. NO:
SECTION: <i>(Name of Section where position is located)</i>	LOCATION: <i>(Place where the position is located)</i>		

HISTORY OF POSITION

FILE REF.	DATE OF VARIATION	DETAILS
<i>(Agency Reference/File No.)</i>	<i>(Structure approved date)</i>	<i>(Record of how position has changed)</i>

2. PURPOSE

(Short and accurate or factual statement of why the job exists. This is to ensure significance of the job from the organization's point of view. It leads to questions like:- 2.1 - what part of the organization's total purpose is achieved by this job; 2.2 - what is its contribution to the organization; 2.3 - what would not get done if it did not exist at all; 2.4 - why is this job needed at all)

3. DIMENSIONS

(Records significant/relevant quantities on which the job has some direct or indirect impact on. It gives the scope and scale of the job. Normally it portrays the amount of finance it is accountable to, the number of staff it supervises and resources (equipments/facilities)

4. PRINCIPLE ACCOUNTABILITIES

(Indicate the expected end result of each action (how). These are statements that describe the major functions of the organization to ensure the end results are achieved to fulfill the objectives of the agency (what). It is from the principle accountabilities that the major duties are designed)

5. MAJOR DUTIES

(All the tasks that the position holder is required to perform)

6. NATURE AND SCOPE

(This is the narrative part of the job description which must not be long and should not list every activity of the job but will give examples that will help to illuminate the job. It may help to think how you would describe the job to a friend who knew nothing about it, and then jot down the main elements. It states the location of job within organization and its reporting relationships i.e. to whom the job reports, other jobs reporting to the same supervisor and the nature of any staff relationship)

6.1 WORKING RELATIONSHIP

- (a) Internal**
(Explains job relativity internally)
- (b) External**
(Explains job relativity externally)

6.2 WORK ENVIRONMENT

(This explains the background of the position whether it is statutory, specialist, technical or administrative- which sets the scene).

7. CONSTRAINTS FRAMEWORK AND BOUNDARIES

(Principle strategies, policies, precedents, rules, instructions within which the job operates. Authority the job holder has to make/take decisions)

- **Rules/procedures**
- **Decision**
- **Recommendations**

8. CHALLENGES

(That part of the job which, in the job holder's view, presents the greatest challenge to a fully competent job holder. This statement should also indicate why it is a challenge)

9. QUALIFICATIONS, EXPERIENCES AND SKILLS

(Required formal qualifications for the job, critical skills, knowledge and experience required for the job are stated here)

- (a) Qualifications**
- (b) Knowledge**
- (c) Skills**
- (d) Work Experience**



PUBLIC SERVICE OF PAPUA NEW GUINEA

ORGANIZATION PROPOSAL REPORT

TO: (Insert address to Head of Agency)

Agency Ref: _____

Agency: (Name of Department/Prov. Admin/ Public Hospital/Govt Funded Agency)	Division: (Name of Division where position(s) are located)	Branch: (Name of Branch where position(s) are located)
-------------------------------------------------------------------------------------------	-------------------------------------------------------------------------	---------------------------------------------------------------------

- Establishment variations as set out below are recommended for approval in terms of Section 32 of the Public Service (Management) Act, 1995.
 - The following support documents are attached: -
OD Sequence Nos: 1 to
- Existing Organization Chart Proposed Organization Chart
 Establishment Comparison Table Functional Statements
 Job Descriptions
- Are positions included in the Staff Ceiling? Y N
 - Are funds available at present? Y N

Seq. No.	Variation Proposed	Remarks
(Insert No.)	(Indicate the position changes from current to proposed)	(The HR Manager makes remarks)

COSTINGS

Existing	Proposed	Variance

Name of recommending Agency HR Manager _____ Signature: _____ Date: _____ (Section 41 Delegate/Instrument No. _____)

VARIATIONS AS RECOMMENDED ABOVE ARE APPROVED NOT APPROVED

Signature of Agency Head: Date:

Table OD1

DEPARTMENT: _____ DATE COMPILED: _____ ESTABLISHMENT AND STAFF ON STRENGTH ANALYSIS AT PAY # < > 2011 PROJECTED STAFF ON STRENGTH AT 2011 YEAR END AND PROPOSED 2012 MANPOWER CEILING BY PAY GRADE													
Pay Grade	Funded Positions In Grade at Pay #	Staff Paid Through Integrated HR & Payroll Management System			Staff Paid Off Integrated HR & Payroll Management System			2011 Current and Projected Y/E SOS				2012 Positions / SOS	
		Current Total Staff In Funded Positions In Grade (c)	Staff in Unfunded Positions In Grade (d)	Unattached Staff In Grade (e)	Staff Paid Through PGAS (f)	Staff Paid From Trust Accounts (g)	Total Staff on Strength Paid From All Sources In Pay # (h) = Σ(c):(g)	Variance of SOS Over Funded Positions In Pay # (i) = (h)-(b)	Projected Change in SOS in Grade to 2011 Year End (j)	Projected SOS By 2011 Year End (k) = (h)+/--(j)	Proposed Funded Manpower Ceiling in 2012 Budget (l)		
20								0					
19								0					
18								0					
17								0					
16								0					
15								0					
14								0					
13								0					
12								0					
11								0					
10								0					
9								0					
8								0					
7								0					
6								0					
5								0					
4								0					
3								0					
2								0					
1								0					
Sub-Total	0	0	0	0	0	0	0	0	0	0	0	0	0
Casuals													
Trainees													
Labourers													
Sub-Total	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0	0	0	0	0	0	0	0

Compiled By: _____ **Verified By:** _____ **Authorised By:** _____
 < Name & Position > < Delegate of Secretary DPM > < Departmental Head >

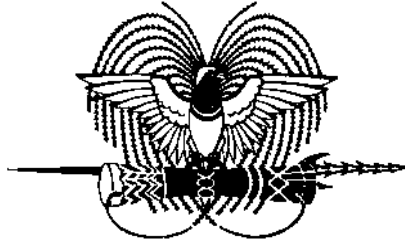
DEPARTMENT: _____ DATE COMPILED: _____ PERSONNEL EMOLUMENTS EXPENDITURE ANALYSIS AT PAY # < > 2011 PROJECTED EXPENDITURE AT 2011 YEAR END AND PROPOSED 2012 CASH CEILING BY PAY GRADE												
2011 Current and Projected Y/E PE Expenditure												
Pay Grade	2011 Budget PE Cash Ceiling In Grade	Base Salary Expended Through Payroll at Pay # < >	Base Salary Expended Through PGAS & Others at Pay # < >	Total Base Salary Expended at Pay # < >	Projected Base Salary Expenditure 2011 Y/E	Other Pay Expended Through Payroll at Pay # < >	Other Pay Expended Through PGAS & Others at Pay # < >	Total Other Pay Expended at Pay # < >	Projected Other Pay Expenditure 2011 Y/E	Total All PE Expenditure at Pay # < >	Projected Total All PE Expenditure At 2011 Y/E	Proposed Funded PE Ceiling In 2012 Budget
(a)	(b)	(c)	(d)	(e)=(c)+(d)	(f)=(e)/Pay# < > *26	(g)	(h)	(i)=(g)+(h)	(j)=(i)/Pay# < > *26	(k)=(e)+(i)	(l)=(f)+(j)	(m)
20				0	0			0	0	0	0	
19				0	0			0	0	0	0	
18				0	0			0	0	0	0	
17				0	0			0	0	0	0	
16				0	0			0	0	0	0	
15				0	0			0	0	0	0	
14				0	0			0	0	0	0	
13				0	0			0	0	0	0	
12				0	0			0	0	0	0	
11				0	0			0	0	0	0	
10				0	0			0	0	0	0	
9				0	0			0	0	0	0	
8				0	0			0	0	0	0	
7				0	0			0	0	0	0	
6				0	0			0	0	0	0	
5				0	0			0	0	0	0	
4				0	0			0	0	0	0	
3				0	0			0	0	0	0	
2				0	0			0	0	0	0	
1				0	0			0	0	0	0	
Sub-Total	0	0	0	0	0	0	0	0	0	0	0	0
Casuals												
Trainees												
Labourers												
Sub-Total	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0	0	0	0	0	0	0

Compiled By: _____ **Verified By:** _____ **Authorised By:** _____
 < Name & Position > < Delegate of Secretary DPM > < Departmental Head >

Table OD3

DEPARTMENT/AGENCY: _____							
Casuals							
MANPOWER CEILING & PERSONNEL EMOLUMENTS CASH CEILING							
Pay Grade	2012 Year Funded Positions by Grade	Target Staff in Funded Positions at 1st April 2012	Target Staff in Funded Positions at 1st July 2012	Target Staff in Funded Positions at 1st October 2012	Average PE Cost per Position per Grade at 1st January 2012	Planned Average PE Cost per Position per Grade at 31st December 2012	2012 Budget Target Total Positions by Grade
(a)	(b)=(0) from Table 1	(c)	(d)	(e)	(f)=(n) from Table 2/(k) from Table 1	(g)=(o) from Table 2/(h)	(h)
20							
19							
18							
17							
16							
15							
14							
13							
12							
11							
10							
9							
8							
7							
6							
5							
4							
3							
2							
1							
Sub-Total	0	0	0	0	0	0	0
Casuals							
Trainees							
Labourers							
Sub-Total	0	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0	0

Compiled By: _____ Verified By: _____ Authorised By: _____
 < Name & Position > < Name & Position > < Departmental Head >



Independent State of Papua New Guinea

**NATIONAL PUBLIC SERVICE
GENERAL ORDERS**

**RECOMMENDATION TO THE SECRETARY, MR JOHN M KALI OBE, TO
APPROVE GENERAL ORDER NO. 2 OF 1ST JANUARY 2012**

**ORGANISATIONAL DESIGN, ESTABLISHMENTS &
STAFFING BUDGETS**

To: Secretary

Date: 08 March 2012

We, the under-signed, confirm that **General Order No. 2 of 1st January 2012**, hereto attached, has been drafted in accordance with Government policies and the appropriate Sections of *Organic Law* the *Public Services (Management) Act*, and the **Regulations** and reflects:

- (a) all policy changes made by the National Executive Council in the period 1st June 2002 to 31st December 2011;
- (b) all changes to the **Constitution**, the *Organic Law on Provincial & Local Level Governments* and the *Public Services (Management) Act 1995*, to effect implementation of the Provincial and Local Level Government Reforms; and,
- (c) all other changes to the *Public Services (Management) Act 1995*, which have been brought into force since 1st June 2002.

On behalf of the Executive Management Team, we recommend that the Secretary authorise this General Order for publication and distribution to line Departments and Agencies.

AGNES FRIDAY
Executive Manager, HRAS

ISIKEL MESULAM
Director, Legal & Investigations

RAVU VERENAGI
Deputy Secretary, Policy

RAVU VAGI
Deputy Secretary, Operations

