



**Restructuring of  
Environmental  
Development  
Department of  
the Ekurhuleni  
Metro  
Municipality**

**Implementation  
Plan**

Draft Final

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## **Abbreviations**

CCC	Customer Care Centres
CTN	City of Cape Town
DEAT	Department of Environment and Tourism
DEE	Department of Engineering and Environment
EDD	Environmental Development Department
EMM	Ekurhuleni Metro Municipality
ERM	Environmental Resource Management
FA	Functional Analysis
GDS	Growth and Development Strategy
IDP	Integrated Development Plan
IEM	Integrated Environmental Management
O&M	Organisation and Management Division of EMM
SDBIP	Service Delivery Budget Implementation Plan
SMT	Senior Management Team
UEM	Urban Environment Management
WIS	Waste Information System

# 1 Background & Introduction

As part of the restructuring process of the Ekurhuleni Metro Municipality (EMM), it has been decided to establish the Environmental Development Department (EDD). An Executive Director has been appointed to lead the Department and to spearhead the internal departmental restructuring process. This was from the outset going to be a challenge, not only in view of the fact that the department was made up of 4 independent directorates brought together from different organizational entities of EMM, but also because the new department set an ambitious mandate to seek operational practices that are pro-active in nature and which are implemented through an integrated environmental management approach.

To assist in the process of restructuring the department, the EDD approached the Danish supported Urban Environmental Management Programme (UEM) hosted by the National Department of Environment and Tourism (DEAT) to facilitate the support of short term technical assistance. A two person team consisting of Billy V. Twala of IKAMVA Information Management and Flemming Koch of Copenhagen Competency Consulting was recruited. The team combined international and South African municipal environmental experience coupled with a strong background in organizational processes and development plus the additional global experience. The two consultants spent an intensive three weeks with the EDD from 16 September to 5 October to seek, peruse and appraise the large amounts of analysis and design work which had already been completed by the EDD; and to consult with key staff within and outside of the department in terms of searching for the route ahead. Obviously, that timetable placed limitations in the extent of in-depth consultation and understanding which could be obtained and apologies are therefore given where misinterpretations of information may have been made. Based on the obtained information a **Situational Analysis Report** was presented to the EDD.

Following the approval by EDD to take the work further, an **Organisational Design Report** was prepared outlining the 'consultants' proposal on a possible organizational route ahead for the EDD. While building on the work already undertaken by the EDD, the consultants have accessed current municipal practices and modes of organization in a number of countries and in South Africa. This has led to some proposals which, if followed by the EDD, are believed to strengthen the EDD to become more environmental proactive and innovative in addressing the environmental challenges in the Metro.

The team of consultants would like to thank the staff of the EDD – officials and portfolio Councilors - and representatives of the O&M /EMM for their kind, open and constructive contributions without which this report could not have been compiled and presented.

The last outstanding work of the consultants relates to the drafting of the enclosed **Implementation Plan** for the EDD to support the implementation of the agreed organizational transformation. While not being exhaustive, this plan lists and describes the key initiatives and activities required to put a new structure in place, but also a range of complementary activities required to establish a new consolidated, cooperative and mutually supporting department. It is strongly recommended that the implementation plan be further refined in terms of the preparation of a detailed project document which will guide the transformation process.

Lastly it should be emphasized that the observations and views presented in this and other reports are those of the team of consultants and that they do not necessarily represent the views of the EDD; the portfolio Councilors or the EMM.

16<sup>th</sup> November 2007

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## 2 Summary

### 2.1 Prior work

The Council of the Ekurhuleni Metro Municipality in 2006 decided to establish an Environmental Development Department by merging 4 existing sections of the Metro that previously were aligned to different Departments with the objective of integrating and strengthening municipal environmental competencies and service delivery.

It meanwhile soon became evident that this “merger”, like any other organizational merger, needed special attention for the desired results to be obtained. Following a range of strategic sessions, the Executive Director in mid 2007 decided to approach the Urban Environmental Management (UEM) Programme at DEAT, to seek professional independent assistance both for the design of the structure and of a supporting implementation plan to operationalise the agreed interventions.

Two consultants – a South African and an International – were brought in and given the “task” to assess the existing situation and work already undertaken by the Department in relation to restructuring. The consultants and the EDD decided to split the work into 2-3 assignments focusing on (1) a Situational Analysis; (2) an Organisational Design and (3) an Implementation Plan for EDD restructuring.

The situational analysis uncovered a diversity of issues which need to be addressed to complete a successful restructuring of process and moreover that the chances of success would be higher if the issues be addressed within the context of the EMM Transformation Programme.

The challenges currently encountered by the department span from organizational short-comings of an “incomplete” transfer of 4 directorates; pending human resource issues and vacancies; in-efficient EMM procedures; deficiencies in logistical support (e.g. availability of transport) etc.

But professionally, the EDD directorates were found mainly to be re-active as apposed to pro-active in their approach towards service delivery with best practices in waste prevention, waste minimization and recycling only being addressed in a fragmented way; with no specific program to meet the environmental challenges of Ekurhuleni being the industrial hub of the entire Africa etc. The EMM policy; strategic and guideline framework for environmental services moreover left scope for improvement and complementary development and that such needs to be addressed in a phased way in order for the EDD to meet with the associated resource requirements.

During 2007, after undertaking the Functional Analysis process, each of the 4 EDD directorates has made its own proposals for restructuring. While a good effort has been made on this, the exercise has predominantly been done “internally” within the directorates with limited mechanisms adopted to provide for an integrated environmental approach. The resulting organizational proposals therefore also reflect more the need to solve operational challenges (e.g. linked to poor support services) than a desire for the EDD to align itself with the emerging best practice among municipalities in South Africa and elsewhere.

Against this background, and by “taking the freedom” of not being bound by an “incomplete and less environmental objective driven functional analysis” and any historic origin, the consultants agreed with the EDD to take a fresh look. While making an assessment of the restructuring initiatives to date, the consultants researched for information to support organizational proposals for how the EDD

could meet the environmental challenges of Ekurhuleni and align itself with emerging municipal best practices.

The resulting recommendation is that two options may be considered for an organizational setup of the EDD:

One model consist of the establishment of Director lead competency centres for Waste; Parks & Nature; Monitoring and Enforcement; Air Quality, Policy & Innovation. The competence centres would be complemented and supported by a Directorate for operational service delivery which could at the implementation level, be concentrated within 4 areas or even down to the CCC level. The structure would have both Directorate level (where applicable) and a corporate unit for Service Delivery Support (Admin; Finance; HR, Performance Monitoring). See the Organization Design document for detail explanation of the option.

Another model would be for the EDD to be structured in 4 so-called Production Directorates for Waste; Parks and Nature; Monitoring and Enforcement and Air Quality. The production directorates would be supported by two secretariats (which could still be headed by a Director) for Environmental Policy and Innovation and for Service Delivery Support. The core business areas for each of them have been scoped and organizational proposals down to the Executive Manager level have also been outlined.

Moreover, in order to place a special focus on and to achieve a minimum momentum the EDD transformation process it is recommended that that a special Transformation Unit be established under the Executive Director to be managed with the support of the UEM Programme.

The precondition for an effective transformation process is that both EMM and EDD mobilize an active commitment reflected in both the attitudes and competencies of people involved. To this effect, special transformation activities need to be designed and implemented.

## **2.2 This report**

This report proposes some of the priority areas which need attention to effectively “kick-start” the EDD Transformation Process. The notion of Transformation has been used inter-changeably with the notion of “Change” and of “Restructuring”.

A key observation is that where several and also very central EDD performance challenges are located elsewhere in the EMM organization, there are several initiatives which are directly under the span of control of the EDD and which can therefore immediately be attended to. A number of priority initiatives have been presented including the preparation of an EDD Project Document to guide and support the transformation process; an Ecobusiness Pilot Project; a Waste Minimisation Pilot Project and the development of modalities for outsourcing in particular to support the BEE national policy.

Finally, it has been recommended that the EMM (EDD) seeks the support of the UEM Programme to implement the selected transformation activities once they have been finally agreed upon. To this effect a number of proposals have been made. It is proposed that an approach to the UEM be made soonest in order to secure the required funding for this.

## 3 Approach and Methodology

### 3.1 Appreciation and comments on terms of reference

The terms of reference scope the assignment to provide the technical advice and documents to complete a proposal for the organizational restructuring of the Environmental Development Department (EDD). The review of a "Functional Analysis" was seen as the main data set to complete this work which should eventually lead to the recommendation of a revised EDD organogram supported by an implementation plan. In terms of documentation, the consultancy was required to produce 4 reports.

During the initial discussions with the Executive Director of the EDD it became evident, that several organizational factors needed to be assessed in order produce a good result of the consultancy. In their Inception Report, the team of consultants therefore recommended an adjustment to the proposed approach. A more holistic organizational change inquiry approach was subsequently developed and adopted. This approach provided for the capturing of significant organizational information over and above what it would have been possible to capture from a review of only the functional analysis. It moreover made provision from seeking South African and International best practices in the field of municipal environmental management.

Limited time was available for in-depth consultations resulting in that a focus was made on the Senior Management Team (SMT). This placed limitations on the research undertaken, but the proposed organizational assessment model may still be found of use for complementary internal EDD research.

A key consequence of the above was that the planned deliverables were restructured into two reports – a (1) Situational Analysis and (2) a Restructuring Proposal complemented by an Implementation Plan.

### 3.2 An Organisational Restructuring/Change Framework

Initially, it was important to define what for the assignment was to be understood as the key components of organizational restructuring and change. In this context, guidance was taken from the following understanding:

- ❖ **Organisational Capacity** has been defined as the ability of the EDD or a Directorate/Section thereof to deliver appropriate/required services (e.g. produce appropriate outputs). This could be done either "alone", by means of internal cooperation within the EDD (e.g. between directorates/sections) or by means of working in different formal and/or informal networks or in cooperation with a range of institutional and individual players. Such players include "internal EMM partners" outside of the EDD yet within the EMM (e.g. other departments and directorates) and they include external partners to the EDD (e.g. projects, NGOs, churches, other government departments, the community, private sector etc.)
- ❖ **Organisational Performance** has been defined as what you get when you "turn the key" and the organisational capacity of the EDD starts producing the appropriate/required services or outputs. This could be

reflected on the service delivery interpretation by the citizens and other stakeholders.

This definition of the two concepts helped to understand/accept that capacity could exist within the EDD and the Directorates but also that it is worth very little if the performance is not utilising the capacity. It moreover allowed to look into the possibility of that it could be possible to improve EDD/Directorate performance within the existing capacity by focussing on performance improvement in terms of increased effectiveness and efficiency of operations. Both perspectives were soon confirmed by a range of practical examples.

Any organizational restructuring or change process has the largest chance of achieving its objectives when

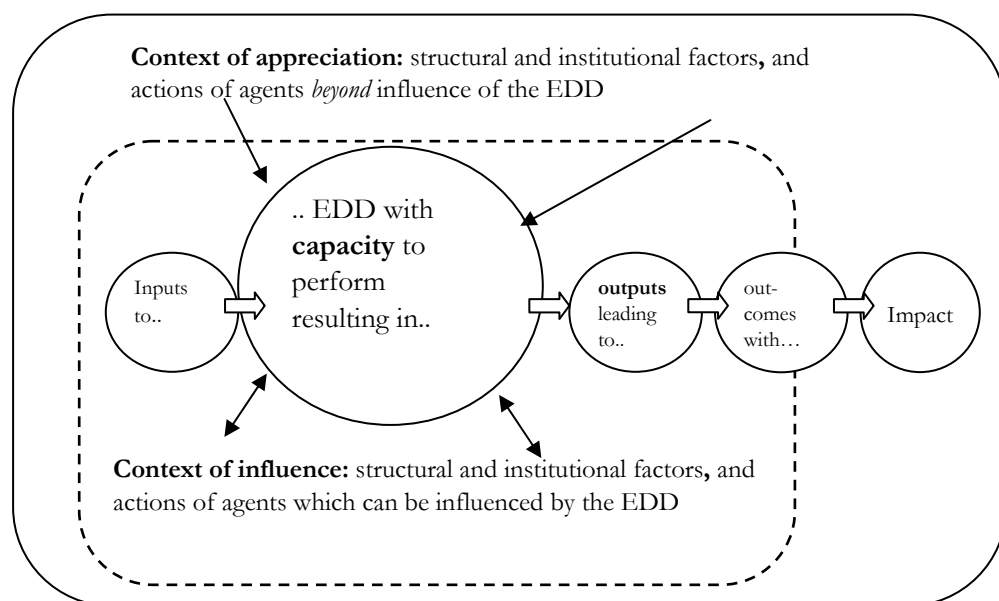
1. Clear *attention is given to performance* and results to be accomplished by EDD
2. A clear *commitment to organizational change exists from leadership* and players both within the EMM at large and within the EDD and its directorates and sub-units.

The subsequent research to a large extent confirmed that both of these issues need to be addressed in a transformation and restructuring plan.

It was moreover important to clarify and establish the extent to which organizational change and development for the EDD was driven by

1. *External EDD factors* e.g. a push for restructuring; general transformation and improved performance by the EDD from the EMM Council or other organisational entities within EMM but also by factors outside the EMM e.g. new environmental legislation or policies; technological innovations and stakeholder and/or by increased delegation of authority.
2. *Internal EDD organisational factors* (e.g. the need for new planning procedures, service delivery strategies, adoption of emerging best municipal practices and issues pertaining to the internal organisation, management, skills, awareness, relations, cultures and values etc.)

Most of the issues described above can be captured in the below chart outlining an **"Open Organisational System"**



The Chart confirms the importance of considering change factors outside of the direct authority and influence of the EDD. But is also indicates the necessity of looking into EDD capacity and performance gaps by considering the so-called **“Result Chain”**. The scope and timetable of this assignment did meanwhile not make provision for an in-depth research on that. The diagram must be interpreted to visualize how input/resources to the EDD are by means of **6 capacitating factors** being converted into outputs/deliverables or more specifically EDD services to the citizens and communities of EMM but also into internal EDD and EMM operations and procedures. The **Result Chain** therefore relates mainly to change factors inside the EDD and hence is to a large extent under the authority of the Executive Director.

The Result Chain focuses on *Functional-Rational dimensions* of EDD capacity. The 6 functional-rational organizational change factors are:

- ❖ Strategy and Organisational Objectives
- ❖ Organisation, Management, Finance and Staff
- ❖ Organisational System Tools
- ❖ Skills and Awareness
- ❖ Inter-relations
- ❖ Incentives and Values

The organisational change elements were addressed by posing key questions for each of them. The assignment only addressed the elements in a rudimentary way, but the “toolbox” presented above could also be seen as a checklist of issues to be looked further into by EDD during the implementation of the organisational change and transformation process.

The Result Chain assumes that formal rules, structures and processes inside the EDD determine performance and poor performance can be interpreted as **“a lack of functional rationality”** and viewed as a result of lack of proper planning, lack of job descriptions, poor allocation of functional responsibilities; poor organisation; performance agreements, insufficient workflows, lack of management structures and meetings etc. Here there is typically a focus on the things that **“money can buy”** (equipment, training and consultants).

One aspect of capacity gap assessment that is not covered in the above relates to what could be called **“Relations of Power”**. This includes

- The existence of other interest than the accomplishment of a given task
- Conflicts within and outside of the EDD
- Capturing of EDD resources for personal benefit
- “Empire building” by individuals
- The issue of perceived versus actual EDD capacity and performance gaps
- And the personal contribution of an EDD employee – *“is the heart burning to make a change or contribution to make things better”*
- Working in a politically directed organisation – infested by political interference occasionally

These issues must be acknowledged and captured as the dialogue on and actual implementation of organisational change progresses.

### 3.3 Consulting strategy

When working under conditions which do not support extensive interaction with EDD staff below the SMT level, the risk of obtaining fragmented elements of non-representative information becomes relatively high. Some caution therefore needs to be taken on the representativeness of the findings made. The report depends to

a large extent of “value based” data. Under the given conditions, the following consulting strategy was adopted:

#### Phase I: Project Inception

The team of consultants reported for work on Monday 17 October. The first week of the assignment was devoted to scope the assignment in more detail; to agree on deliverables and road map ahead, and to prepare a responsive intervention plan and to peruse information and documents already available with EMM. An Inception Report was prepared and submitted.

#### Phase II: Situational Analysis

The purpose of expanding the functional analysis into a situational analysis was done in acknowledgement of that effective and efficient organizational change processes are influenced by a diverse range of factors. In full acknowledgement thereof, the consultants attempted to access and assess the following:

1. Review of work and documentation completed to date in relation to strategic planning; business plans, existing allocation of functional responsibilities; existing organizational setup and structure; current and planned new standards for service delivery; impact of new technology; organizational assessments etc.
2. Identification of complementary functional responsibilities emerging from an assessment of the relevant and applicable policy frameworks: Environmental Legislation (e.g. the emerging Waste Bill/Act); Health legislation; Local Government legislation; Public Service Legislation; BEE legislation; Labour Legislation etc. The official documentation will be complemented by consultations with selected agencies including DEAT and others where deemed necessary.
3. Assessment of applicable EMM Council Resolutions, EMM GDS 2025 and IDP documents, by-laws; contractual obligations; HR policies; performance management; outsourcing policies; community related issues etc.
4. Identification and assessment of existing mandate of the Department including the capturing of historical elements.
5. Identification of factors affecting organizational performance
6. Assessment of existing allocation of functional responsibilities at organizational unit level.
7. Establish the rationale; drivers; owners and risks of organizational change
8. Assess the feasibility (challenges and opportunities) for a successful organizational change process
9. Compile and assess tentative ideas, suggestions and proposals linked to organizational design.

A main instrument to obtain this information was interviews with senior representatives of the 4 (5) EDD Directorates and the participation in a three days strategic/planning/budget workshop attended by the environmental portfolio councilors.

The information and conclusions emanating from the above has been presented in the Situational Analysis Report.

#### Phase III: Organisational Design and Implementation Plan

It was beyond the scope of the consultancy to review/describe departmental business processes and to establish related key performance indicators (KPI's) to measure on them. If not already done, the consultants would recommend an exercise which would highlight a possible need for some business process reengineering (BPR). Such an analysis would constitute a key input to the design of a responsive EDD Business Intelligence System and moreover provide specific

recommendations for adjustments to the newly agreed structure of the department.

Organizational design and specification of functional responsibilities depends on the chosen modes of service delivery (e.g. extent of outsourcing) by the Department. To provide inspiration on such, the consultants have sourced inspiration from elsewhere in South Africa and in Europe.

The consultants have, based on the feedback and recommendations made by the Department, proposed two approaches towards the organization of EDD. It is meanwhile beyond the scope of the consultancy to undertake specific work studies to determine the required size of the EDD establishment (which also depends on the approaches chosen towards service delivery). The proposed restructuring will be supported by a draft implementation plan where some of the key activities recommended for implementation will be presented. In the formulation of this, the following elements will be addressed:

1. Establishment of priority interventions
2. Establishment of timelines and “milestones”
3. Methods and approaches towards the assignment of organizational and individual change management roles and responsibilities and supporting agreements
4. Drafting an “Exit Strategy” from old practices and ways of doing things
5. Presentation and discussion session

#### Phase IV: Feedback and Review

The implementation of the assignment provided for different types of interaction between EMM and the team of consultants:

- Between the EMM Program Manager and the team of consultant related to the implementation of the assignment.
- Feedback session with the Senior Management Team and/or Technical Task Team of the EMM on key deliverables such as the situational analysis; the organizational design and the implementation plan.
- Presentation to a broader group of EMM stakeholders, e.g. the portfolio councilors
- Bilateral interaction with the four key Directorates of the Department of Environment
- Presentation and consultation process with EMM on the proposed organogram and implementation plan for organizational change.

## 4 Implementation Plan

### 4.1 Cornerstones of EDD organizational change

The proposals made below acknowledge the findings of the Situational Analysis, that effective organizational change within EDD (as with any organization) does not happen through a restructuring focusing on adjustments and updating of formal functional responsibilities and organograms. "Real Change" takes place when the members of an organization provides an "out-of-box" effort to make the change happen by making a conscious departure from "the past" and by actively putting in positive energy in making "the new" work. Positive energy should in this context be understood in the broadest possible sense.

And, to be a bit rhetoric:

- ***"poor performance can seldom be ascribed to in-sufficient skills only but to deficiencies in competencies in a broad sense".***

So there is in most instances

- ***"a way to a solution if there is a will to a solution"***

There are many possible causes to the capacity and performance gaps of EDD. Many of them will become visible and apparent following the implementation of the restructuring process; but others can be described as being carried over from the past (e.g. "bad habits"; old deep rooted ways of doing things; historic origin of directorates). An effective restructuring and transformation programme will address both types.

In view of this, and reflecting back at the findings of the Situational Analysis, the following cornerstones of an EDD organizational change process have been identified:

1. A changed EDD mandate
2. A new EDD organogram
3. New things to do
4. New ways of doing things (as a organization; as an EDD Staff member and as a person)
5. Addressing competency gaps
6. New ways of working together (as a organization; as an EDD Staff member and as a person)
7. Ownership and "rooting" of the change process
8. Addressing things the EDD is not in charge of

By using the transformation and capacity development intervention logic applied throughout this assignment (ref. chapter 3.2.), an outline has been presented below of the proposed interventions. It should be mentioned that this list is not to be considered as exhaustive.

## 4.2 Addressing elements outside of the span of EDD control.

The research leading to the preparation of the Situational Analysis report clearly documented several examples of where the performance of the EDD depends on the performance of other EMM organizational entities. This places limitation in terms of the span of control which is embedded within the EDD to effectively and efficiently implement the transformation programme. Below some examples have been listed of issues, where the EDD can hardly be said to be in control today. The list is not exhaustive and space has been left for additions to be made by EDD.

### 4.2.1 Strategic Issues

Intervention	Narrative Description of Intervention	Methods	EDD Respons.	Execution & Funding	Priority High Medium Low
Environment Agenda in the EMM	Solicit a political champion on the environment agenda within the EMM	Political lobbying of appropriate candidate and empowering them	ED	EDD internal	High

### 4.2.2 Organisation, Management, Finance and Staff issues

Intervention	Narrative Description of Intervention	Methods	EDD Respons.	Execution & Funding	Priority High Medium Low
EDD Budget preparation and planning process (EMM Financial Procedures)	Forge closer collaboration with FAT, especially the staff member dedicated to the EDD. Explore options for a delegation of budget and of budget management based on "block grants" to the EDD.	Ongoing interactions with FAT	Service Delivery Support Directorate to facilitate and lead with the support of the ED	Internal EDD operations costs	medium
Staff and related challenges	Once functional top structure is approved by Council, a formal Work Study to be undertaken on each functional area. This should also inform the shape of the subsequent organization and positions to be filled .	Work Study and motivation for vacant positions	Each Directorate to investigate self, but the Service Delivery Support Secretariat should consolidate a united approach ED must spearhead the EDD consolidates staffing proposal to MM	Individual Directorate	Medium to high
Staff transfers	Formalize the transfer of staff from historical to new	Follow EMM procedures	ED	EDD internal	High

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	department				
CCC constitution and collaboration	Establish a formal forum/platform for collaboration with CCCs	Workshops and/or ongoing sessions	ED appoint one of the Directors to lead intervention		High
EMM SCM	Close collaboration with the new SCM systems to be closely adhered to and monitored	Workshops and training sessions	Service Delivery Support to facilitate		High

### 4.2.3 Organisational System Tools issues

Intervention	Narrative Description of Intervention	Methods	EDD Respons.	Execution & Funding	Priority High Medium Low
Fleet Management	Facilitate the resolution of the fleet management challenges in the EDD	Consolidate the initiatives currently on the horizon, especially where the Parks & Nature Directorate is concerned, incorporate Waste Management Directory in intervention	Parks & Nature and Waste Management Directories but it may be done with the support of the Service Delivery Support Directorate and th EDd		High

### 4.2.4 Competency (Skills and Awareness) Issues

Intervention	Narrative Description of Intervention	Methods	EDD Respons.	Execution & Funding	Priority High Medium Low
Funding of Competency Development	It is unclear to what extent the EDD depend on central EMM funding for the implementation of competency development interventions		Dir. Service Delivery Support will resolve		Medium

#### 4.2.5 Inter-relations Issues

Intervention	Narrative Description of Intervention	Methods	EDD Respons.	Execution & Funding	Priority High Medium Low
Institutional collaboration	EDD should foster close relation with key institutional stakeholders, e.g. DEAT, GDACE, and other relevant National Departments and Environment-related Agencies	Ongoing meetings or workshops	Enviro Policy & Innovation Secretariat		medium

#### 4.2.6 Incentives and Values

Intervention	Narrative Description of Intervention	Methods	EDD Respons.	Execution & Funding	Priority High Medium Low

#### 4.2.7 Relations of power

Intervention	Narrative Description of Intervention	Methods	EDD Respons.	Execution & Funding	Priority High Medium Low
Portfolio Councillors relations	Facilitate the devolution of a power base from a political perspective	Ongoing collaboration with the councillors, in workshops and portfolio committee sessions. Constant information sharing. Education & Awareness – including training of councillors.	Enviro Policy & Innovation Secretariat		High

### 4.3 Addressing elements within the span of EMM control

The proposed interventions have been listed under the headings of the strategic analytical framework used for the Situational Analysis which is also deemed an appropriate tool to propose capacity development intervention for the EDD. The elements listed here are within the span of control by EDD and can be directly embarked upon and expected to have a direct impact on departmental performance.

#### 4.3.1 Strategic Issues

Intervention	Narrative Description of Intervention	Methods	EDD Respons.	Execution & Funding	Priority High Medium Low
Project Document for EDD Transformation	Preparation of an internal EDD project to guide the implementation of the transformation program for an initial 1½-2 years	Project Planning Workshop	ED	Consultants Sponsored by UEM	High
Environmental Strategy Framework	Scoping; defining and selected support to the review; scoping; design and partial implementation of prioritized forward looking environmental strategy framework for for EMM.	Internal and with technical assistance	ED and involved Directors		Medium to High
EcoBusiness Initiative	Scoping; defining and piloting of a Business and Industry related initiative (Pilot Project) and partnership along the lines of the EcoBusiness approach adopted in Vienna, Austria	Consultations with industry; joint design of PP with industry	Dir. Policy and Innovation and ED	Consultants Sponsored by UEM	High
Waste Minimisation and Recycling Pilot Project	Establishment of a poverty oriented pilot project on waste minimization and/or recycling in line with the responsibilities assigned to Municipalities in the Waste Bill	Consultations with stakeholders; joint design of PP with stakeholders	Dir. Of Waste and ED	Consultants Sponsored by UEM	High
Green Buildings	Scoping, defining and implementation of a Green Buildings; Green Office and Green Procurement initiative for the EMM including the implementation of a pilot initiative	Consultations with stakeholders; joint design of PP with stakeholders	Dir Policy and Innovation and ED	Consultants Sponsored by UEM	Medium
Integration of directorate strategies and operational plans	The strategic proposals made by each directorate need to be revisited from an integrated environmental management perspective and with a view to identify possible overlaps and synergies.				Medium to High
Outsourcing Policy and Strategy	EDD will formalise its outsourcing strategy and policy and make internal corresponding organizational arrangements.				High

### 4.3.2 Organisation, Management, Finance and Staff issues

Intervention	Narrative Description of Intervention	Methods	EDD Respons.	Execution & Funding	Priority High Medium Low
Waste Minimisation and Recycling Unit	Scoping and setting up of a Waste Prevention, Minimisation and Recycling unit in the Waste Directorate.	Workshop Technical Assistance	Director Waste and ED	UEM to fund possible consultancy assistance	High
Air Quality Directorate	Scoping and defining a new Air Quality Directorate and related services.	Workshop Technical Assistance	ED	UEM to fund possible consultancy assistance	High
Energy Conservation Strategy	Scoping and defining an energy conservation sub-strategy for EMM and implementation of selected pilot initiatives	Workshop Technical Assistance	Dir Policy and Innovation and ED	UEM to fund possible consultancy assistance	Medium to High
Agenda 21 plan	Scoping and crafting of an Agenda 21 plan	Workshop Technical Assistance	ED	UEM to fund possible consultancy assistance	Medium to High
Refining; Approval and Populating new Organogram	There final organograms need to be detailed at lower levels of organization and workstudies undertaken to determine level of staff		ED and Dir. Service Delivery Support		High
Updated Job Descriptions for all levels of staff	New job description for both managerial and line staff needs to be prepared and submitted for EMM approval as necessary		ED and Dir. Service Delivery Support		High
Fund Raising for implementation of transformation plan	Both internal, provincial, national and international funding opportunities need to be sourced to support the implementation of the transformation plan. Great creativeness need to be applied in this		ED through the Transformation Unit		Medium to High

### 4.3.3 Organisational System Tools issues

Intervention	Narrative Description of Intervention	Methods	EDD Respons.	Execution & Funding	Priority High Medium Low
Business Intelligence System for EDD	Scoping and preliminary design of a Business Intelligence System to support EDD performance monitoring and management.	Technical Assistance	Dir. Service Delivery Support	Consultants Sponsored by UEM	Medium
Environmental Management System	Review of status and finalization of proposal for an EDD Environmental Management	Workshop Technical Assistance	Dir Policy and Innovation and ED	UEM to fund possible consultancy	Medium to High

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	System			assistance	
"Toolbox" for outsourcing of service delivery	Scoping and developing a toolbox on how to implement the outsourcing of EMM environmental services e.g. Through support to the establishment of cooperatives etc.	Technical Assistance	Dir. Service Delivery Support	Consultants Sponsored by UEM	High
Transformation related performance agreements			ED		Medium to High
Demarcation of Units of Service Delivery	There is a need for, across all directorates to review the existing demarcations for service delivery. This must include a review of the CCC demarcations and the possible clustering of them in an EDD context.		ED		High
Service Delivery Standards Review	Service delivery standards and supporting business processes need to be revisited to support the design of a business intelligence system		ED and all directorates		Medium
Optimisation of internal EDD procedures	EDD will review and improve on internal procedures in order to reduce the time required from the time an idea or project is conceived until the formal internal approval has been given.		ED and all directorates		Medium

#### 4.3.4 Competency (Skills and Awareness) Issues

Intervention	Narrative Description of Intervention	Methods	EDD Respons.	Execution & Funding	Priority High Medium Low
Competency Development Plan	Support to the development and part implementation of a prioritized skills and wider competency development plan to support the implementation of the EDD restructuring process.	Technical Assistance	Dir. Service Delivery Support	Consultants Sponsored by UEM	High
Communication and Awareness program on EDD transformation	Every EDD staff member must know about the transformation programme; accept the need for it and of what they are expected to contribute to it.		ED and Dir, Service Delivery Support		High
Management Team Review	A professional review should be made of the management team with a specific focus made on the capacity to implement the transformation program		ED		High

### 4.3.5 Inter-relations Issues

Intervention	Narrative Description of Intervention	Methods	EDD Respons.	Execution & Funding	Priority High Medium Low
Communication Strategy towards external EDD communities	The purpose here is to profile the new EDD toward different communities with a view to make the first attempt to "break down" the historical perception of waste; parks and environmental health.	Public meetings Business visits and presentation to business for a Schools etc.	ED Director Policy and Innovation		Medium to High
Common Organization Culture and Systems	There is a need to take steps to build a common organization culture within the EDD and also to align/merge/streamline differences in operational practices and procedures	Team Building Appreciative Inquiry Resistance Crackers Sensitivity Training Process Consultation Intergroup Development	ED		Medium to High

### 4.3.6 Incentives and Values Issues

Intervention	Narrative Description of Intervention	Methods	EDD Respons.	Execution & Funding	Priority High Medium Low
De-freezing Strategy	In order to lay the platform for the transformation program it is considered necessary to make an concerted effort to say good-bye to the past. This may best be labeled a de-freezing strategy.	Workshops and individual consultations	ED		high

### 4.3.7 Relations of power

Intervention	Narrative Description of Intervention	Methods	EDD Respons.	Execution & Funding	Priority High Medium Low
Councillor Development	There is a need to address the portfolio councilors on the restructuring process and also to enlighten councilors to the proposed new initiatives to be undertaken by the EDD		ED		Medium to High

## 4.4 Priority Interventions and Timetable

From the above it is evident that most of the proposed interventions are both important and urgent and hence classified as “medium” or “high” in terms of priority. This is an indication of the need very early in the process to develop an intervention framework in terms of the preparation of a Project Document for the EDD transformation process. In this document, the EDD will be required to prioritise further the above specifically in terms of what the Department will be able to attend to and to absorb without significantly having to compromise of day-to-day operations.

At a feedback workshop held with the SMT on 12 November it was decided on the following priority tentative priority list for which support would be sourced from the UEM programme to provide for immediate action:

- Detailed Planning and Implementation Process Support to the EDD restructuring and transformation process.
- Scoping; defining and piloting of a Business and Industry related initiative and partnership along the thinking of the EcoBusiness approach adopted in Vienna, Austria
- Scoping and setting up of a Waste Prevention, Minimisation and Recycling unit in the Waste Directorate incl. the establishment of a visible poverty oriented pilot project on recycling in line with the responsibilities assigned to Municipalities in the Waste Bill
- Scoping and developing a toolbox on how to implement the outsourcing of EMM environmental services e.g. Through support to the establishment of cooperatives etc.
- Scoping and preliminary design of a Business Intelligence System to support EDD performance monitoring and management.

To support the above, the EDD would like to explore with the UEM on the possibility of securing the continued services of the team of consultants which have supported the development of a proposal for EDD restructuring and transformation

## 4.5 Change as an EDD Internal Project

It may be advisable to consider the EDD Change Process as an internal departmental project which could usefully be guided by a Project Document. The Project Document could follow a standard structure and could to a large extent be based on the Situational Analysis and on the Organisational Design Report. This document could also constitute a significant input.

The Project Document should address the following

- Summary and prioritization of problems and challenges
- Consolidation of the Objectives and Results of the change process
- Identification of key supporting activities
- Description of a change strategy and process
- Implementation Plan
- Organisational arrangements for the Change Project
- Monitoring; Communication and Evaluation
- Specification of Assumptions and Risks

The internal project would probably need to run (with regular updates to the Project Document) over a period of 1½ to 2 years. Following the prioritization of problems and challenges, the EDD will need to consider a phased/staged approach towards the implementation of the project. To this effect priority interventions will be identified and scoped.

To support the proposal made above is it proposed that, once the EDD has made its final choices for the route ahead, a project planning workshop be convened leading to the preparation of an Internal EDD Project Document for the restructuring, transformation and change process. This proposal also acknowledges the process of the UEM sponsored consultancy to prepare a restructuring proposal has only been able to undertake rudimentary research on the EDD performance problems.

## **4.6 Organising; Managing & Monitoring Change**

In the organizational design report a proposal has been made for EDD to establish a temporary Transformation Unit reporting directly to the Executive Director. This Unit would have, as its sole responsibility to spearhead the implementation of the transformation and change project. It should be considered to re-scope the terms of reference of the EDD resident UEM coordinator to lead the unit for an initial period of up to two years.

The *terms of reference* for the unit would include the following:

- Preparation of a Project Document which will guide the implementation of the EDD transformation process.
- Detailed scoping of specific interventions to be undertaken including terms of reference for external support; terms of reference for internal EDD assignments, budgeting, sourcing of resources as applicable
- Detailed capacity development planning to support the change programme
- Leading internal EDD team building and “nursing” of EDD transformation organization and structure
- Supporting the ED; Directors and other key EDD staff in the management of transformation interventions.
- Own management of selected transformation interventions
- Sourcing of external (international and national) funds for the implementation of the transformation programme (e.g. the UEM and others)
- Source technical information and research on best practice Municipal Environmental Development Practices
- Monitoring of progress on agreed interventions
- Monitoring of consultants recruited to support the transformation process
- Progress Reporting to the EDD and to Directors on transformation
- Function as a secretary to or co-opted member of the Senior Management Team on the transformation process

Whereas the proposal made above will “anchor” and place a focus on the EDD transformation process on “equal terms” with the regular EDD operations, it is not intended to take away all transformation responsibilities from line and other managers and staff of the EDD. In fact it should more be looked upon a mechanism to ensure that line EDD stay play their active part.

To this effect it is proposed that mechanisms be put in place whereby individual transformation responsibilities are being assigned and monitored throughout the EDD structure. Performance targets linked to the transformation process should be considered as should also positive as well as negative incentives. Supporting monitoring mechanism would be required and also tools and mechanism to overcome resistance to change.

Communication should be seen as an integral and very important part of transformation. To this effect the development of complementary new communication mechanisms – e.g. EDD news letters, posters; small meetings describing the initiatives and also successes would be very useful. A special

strategy of communication needs to be developed towards the entire EMM organization. This could usefully be linked to the implementation of specially internal EMM environmental initiatives (e.g. on recycling; energy savings; water savings; green buildings etc.)

While confirming the above, there is a need for the EDD to seek complementary support to implement the transformation support. This support may be both technical for specific environmental initiatives and also managerial of nature. For change initiatives of the magnitude prescribed for the EDD, the use of outside consultants is typical. Outside consultants offer an objective perspective which is not likely to be available from inside, yet there is the risk that outside consultants may argue for more drastic organizational changes than what is immediately seen as feasible by the EDD line managers. But outside consultants have the time to focus their services without be disrupted by having to attend to day-to-day routine issues. For the EDD it is likely to be useful to source a core team of consultants to support the transformation process and the Transformation Unit on a regular basis.

#### **4.7 Resources for the Change Process**

The EMM and the EDD has an on-going cooperation programme with the Urban Environmental Management (UEM) Program at DEAT. This program has a core capacity building objective towards Metropolitan Municipalities in South Africa. The overall objective of the programme is *"Sustainable and poverty-oriented environmental management of urban areas in South Africa"*

The proposals contained in this report both highlight and introduces a number of performance challenges to implement the restructuring and transformation of the EDD. Some of this could usefully be further defined and supported with the assistance of the UEM.

However, the EDD capacity and restructuring requirements are likely to go beyond what can be supported by the UEM. Hence the proposed EDD Transformation Unit would have to assume the responsibility to source funding both internally within the EMM, from Provincial Departments and from National Departments. The Unit will also assist the EDD to forge strategic partnerships with business/industry and with NGOs to roll out the transformation programme.

The Transformation Unit will moreover explore the options of international inter-municipal cooperation and also the possibility of having selected components of the Transformation Project Document financed by international agencies. The last mentioned strategy should be seriously considered since whereas environmental agenda may not be high on the financing agenda of EMM (where employment creation, housing and water supply has preference) it is likely to be very high on the international cooperation agenda.