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environment & tourism

Department:
Environmental Affairs and Tourism
REPUBLIC OF SOUTH AFRICA

SC # 3 2007-0131

URBAN ENVIRONMENT MANAGEMENT PROGRAMME

COMPONENT 1

National and Provincial UEM

**6 month progress report _
APR-SEP 2006**

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This report is based on:

- The above (Annex 3) reportings from the National and Provincial Partners
- Meetings, etc with staffs of each partner

Based on the SA reporting schemes adjustments have been made in format for Progress Reports (Danida's Management Guidelines, Annex 11 B)

1.

Fact sheet of the UEM Programme, Component 1

Programme:	Urban Environment Management Programme, South Africa Component 1: National and Provincial UEM
National and Provincial partners: Department of Environment and Tourism (DEAT) (lead partner) Department of Health Gauteng Province Kwa-Zulu-Natal Province Western Cape Province	
Programme Manager	Ranjini Pillay, DEAT +27 (0) 12 310 3032 - Ranjinip@deat.gov.za
Reporting period:	APR 2006 to SEP 2006
<i>Programme starting date</i>	1. JAN 2006
<i>Programme completion date (expected)</i>	30. JUN 2010
<i>Previous reports</i>	UEMP - Inception Report – Component 1, endorsed by PSC 24 April 2006

2. Budget line items, UEMP – C1 – 2006

Line	Amount, ZAR PSC, 26 April 2006 * PSC 28. Jun 2006	Components/ Line items of the UEM-Component 1-2006-budget:	Implementing
1	500,000	1 st National Air Quality Governance, Lekgotla successfully hosted.	DEAT - Chief Air Quality Ma
2	* 1,500,000	Sedibeng Environmental Monitoring Framework set up and operational	DEAT - Chief Environmental
3	300,000	Waste Act Implemented	DEAT - Chief Pollution and W
4	500,000	Landfills permitted	DEAT - Chief Pollution and W
5	600,000	National Advisor, 12 months	DEAT
6 + 8	500,000	Environmental Health Study	DoH and DEAT Air Quality Ma
7	2,000,000	Short Term TA Pool, N+P	DEAT - UEMP
9	300,000	Waste Minimation Plan	Gauteng Provin Agriculture, Co
10	500,000	Hazardous Waste Study	Gauteng Provin Agriculture, Co
11	1,200,000	EMF for 2 cities	Gauteng Provin Agriculture, Co
12	500,00	Development of Integrated Waste Management Plans	Kwa-Zulu-Nata Agriculture and
13	265,000	Environmental Monitoring Framework for one city	Kwa-Zulu-Nata Agriculture and
14	245,000	Air quality data base	Kwa-Zulu-Nata Agriculture and
15	500,000	Implementation of Haz Waste Management Plan	Western Cape Environmental
16	500,000	Manuals on SDF	Western Cape Environmental
Total	9,910,000		

3. Executive summary

1 Developments in output /expenditure since last report.

1 Background.

The Urban Environment Management Programme (UEMP) as started 1 Jan 2006 and is scheduled for five years. Ten partners of government institutions from all spheres of government of South Africa run the programme in collaboration, with the national Department of Environment (DEAT) as the lead coordination partner. The programme is supported by the Danish International Development Agency, (DANIDA).

This is the first progress report of Component 1 of the programme. This component deals with UEM in two (2) national and three (3) provincial government institutions of South Africa. The last report was the Inception Report for Component 1 which was endorsed by the PSC on 26 April 2006. This report was written based on intensive dialogue with each partner and based on the business plans of the institutions. The report summarized the activities and the budget of 2006 (16 line items), clarified management and administrative procedures and procedures for transfer of funds.

The financial year of UEM Component 1 is identical to that of National and Provincial governments of SAfrica, i. e. April to March the following year. As described in programme documents and the inception report, the activities of UEM Component 1 are planned and managed as on budget support – implying that all planning, management and reporting follow the procedures, guidelines, timeframes and other procedures of the institutions proper. All reporting from partners follow that of the institutions proper, and extra reporting (for the UEM-programme proper) should be kept at a minimum. This is implemented by the partners by cut-paste-and-edit from the institutions own BP-reporting into a UEM-template.

This report is a summary of these reportings from National and Provincial partners. The reportings can be seen in full as Annex 3.

2 Progress

An overview of the partners' reportings (16 line items) is shown in the table, *Annex 2*. This table provides overall the outputs targeted, progress to date, gross budgets, spending by end of the first 6 month, predicted spending by the end of the budget year, predicted rollover (to 2007). The table also show the dates predicted by the partners for the successful completion of each line item.

By now most activities have started. Most activities have revised time plans in place which predict the successful completion during the first half of the next budget year. Some have not started as yet.

This is in general later than predicted in the business plans. Starting up the activities has met some difficulties in the institutions. This is reflected by the fact that activities/spending during the first half of the year has not been high, and the roll-over to next budget year (2007) which can be predicated as by now, is substantial: 66 %.

Although there are plans for the spending of the funds corresponding to most of the these 16 line items it is of importance in the long run, that activities are executed without such delay.

3 Problems encountered

Reasons and *solutions* to this pattern of start-up difficulties have been discussed with the partners in meetings and correspondence before and after the reports. Among the main reasons reflected are:

1. **New programme and procedures.** Extra time is needed to familiarize people with procedures and make activities rolling.
2. **Capacity constraints** have delayed UEM activities in several institutions.
3. **Funds transfer.** Although the procedure is available in a note (endorsed at the PSC-meeting 26 April 2006) many partners have had initial difficulties in drawing down funds.
4. **Procedures for procurement** often take more time than predicted. This goes for all types of institutions.
5. **Change of plans** in the institutions have implied delays.
6. **Advisors.** Lack of technical advisors appears to be a bottleneck.

4 Other issues:

7. **Short Term Technical Assistance facility.** This short cut to technical assistance (UEM pays and procures up to 30 days on the request from a partner). Established. Manual in place. Catalogue of IDEAs from most partners has been compiled.
8. **Communication.** All is made by email telephone, meetings and the Introduction Seminar in Mageliesburg. No comprehensive strategy for internal and external communication is in place.
9. **Collaborative activities:** An action plan for the promotion of collaborative activities in the programme is still to be drafted and discussed by the PSC (agreed on PSC # 1 26 April 2006)
10. **PSC Secretariat.** This has been established in DEAT with participation of the Programme manager (Ranjini Pillay) and the International Programme Advisor (Bo Leth-Espensen). The Secretariat refers to the Chair of the PSC. List of assignments of the staff has been communicated.
11. **PSC:** There have been two meetings, see annexes 6 and 7.
1 26 April 2006
2 28 Jun 2006

2 Lessons learnt and solutions

– implemented, in the pipeline or proposed

Reg. 1: New programme and procedures

The programme proper has to the extent possible been streamlined to follow SA institutional procedures which should be a *solution* in itself. However, it appears to take time to familiarize with this fact and to operate on this basis. There may still be coordination problems (as in other government activities!)

Among the other *solutions* implemented are

- The introduction seminar in Mageliesburg 1-3 August 2006 was held in part to clarify procedures
- Meetings with IPA with each partner have helped to clarify procedures
- Advice from IPA by phone and mail
- The upcoming employment of a National Advisor

Reg. 2: Capacity constraints

This was offered more often than any other as explanation to the delays. In principle capacity demands should be objectively assessed at the start of the budget year, and each line item (in the institutions business plans – incl. the UEMP-funded parts) should be provided with realistic capacity. Bottlenecks appear to be procurement of external assistance, drafting of work plans etc.

The following *solutions* are in progress to deal with these conditions:

- All partners assess realistically capacity demand and supply at the beginning of the budget year
- The position of a National Advisor is to be filled in. Interviews have been conducted and only formalities are pending (Oct 2006). The NA will as a key assignment assist in procurement processes

Other *solutions*, which are considered:

- Further alignment in the institutions of management procedures – consolidating the pursuit of same administration, same culture, same sets of values around the spending of UEM-money and all other kinds of money. For example: same performance contracts on UEM activities as on other activities.
- The programme itself provides a general capacity development among the staff persons involved in the activities. To benefit fully from this it should be pursued that these staff persons are kept in the programme.
- Earlier budgeting is an ongoing solution and challenge, as this is to be combined with the “on budget” demands: that UEM budget line items and UEM-BP are extracts from the institutions total budgets and BPs.

Reg. 3: Funds Transfer

According to the written procedure (Annex 4 of the Component 1 inception report, all endorsed by the PSC 26 April 2006) funds transfer can happen in 1 week.

Nevertheless this process took several months for many partners.

This has had implications on decision making and has upheld activities in other ways. The problems seem mainly to have been in the institutions proper, such as taking initiatives according to the agreed procedure, providing acceptable fill-in of forms, coordination between departments and coordination between project and the draw-down of funds.

Solutions executed or initiated to meet this challenge include:

- Training of staff (workshops etc.) was done prior to the budget year
- On-going technical support and guidance from the National Treasury (as indicated in the procedure)

- On request, reinforcement of the procedure by mail telephone meetings
- On-going advice to include the draw-down of funds in planning + management of the agreed business plan items.

It is anticipated that the procedure will be easier to manage next year - same procedure as 2006.

Reg. 4: Internal Procurement Procedures

In many cases the institutions' own procurement processes have taken more time than predicted. The explanation offered are partly failed planning and partly technical: A few budget lines appear to have only very general plans under them, and the design of exactly what to fill in may take time. Technicalities and coordination among staff (technical, financial, etc.) are bottlenecks.

Solutions initiated in response to this include:

- Advise and encouragement by other partners and the IPA
- NA to start his/her job shortly
- Capacity development in the institutions

Other *solutions* considered by partners or the PSC include:

- Procurement assistance by the programme i. e. the NA or the IPA and the procedure for the STTA – with payment from the UEM-budget of the partners.
- An extended collaboration with consultants on these bottlenecks

Reg. 5: Change of business plans

Change of business plans have been offered as a reason for delays in some cases. Change of a UEM-line is to be approved by the PSC. No such requests have been received from partners during the first half of the year but some are under way (Oct 2006). But also changes of business plan items which are not on the UEM budget may impede the execution of UEM line items, via capacity constraints, etc.

Solutions executed or upcoming include:

- Technical assistance
- Assistance and flexibility in processing (wisely indicated and documented) proposals for change of UEM line items.

Reg. 6 Technical Advisors

An inception advisor was engaged during inception until the end of June. The International Programme Advisor (IPA) has been engaged from 28. June. The Municipal Advisor (MA) of Erkuhuleni started on 1. of September 2006. The National Advisor (NPA) and the MAs of Cape Town + Sedibeng are yet to be engaged. The general picture is that some administrations rely on this capacity to assist with procurements and with other services to make activities move ahead. The *solution* is to employ them as soon as possible.

Reg. 7: The Short Term Technical Assistance facility (STTA)

This short cut to technical assistance is available to all the partners of the UEM programme. It was discussed in Mageliesburg (3. Aug 2006). The guidelines have then been captured in the "Manual of the STTA". IDEAs and wishes of all partners have been discussed and are now on display in the "Catalogue of IDEAs". The catalogue provides reporting about the facility, showing the state and the scope of the ideas and of the facility as such. 2 projects are currently in procurement, 6 are in the pipeline and 18 ideas are presented for further consideration. Catalogue of IDEAs – 1. ed. 7. Nov. 2006

Reg. 8: Communication.

There is currently no comprehensive communication plan or strategy for the UEM Programme, and the communication of the programme is done by phone and email. In addition all partners have had one or more meetings with the IPA for information, planning, coordination and practicalities.

The *solutions* currently implemented

- Email and phone between partners and between the PSC Secretariat
- Meetings with the advisor
- A pamphlet of the UEM programme is available at the RDE since October 2006. A proposal for the establishment of a home page is on its way to the PSC (Oct 2006).
- The Cat. of IDEAs is a contribution
- Fliers and handouts
- The joint WS in Mageliesburg (1-3 Aug 2006) has by many partners been characterized as an eye opener.

Other *solutions* to be considered are the following wishes and ideas from partners:

- A proposal for an UEM web site with all basic info, news and access to all programme documents has been produced.
- Working groups with time and budgets to meet and communicate.
- A yearly workshop
- Other catalogue of IDEAS – i. e. to future core budgets
- A comprehensive communication strategy – or a set of guidelines and regular events to facilitate the communication between partners and between the programme and the rest of the world

Reg. 9: Collaborative activities

The programme's potentials for these are in principle obvious. The programme offers bottom-up budgeting procedures, technical assistance and communication channels between 10 partners from 3 spheres of government. At the PSC # 1 it was decided that a draft framework for enhancing and guiding coordination among cities will be produced. This is probably still relevant. At the WS in Mageliesburg several of such coordinated activities were touched upon, such as

- Knowledge sharing in all fields of administration
- Common EH courses for staff – alignment, synergies, less development costs
- Common approach to spatial and development planning

3 Status of outstanding issues and follow-up - of decisions made by the Programme Steering Committee

Issue	Decision (incl. timeframe agreed for follow-up)	Responsible	Status on follow-up
Communication	Home page to be established.	IPA, PSC	Draft plan is available for consideration
Collaborative activities	Draft framework for enhancing and guiding coordination among cities	CT and IPA (CA)	Draft to be provided for discussion at the next PSC.
Advisors	To be engaged to support the technical	Partners	IPA: Since 28 July EKU: Since Sep.

	management and developments, as informed by national departments, provincial departments and municipalities		NA: To be engaged CT: To be engaged SED: To be engaged
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List of Annexes

- 1** *Partner representatives (PSC) and contact details*
- 2** *Table: Overview of partners 6 month reporting*
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 - 15 WC: Implementation of Haz. Waste Management Plan
 - 16 WC: Development of 3 manuals on SDF
- 4** *Guidelines and Templates for STTA*
- 5** *Catalogue of IDEAs for STTA*
- 6** *PSC # 1 2006-04-26 Minutes*
- 7** *PSC # 2 2006-04-28 Minutes*
- 8** *Summary of Discussions - Induction Workshop
Denmark - South Africa U EMP, 1-3 August 2006*
- 9** *“Urban Environment Management Programme”
Booklet published by Danida, 2006*

List of Acronyms

AQMCC	Air Quality Monitoring and Climate Control
BP	Business Plan
CD	Chief Directorate
CT	Cape Town
DANIDA	Danish International Development Agency
DEAT	Department of Environment and Tourism
EMF	Environmental Management Framework
GP	Gauteng Province
IPA	International Programme Advisor
KZN	Kwa-Zulu-Natal (Province)
MA	Municipal; Advisor
NA	National Advisor
PSC	Programme Steering Committee
PWM	Pollution and Waste Management
SA	South Africa
SDF	Spatial Development Framework
STTA	Short Term Technical Assistance
UEMP	Urban Environment Management Programme
WC	Western Cape (Province)