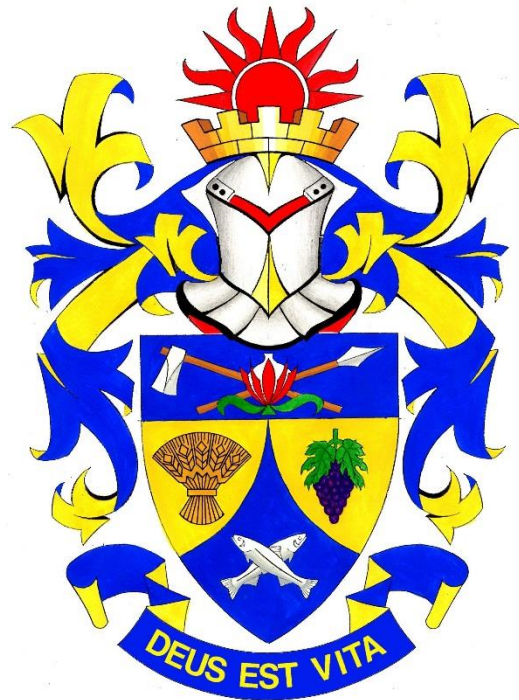


BERGRIVIER MUNICIPALITY



IMPLEMENTATION OF MUNICIPAL STAFF REGULATIONS: CHANGE MANAGEMENT STRATEGY

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COMMITTEE : MAYORAL COMMITTEE

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1. INTRODUCTION

While change can often be a good thing, it's something that many individuals are uncomfortable with, or even fear. To many employees, hearing of coming changes implies negative outcomes: the loss of a job; a new manager; a restructured team; layoffs; reduced pay or benefits.

Change management is a structured approach to transitioning individuals, teams, and organizations from a current state to a desired future state, to fulfill or implement a vision and strategy or to comply with new legislation. It is an organisational process aimed at empowering employees to accept and embrace changes in their current environment.

2. OBJECTIVES OF THE MUNICIPAL STAFF REGULATIONS

The Municipal Staff Regulations, Regulation No 890, promulgated in Government Gazette no. 45181 dated 20 September 2021, applies to all municipalities and all staff members (unless otherwise specified in these Regulations, these Regulations do not apply to Senior Managers appointed in terms of section 54A and section 56 of the Municipal Systems Act) of a municipality and is in operation from 1 July 2022.

Along with the regulations, implementation guidelines were also published (Government Gazette no. 45181 (R891) of 20 September 2021). These guidelines must be read together with and implemented in line with the relevant provisions of the Local Government: Municipal Staff Regulations.

The Regulations are organised into the chapters as outlined below:

- Chapter 1: Interpretation and application.
- Chapter 2: Staff establishment, job description and job evaluation.
- Chapter 3: Recruitment, selection and appointment of staff.
- Chapter 4: Performance management and development system.
- Chapter 5: Skills development.
- Chapter 6: Dispute resolution.
- Chapter 7: Disciplinary code and procedures.
- Chapter 8: Remuneration related matters.
- Chapter 9: General (transitional arrangements, repeal and short title).

The objectives of the regulations are to:

- Create a career local public administration that is fair, efficient, effective and transparent;
- Create a development oriented local public administration governed by good human resource management and career development practices;
- Ensure an accountable local public administration that is responsive to the needs of local communities;
- Ensure that high standards of professional ethics are fostered within local government;
- Strengthen the capacity of municipalities to perform their functions through recruitment and appointment of suitably qualified and competent persons; and
- Establish a coherent HR governance regime that will ensure adequate checks and balances, including enforcement of compliance with the legislation.

3. IDENTIFICATION OF STAKEHOLDERS

The following list of stakeholders were identified:

- Council
- Municipal Manager & Directors
- Human Resources
- Unions

4. ROLES AND RESPONSIBILITIES OF STAKEHOLDERS

4.1 Council

- The overall responsibility and authority for the implementation of the Municipal Staff Regulations.

4.2 Municipal Manager & Directors

- Ensure that the Municipal Staff Regulations is implemented.
- Ensure funding (subject to the approval of the budget), resolves issues and scope changes.
- Approval of major deliverables and provides high-level direction.
- A clear vision (linked to the vision of the municipality), identified goals and measurable outcomes for the change initiative.
- Monitor and review the execution of the process.
- Change the conversation and translate the case for change in ways that are relevant to their employees.
- Influence their employees to align their behaviours with the goals of the project or organization.
- Prioritising work so employees know what to focus on at this time.

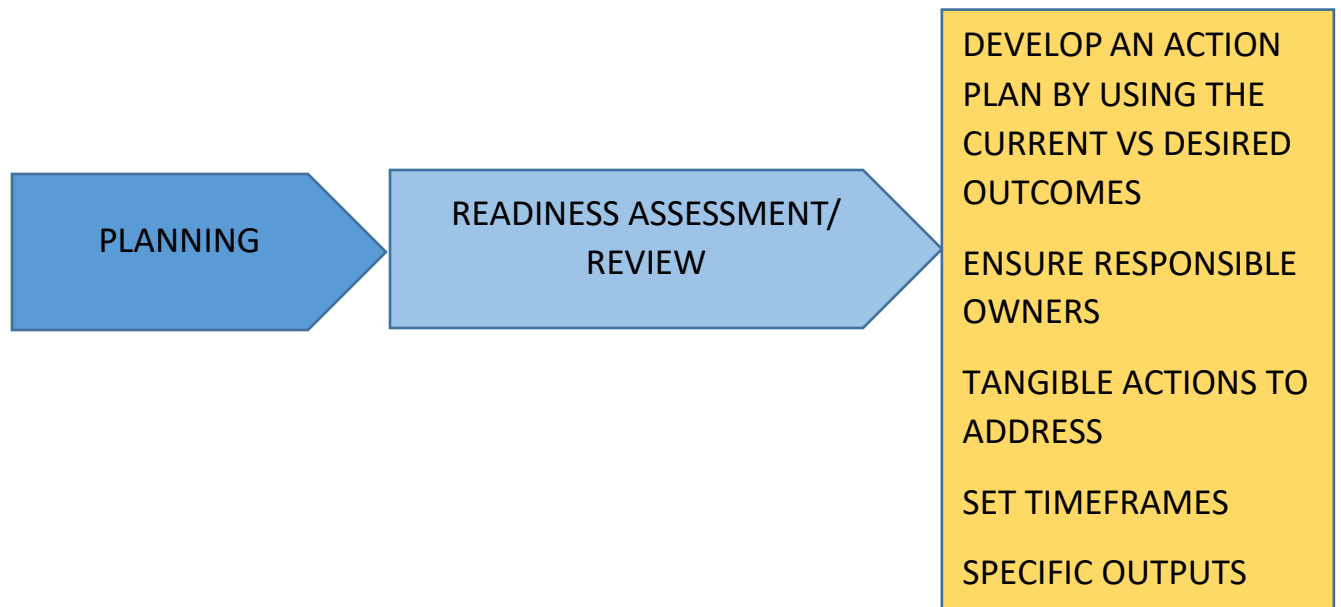
4.3 Manager Human Resource Services (Champion)

- Has the overall day-to-day authority and drives the process to affect the change.
- Provides information about the issues and challenges.
- Engages and involves the right people on the ground.
- Give guidance and advise throughout the change initiative.
- May act in a number of roles – data gatherer, educator, advisor, facilitator or coach.

4.4 Unions

It is critical that they are involved in the process and understand how the change initiative will impact on the current state of the employees.

5. WHERE TO START



5.1 Readiness assessment

Bergivier Municipality appointed IGNITE Advisory Services to do a readiness assessment for the implementation of the Municipal Staffing Regulations during February 2022 and was presented to a Formal Directors Meeting on 14 March 2022.

The objective of the readiness assessment was to provide a high level overview of Bergivier Municipality's readiness to ensure full implementation and compliance to the Regulation. The assessment provides the basis for the capacity development support and change management approach to ensure efficient and effective implementation of the Regulation in Bergivier Municipality.

5.2 Status quo and actions to address

The following diagram and sections depict the current status as assessed from the assessment:

FOCUS AREA	ACTION	STATUS
The Regulation	Awareness campaign	
	GAP analysis	
	Human resource strategy	
Strategic focus	IDP Alignment	
	5-Year scorecard	
Policies and SOP's for the implementation of each policy	Performance Management policy framework	
	Recruitment & selection policy	
	Succession planning policy	
	Talent management and retention policy / framework	
	Training, development & education policy	
	TASK job evaluation policy	
	Induction policy	
	Acting policy	
	Exit procedure policy	
	Mentoring and coaching policy	
	Probation policy (incl questionnaire to assess competencies)	
	Reward & recognition policy	
	POE and POE maintenance policy	
	Change management policy	
Chapter 2 Staff Establishment, Job Descriptions and Job Evaluations	Organisational design metrics	
	Review of staff establishment	
	Review job descriptions to include KRA's and competencies	
	Employment equity	
	Standard documents	
Chapter 3 Recruitment, Selection and Appointment of Staff	Skills audit	
	Selection panels	
	Roles and responsibilities	
	Vetting & assessment	
	Recruitment processes	
	Critical and scarce skills	
	Probation period reviews	
Filling of vacant posts strategy		
Chapter 4 -Performance Management Development	Performance calendar	
	PMDS policy framework	
	Roles and responsibilities	
	PMDS implementation plan	
	Moderation committees	
	Capacity building to implement and manage performance	
	Training in PMDS	
	KPI's for all staff members	
	Performance plans for all staff members	
	Staff mentors	
	Implement PMDS software	
Assessment and moderation training		
Chapter 5 -Skills Development	Skills audit	
	Skills development principles	
	Roles and responsibilities	
	Personal development plans	
	Skills development KPI for all managers	
	Workplace skills plan	
Workplace skills plan review training		

5.3 Implementation plan

An implementation plan was developed and presented to the Formal Directors Meeting on 14 March 2022 and to the Mayoral Committee on 26 April 2022.

The plan will be updated monthly and submitted to the Corporate Services Committee and with feedback to the Formal Directors Meeting for monitoring purposes, until full implementation of the staff regulations is completed.

6. STEPS IN THE CHANGE MANAGEMENT PROCESS

Change can be scary, but it's also where incredible growth happens. From senior management to each individual employee, organizational change affects everyone at the municipality.

Support is ideal, but employees that don't see or agree with the benefits of the change may not be able to lend their honest support. These employees are often asked to "embrace" the change at least. Embracing change means accepting the fact that things will be changing regardless of how you feel about it. In other words, the change is inevitable even when you don't find it desirable.

6.1 Be transparent as possible

One of the tricky parts about organizational change is that it will often arrive in phases or will involve a level of confidentiality on the part of the management team or certain individuals. However, especially when the change will be a major one, it's helpful to be as transparent as possible with your employees - even if you can't give them all of the details, being upfront about the pieces you can share (and clearly explaining their impact) will go a long way towards helping your staff feel more comfortable.

Bergrivier Municipality acknowledge the need for transparency in successful organisational change processes and undertake to have all discussions regarding the implementation in an open agenda and with all relevant role players present and able to contribute effectively.

6.2 Tell the truth

This is an easy rule to follow when the change in question is positive; when the change is in response to challenging circumstances or will result in short-term negative outcomes, this becomes trickier. However, being honest with your staff to the extent that you're able to, is usually the best route: sugarcoating, presenting things in an overly optimistic way, and promising unrealistic outcomes will just make your staff suspicious and distrustful of your motives. While it's important, as a manager, to present an optimistic front to your team, do so in a way that acknowledges potential challenges and drawbacks.

In Bergrivier Municipality one of our core values is that we are always honest in all circumstances. Bergrivier Municipality acknowledge the value of honesty in a change process and will live up to our core value of honesty at all times in implementing the Staff Regulations.

6.3 Invite participation

Although this won't always be possible, giving employees the opportunity to participate in, or give feedback on decisions, can be a really positive strategy. Employees will be grateful for the chance to make their voices heard and it can also be a great way to get different perspectives and understand impacts you might not have thought of otherwise.

Bergrivier Municipality has a core value of belonging and all staff and Councilors being part of Bergrivier Municipality. We value the inputs of all role players in the process and truly believe that we are better together.

6.4 Don't expect to implement change overnight

A longer, more strategic rollout is almost always the best option, rather than a hasty shift in direction. Not only will you give your employees a chance to adjust to the change, but you'll be also able to answer questions and address any issues well in advance of the change going into place. Additionally, people are generally slow to adopt new habits, so this will give your staff a chance to familiarize themselves with the new way of doing things and gradually phase out old practices in a more natural way.

Although COGTA did not allow for a longer implementation period, we will implement the new Staff Regulations as fast and effective as possible.

6.5 Demonstrate strong leadership

All levels of management right through the organization are encouraged to do the following to assist the change process:

- inspire your team;
- demonstrate strategic thinking;
- be open-minded and flexible; and
- show your team that they can depend on you to have their best interests at heart.

A strong leader can help their team whether the storms of change with confidence and clear-sightedness, no matter how challenging they might be.

7. ACTIONS TO ADDRESS

7.1. Organogram and Job Descriptions

The Municipality has an approved organogram (2017) but recognises the gaps as stated by the legislation. Subsequently the Municipality appointed a service provider to conduct the review of the organogram and job descriptions. All the stakeholders will be involved in the process.

7.2. Human Resource Strategy

The municipality currently do not have a Human Resource Strategy in place. In terms the Regulation the Municipality must develop a Human Resources Strategy that must be aligned to the IDP, Budget, SDF, EE plan and WSP.

The Manager: Human Resource Services will develop a HR strategy and submit to the relevant stakeholders for consultation and approval.

7.3. Recruitment and Selection

The Municipality has an approved Recruitment and Selection Policy in place. The policy and current forms will be revised according to the Regulation and the prescribed forms will be implemented.

The Manager: Human Resource Services will revise the policy and submit to the relevant stakeholders for consultation and approval.

7.4. Employment Equity Plan

The EEP has been approved (01/10/2019) and is applicable till 30 September 2024.

7.4. Policies

Below table indicates the specific policies, the status quo and actions to address:

HR Policy	Current Status	Action to Address	Responsible person
Induction Policy	None	Develop an Induction Policy	Manager Human Resource Services
Exit Management	None – the Municipality has a program in place	Develop an Exit Management Policy	Manager Human Resource Services
Succession Policy	None	Develop a Succession Policy	Manager Human Resource Services
Scares Skills Policy	Yes – Approved 2009	The Policy is outdated. The policy must be reviewed according to the regulation.	Manager Human Resource Services
Acting and Additional Services Rendered Policy	Yes – Approved 2019	The Policy is outdated. The policy must be reviewed according to the regulation.	Manager Human Resource Services
Probation Policy	No	Develop a Probation Policy	Manager Human Resource Services

HR Policy	Current Status	Action to Address	Responsible person
Promotion Policy	No	Reference will be made to promotions, secondments and transfer of staff in the review of the Recruitment and Selection Policy.	Manager Human Resource Services
Employee Bursary and Study Assistance Policy	Yes – 2021	No review required	
Workplace Skills Plan	Yes – 2021	The Skills Audit as prescribed by the Regulation will commence and be concluded in the 2022/2023 financial year	Manager Human Resource Services
Mentoring and Coaching	No	Develop a Mentoring and Coaching Policy according to the Regulations.	Manager Human Resource Services
Talent Management Policy	No	Develop a Talent Management Policy	Manager Human Resource Services
Rewards and Recognition Policy	No	This will form part of the review of the Performance Management Policy. Section 40 provides the details in regard to the rewards and recognition that may be rewarded. The Municipality must take note of Section 40: <ul style="list-style-type: none"> • (1)(a) is at the discretion of the municipality • (2) A Municipality may not spend more than 1.5% of its annual salary and wage bill for staff performance rewards 	Manager Strategic Services
Portfolio of Evidence (POE) Policy	No	Develop a Portfolio of Evidence (POE) Policy	Manager Strategic Services
Performance Management Policy	Yes – 2017	The policy must be reviewed according to the regulation.	Manager Strategic Services

7.5. Performance Management

The Municipality does have an approved 5-year IDP. A Performance Management Framework is in place (2017), but must be reviewed. The Performance Management and development System is currently in place at the Municipality and has been downscaled and implemented to Level T12.

The Municipality must amend and review the Performance Management Framework to ensure compliance to the Regulation.

The Manager: Strategic Services will revise the policy and submit to the relevant stakeholders for consultation and approval.

7.6. Personal Development Plans (PDP's)

7.6.1 Every employee must have a personal development plan that sets out the strategies to-

7.6.1.1 address the employee's development needs and specific skills to be developed for their current roles arising from the skills audit, as well as the learning interventions required to build these skills; and

7.6.1.2 develop new skills and provide exposure to new areas of work, which are aligned to the municipality's strategic objectives.

7.6.2 The personal development plan must consider the skills audit and the requirements of the performance management system.

7.6.2 An employee may only undergo training that is –

7.6.3.1 contained in personal development plan; or

7.6.3.2 approved by the municipal manager or his or her delegate.

These plans will be drafted after the skills audit is concluded.

7.7. Skills Development

A full skills audit was concluded in 2021, however, the skills audit was prior to the promulgation of these Regulations. A full skills audit will be conducted in the 2022/23 financial year in order to comply to the Regulation. There must be alignment between the Skills Audit and the Workplace Skills Plan and therefore this plan will have to be reviewed after the Skills Audit has been finalized.

7.8 Training

All staff members, including management, must be capacitated through training where applicable:

- what the performance management process entails;
- why the municipality uses the PMDS process;
- how the PMDS works, including the phases, purpose of linkage with the competency framework and how performance of competencies is measured;
- the expectation from a staff member in a specific role; and
- when performance will be evaluated and reviewed.

Further training must be provided to the following committees:

- Departmental Performance Moderation Committees; and
- Municipal Performance Moderation Committee

Training should also be provided to supervisors or any staff member with direct reportees on performance coaching processes, mentoring and coaching in terms of PDP's and skills development. Furthermore, training must be provided to ensure that the evaluation of performance of a staff member or team is fully and effectively understood.

Any other training identified during the process will be dealt with.

8. RESISTANCE MANAGEMENT

It's unrealistic to expect that every employee will be 100% on board with every change. There will likely be some form of disgruntlement, disagreement or even outright resistance.

Resistance to change is the reluctance of adapting to change when it is presented. Employees can be either overt or covert about their unwillingness to adapt to organizational changes. This can range from expressing their resistance publicly to unknowingly resisting change through their language or general actions.

While there can be an endless number of reasons why an employee is resistant to organizational change, here are the five most common reasons:

- Mistrust and lack of confidence
- Emotional responses
- Fear of failure
- Poor communication
- Unrealistic timelines

Change management is a structured approach to transitioning individuals, teams, and organizations from a current state to a desired future state, to fulfill or implement a vision and strategy. It is an organisational process aimed at empowering employees to accept and embrace changes in their current environment.

The regulation must be implemented and the change caused is inevitable. Any incidents of resistance to change will be dealt with during to process and will involve the relevant stakeholders.

9. COMMUNICATION

Communication during the process must be based on the following:

- Communicate consistently, frequently, and through multiple channels.
- Communicate all that is known about the changes, as quickly as the information is available.
- Provide significant amounts of time for people to ask questions, request clarification, and provide input. People must feel involved in the change. Involvement creates commitment—nothing else is as significant during a change process.

- Clearly communicate objectives of the change management effort. Help people to understand how these changes will affect them personally.
- Communicate the reasons for the changes in such a way that people understand the context, the purpose, and the need.
- Provide answers to questions only if you know the answer. It is much better to say you don't know and that you will try to find out.
- Avoid defensiveness, excuse-making, and answers that are given too quickly. Act with thoughtfulness.
- Communication should be proactive.

Communication during the process of the implementation of the regulations will be done through the following channels:

- E-mails/Newsletters
- Departmental meetings
- Directors' meetings
- Local Labour Forum meetings
- Corporate Services Committee meetings
- Mayoral Committee meetings

10. MONITOR AND MEASURE

Once the change process is in motion, it's important to maintain consistent oversight over implementation and rollout to ensure that things go smoothly and that you'll ultimately be successful. Keep a close eye on potential problems and address any issues in a timely manner. Continually touch base with key stakeholders to gauge their perceptions and get any relevant feedback.

In Bergrivier Municipality the monitoring, oversight and measurement of successful implementation will be done through:

- 8.1 The formulation of KPI's in the TL-SDBIP and Departmental SDBIP of all relevant role players responsible for the implementation thereof.
- 8.2 A monthly report to Formal Director's Meeting and to the Standing Committee for Corporate Services indicating the progress made with the implementation plan.
- 8.3 Ensure that the relevant stakeholders is consulted during the process;

- 8.4 Ensure, that during meetings with staff, the relevance and importance of the Municipal Staff Regulations is communicated;
- 8.5 Implementation of the regulations will be done over a longer period of time to ensure that it is done thoroughly and to allow time for transition; and
- 8.6 Provide continuous motivation throughout the change process.