



MOGALE CITY LOCAL MUNICIPALITY

**DRAFT ORGANISATIONAL  
CHANGE MANAGEMENT  
POLICY  
2026 -2027**

DRAFT

## DOCUMENT MANAGEMENT

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## 1. EXECUTIVE STATEMENT

The municipality operates in the VUKA world, and "Change Management" is a widely used term in the world of work today. It specifically relates to the Human Capital profession, known as the enablers and catalysts of change. However, a common understanding and methodology for this term is not always present. While change initiatives should ideally be led by the highest leadership level in a municipality, the Human Capital unit often acts as the driving force behind change.

Despite numerous theories and examples of Change Management, varying interpretations and approaches can be confusing, leading Municipal Human Capital Practitioners to seek consultants' help for implementing change management initiatives. Ideally, Change Management should be ingrained within Human Capital practices and the broader municipal institution.

## 2. ACRONYMS AND MEANINGS

### 2.1 Acronyms

ACRONYM	MEANING
CA	Change Agents
CM	Change Manager
CMP	Change Management Plan
CS	Change Story
CSS	Corporate Support Services
MCLM	Mogale City Local Municipality
MM	Municipal Manager
MSA	Municipal Systems Act
MSR	Municipal Staff Regulations
OCM	Organisational Change Management
ODDF	Organisational development & design Framework
SDBIP	Service Delivery and Budget Implementation Plan

## 2.2 Definitions

For the OCM policy, the following definitions apply:

TERM	DEFINITIONS
Employee	It means any person other than an independent contractor who - (a) who works for another person or for the State and who receives, or is entitled to receive, any remuneration, and (b) in any manner assists in carrying on or conducting the business of an employer.
Employer	Refers to the Mogale City Local Municipality
Senior Managers	Executive Directors, Chief Financial Officer, Chief Audit Executive
Immediate Supervisor/ Supervisor	Include Senior Managers, Managers, Assistant Managers and Supervisors
Management	Management means the Municipal Manager, Executive Directors, Managers, Assistant Managers
Trade Union(s)	Means either IMATU and/ or SAMWU  or A Trade Union with organizational rights in terms of the Labour Relations Act (Act 66 of 1995)

NB: The following words shall be used interchangeably in this policy:

1. MCLM and Municipality
2. Employee and Staff Member
3. Change manager and Human capital Manager
4. Change agents and champions or change enablers

## 3. INTRODUCTION

The Change Management Policy is the policy that involves external and uncontrollable factors that influence an organisation's decision-making, and affects its performance and strategies. These factors include the economic factors, demographics, legal, political and social conditions, technological changes and natural forces.

The OCM policy provides guidance as a response to change, a complex educational strategy intended to change beliefs, attitudes, values and structure of organisations so that they can better adapt to new technologies, markets and challenges, and the dizzying rate of change itself.

It is vital that for any small and major changes that the municipality undergoes that may affect the productivity of employees, the municipality must have a change management strategy. The change management plan must be underpinned by a set of principles to help shape the delivery of change management activities within the project.

### 3.1 Rationale and Objectives of the OCM Policy

The objectives of the Organisational Change Management are as follows:

- (a) Handle the significant number of change initiatives that need to be implemented efficiently
- (b) Address leadership responsibilities crucial for change management and success implementation
- (c) Establish consistency and efficiency in the approach to change
- (d) Initiate the alignment of organizational practices with organizational values.
- (e) Build the necessary internal capabilities to navigate change effectively
- (i) Enhance and strengthen service delivery processes

### 3.2 Legislative Frameworks

As outlined in Section 40 of the Municipal Systems Act of 2000, local government must establish mechanisms to monitor and review its policies so as to measure, monitor, review, evaluate and improve performance at organisational, departmental and employee levels.

Section 34 of the MSA furthermore point out that the Integrated Development Plan (IDP) must be reviewed on an annual basis and that during the IDP Review process, the Key Performance Areas (KPA's), Key Performance Indicators (KPI's) and Performance Targets are reviewed. The development of policies must be informed by the following legislations and policy:

- i. The Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996)
- ii. The White Paper on Transforming Public Service Delivery (Batho-Pele) (1997).
- iii. DPLG Performance Management Guidelines ,2001
- iv. The Municipal Systems Act, 2000 (Act 32 of 2000) as Amended.
- v. Municipal Planning and Performance Management Regulations (2001).
- vi. Municipal Finance Management Act,2003 (Act 56 of 2003)
- vii. Municipal Performance Regulations for Municipal Managers and Managers directly accountable to the Municipal manager (2006).
- viii. Local Government: Regulations on Appointment and Conditions of Employment of Senior Managers (2014).
- ix. Local Government: Municipal Staff Regulation 20, September 2021
- x. Labour Relations Act (Act No. 66 of 1995): Code of Good Practice
- xi. Basic Conditions of Employment Act, 1997 (Act No. 75 of 1997)
- xii. Employment Equity Act, 1998 (Act No. 55 of 1998)
- xiii. The Skills Development Amendment Act (Act 31 of 2003)
- xiv. Promotion of Access to Information Act (Act 2 of 2000)
- xv. The Local Government: Municipal Structures Act, No. 117 of 1998 as Amended.
- xvi. Public Administration Management Act, No. 11 of 2014

#### 3.2.1 Links to other Documents, Policies, Strategies and/ or Operating Frameworks

The Organisational change management policy must, where reasonably practicable, link to:

- i. The municipality's strategic objectives, Integrated Development Plan and the SDBIP of the relevant municipal department; and
- ii. The Senior Manager's performance plan and the performance plans of the staff members within that Senior Manager's Department.
- iii. Organisational Development Framework of 2017
- iv. Change management plan
- v. Skills Development Plan
- vi. Performance management plan
- vii. Human resources management plan

In addition to the above, the Organisational Change Management policy shall be integrated with other human resource policies and practices contemplated in Section 67 of the MSA as well as any other organizational development initiatives of the Municipality.

#### 4 SCOPE AND APPLICABILITY

The Organisational Change Management policy applies to all employees of MCLM excluding an employee:

- (a) appointed on a fixed term contract with a duration of less than 12 months.
- (b) serving notice:
  - I. of termination of his or her contract of employment; or
  - II. to retire on reaching the statutory retirement age.
- (c) appointed on an internship or learnership programme or participating in the National Public Works Programme or any similar scheme.
- (d) appointed in terms of sections 54A and 56 of the MSA.

#### 5 KEY PRINCIPLES

MCLM shall realize the objectives of creating a performance culture working environments for all employees, by interpreting and implementing the OCM Policy in accordance with the following key principles:

- 5.1 Maximise and enable the involvement of employees in the implementation of change initiatives:** It is important to identify key stakeholders upfront to facilitate their involvement in and support for the change process
- 5.2 Minimise resistance to change:** The change management plan seeks to minimise resistance to change through extensive people involvement and communication
- 5.3 Minimise the level of disruption to service delivery:** Change management interventions will be implemented in a manner that will not compromise the delivery of services, and considers integration with other initiatives.
- 5.4 Create the capacity needed to effect change:** The change management plan seeks to create change management capacity through the creation of change structures across municipalities' business units. The various change management structures will be

equipped with the necessary competencies and tools they require to manage the change

- 5.5 Build executive sponsorship for change:** The change management plan seeks to build sponsorship capacity as well as sustain it throughout the implementation of key change interventions.
- 5.6 Build two-way communication:** Feedback channels will be established to ensure that there is a two-way communication. This will provide employees with a platform to raise issues and concerns on a continuous basis.
- 5.6 Continuous management of change:** “successful organisations link the present and future together through rhythmic, time- paced transition processes “(Shona & Brown, 2005)
- 5.7 Monitoring and improvement of change:** The powerful public management tool that can be used to improve the way government and organisations achieve results. This will provide government overview on the financial, human resource and performance (DPSA Model).

## 5 ROLES AND RESPONSIBILITIES

The implementation of the OCM Policy is the responsibility of the Human Capital Management Division in conjunction with Executive Directors, Managers and Assistant Managers.

DIVISION/ DESIGNATION	RESPONSIBILITY
Council	a) Approve the OCM Policy b) Must establish a Municipal Change Management Committee
Municipal Manager	a) Must establish Departmental Change Agents
MCLM Management	a) Must ensure consistent implementation of the OCM Policy.
Human Capital Management	a) Monitor, evaluate and ensure the correct implementation of the OCM Policy. b) Is responsible for overseeing and implementing all OCM policy, procedure, processes, and practices, and ensure integration with legislative requirements. c) Ensure that the OCM Policy complies with the Council resolutions and applicable legislation. d) Provide guidance on the management of the exceptions to this policy.
Employees	All employees: a) are responsible for complying/ adhering to the approved OCM Policy. b) must be committed to serving the public and to a collective sense of responsibility for performance in terms of standards and targets. c) must participate in the overall performance management system of the municipality, as well as the employees' individual performance evaluation and reward system to maximize the ability of the municipality to achieve its objectives.
Departmental Change management champions or enablers agents	a) A "trigger" or driver of change pertains to a decision, either originating internally or externally, that has the potential to bring about change b) To comprehend change fully, it is essential to identify the sources driving the change.

DIVISION/ DESIGNATION	RESPONSIBILITY
	<p>Understanding these change drivers helps in determining the type of change we are dealing with. This is crucial because any internal misalignment or miscommunication about the scope or necessity of change can complicate the process of executing the change for all parties involved. Anderson and Anderson (2001) have identified the primary drivers of change, beginning with external forces and then shifting to internal forces.</p> <p>c) External drivers are more familiar to leaders and are often the first factors considered when determining the underlying cause and impact of the change. They can include the need to</p> <p>d) adapt to changing stakeholder needs/demands or align internal systems for streamlining and</p> <p>e) improved internal flow of information. On the other hand, internal drivers are harder to identify and express, but neglecting them could jeopardize the project's success. Balancing attention to both internal and external drivers is crucial for achieving success, as an excessive focus on one can lead to challenges.</p> <p>f) In most projects, there will be an external driver that initiates the need for change, and it frequently triggers internal drivers as well.</p>

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## 6 CHANGE MANAGEMENT MODEL

The change management models that are recommended in this framework are the following:

- Kotter's 8 Step Change Model.
- Lewins' Change Management Model.
- Adkar Change Management Model; and
- Browne's six step Model.

### Model Type Model Description

#### Kotter Model

Kotter's model is made up of eight-stage change management process which are illustrated below:

##### 1. Establishing a Sense of Urgency

- Examine the market and competitive realities.
- Identify and discuss crises, potential crises or major opportunities

##### 2. Create the Guiding Coalition

- Assemble a group with power to lead change
- Get the group to work together like a team

### 3. Developing a Vision and Strategy

- Create a vision to help direct the change effort
- Develop strategies for achieving the vision

### 4. Communicating the Change Vision

- Have a guiding coalition role model set the behaviour expected of Employees
- Use every possible vehicle to constantly communicate the new vision and strategies

### 5. Empowering Broad-Based Action

- Alter systems or structures that undermine the change vision
- Encourage risk taking and non-traditional ideas, activities and actions
- Remove obstacles

### 6. Create Short-Term Wins

- Plan for visible improvements in performance, or “wins”
- Create those wins
- Visibly recognise and reward people who made the wins possible

### 7. Consolidating Gains and Producing More Change

- Hire, promote and develop people who can implement the change Vision
- Reinvigorate the process with new projects, themes and change agents
- Use increased credibility to change all systems, structures and policies that do not fit together and not fit the transformation vision

### 8. Anchoring New Approaches in the Culture

Articulate the connections between new behaviours and organisational success

- Create better performance through customer- and productivity-oriented behaviour, better leadership and more effective management
- Develop means to ensure leadership development and succession

### Lewin Model

Traditional ways of thinking about change have their roots in Lewin's three-stage change model of “unfreezing,” “change” and “freezing.” According to this model, an organisation:

- Prepares for change
- Implements change
- Strives to regain stability

In today's more turbulent, flexible and uncertain organisational and environmental

conditions, Lewin's model is becoming less appropriate. Organisations increasingly recognise change as a continuous process rather than as a project event, with a clearly defined beginning or end.

**Commented [LF2]:** Remember in a policy, it is about the Dos and Don'ts. Do not talk about what does a theorist says, tell us what each department needs to do, otherwise SMT will say this is a textbook exercise

### ADKAR Model

ADKAR was developed by Prosci Research after studying the patterns of change of more than 700 organisations. ADKAR represents the five goals of change that must be achieved for the change to be a success. ADKAR is the most effective tool for managing change at an individual level and guides activities at an organisational level (Prosci Change Management Institute).

Effective management of the people dimension of change requires managing five key phases that form the basis of the ADKAR model:

- Awareness of the need to change
- Desire to participate and support the change
- Knowledge of how to change
- Ability to implement the change on a day-to-day basis
- Reinforcement to keep the change in place

### Browne Model

Browne Model is made of six steps to manage change management:

- Establishment a clear direction – compelling a sense of urgency
- Clear ownership and leadership
- Communicate the case for change early and often
- Create and maintain a workable change plan
- Empower broad – based action maintains and measure progress
- Anchor new approaches

#### 6.1.1 PRIMARY REASONS FOR APPLYING CHANGE MANAGEMENT

The implementation of change management programs includes and are not limited to:

- Increasing probability of project success.
- Managing employee resistance to change; and
- Building change competency into the organisation.

In a municipal environment, stakeholders include the community, councillors, members of mayoral committee, senior management, managers, employees and organised labour, provincial and national departments. Therefore, it is important that they are informed, involved and consulted on change process. As briefly defined below:

#### **Stakeholder Consultation In a Change Process**

**Inform** To provide information that will assist in understanding the problem, alternatives, opportunities and solution

**Consult** To obtain stakeholder feedback on analysis, alternatives, and decisions

**Involve** working directly with stakeholder throughout the process

**Collaborate** To partner with the stakeholder in each aspect of decision including the development of alternatives and identification

**Empower** To place final decision making in the hands of the stakeholder

#### **6.1.2 The Different Types of Change**

Not all changes are the same. Once you have identified the factors driving your change, you can determine the type of change your municipality needs. The three most common types are as follows:

- 1. Developmental Change: This type of change is relatively easier to manage as it focuses on improving the current state. It involves making incremental improvements.
- 2. Transitional Change: Transitional change entails moving from the current state to a new state to address a clearly identified problem. When the desired end state is well-defined before starting the process, the change is considered transitional. However, even with a clear end point in mind, one must consider the necessary behavioral and mindset shifts.
- 3. Transformational Change: This type of change is driven by a need for survival. In a transformational change, the end state is unknown at the beginning of the process. Managing transformational change is challenging and requires significant mindset shifts. Though harder to achieve, when survival is at stake, change becomes the only option.

### 6.1.3 CHANGE MANAGEMENT STRATEGY

The following are critical measurements areas for this perspective:

The following factors are critical in a change management strategy:

- Impact assessment by group
- Risk assessment:
  - Determine the level (i.e. medium, high, low) of risk on organisational attributes (change resistance and change readiness) vs change characteristics (small/ incremental/ large/ disruptive);
  - Identify unique risks and challenges;
  - Potential consequences to the municipality if change is poorly managed.
- Team structure: The team structure should include but not limited to the project sponsor, project manager, change managers, change agents, etc. All roles and responsibilities in the team structure needs to be clarified. Anticipated points of resistance: Where do you expect to encounter resistance and why?

### 6.1.4 ORGANISATIONAL CHANGE STRATEGIES

The organisational change strategies can be defined as follows

- Agreement on a common vision for change.
- Strong executive leadership to communicate the vision and sell the business case for change.
- Strategy for educating employees about how their day-to-day work will change.
- Concrete plan on measuring whether the change is successful or unsuccessful; and
- Lastly, rewards on both monetary and social that encourage individuals and groups to take ownership for their new roles and responsibilities

## 7 POLICY CONTENT

### 7.1 Organisational Change Management Phases

Thus, change management is implemented through a process involving five phases, namely(a) Preparation Phase, (b) Mobilisation Phase, (c) Transition Phase (d) Consolidation Phase (e) Stabilisation Phase. In each of these phases, there are clearly articulated purpose of each phase and the desired outcomes from both a project perspective and change management perspective

#### **PREPARATION PHASE**

The Preparation Phase involves the purposeful investigation of opportunities and or organisation

wide problems using one or more improvement methodologies.

- Identify an opportunity
- Investigate alternative
- Select the alternative case for change
- New Strategy, Vision and Mission
- Organisational structure review
- Job description and Job evaluation
- For a developmental change (e.g., new policy or procedure), the Municipal Manager can sign off on the straightforward and simple Change Implementation Plan.
- For a transitional change (e.g., Implementation of the Individual Performance Management System, Financial Recovery Plan, Implementation of a revised Staff Establishment), formulate and sign off on a Change/ Transition Implementation Plan by the Municipal Council. (Consult the Municipal Systems Act). Establish a formal Steering Committee for proper record-keeping and governance during the change implementation.
- Involve the Local Labour Forum (LLF) in a consultative capacity during the change implementation process in all instances.
- Formalize the Appointment of the Change Champion, Change Manager, and Change Agents through the Steering Committee Chairperson.

#### **MOBILISATION PHASE**

The mobilisation phase involves mobilising and getting everyone in the organisation ready to implement change as well as creating cohesion and buy-in from officials

- Scarce & critical skills and selection criteria
- Consult stakeholders and communicate change session
- Inputs on employee's mitigation

In addition, the following outcomes are important during the mobilisation phase is:

- Keep officials and all interested parties informed about progress on the implementation of the project.
- Create an open forum where officials can raise their concerns and make suggestions.
- Promote understanding amongst officials on the processes that will be followed to implement the project; and
- Promote a culture of cooperation among all stakeholders involved or affected in/by the project

#### **TRANSITION PHASE**

As the name suggests the transition phase is about transitioning the organisation into the new way of doing thing. It is about implementing the actual change itself. Within the context of Institutional Review, it involves the roll out of the new organisation structures

- Job advertisement, new positions and vacant positions
- Matched reasonable placing
- Selection, Recruitment and placement

The desired outcomes for the transition phase are listed below:

- Recruitment into new and vacant positions.
- Classification and matching.
- Officials are placed into new organisational structures:
- Departments have held placement discussions with all each employee; and
- Proactive employee wellness support to all officials with special attention to vulnerable ones (i.e. officials that are adversely affected by implementation of the new structures

#### **CONSOLIDATION PHASE**

The implementation of big initiatives often involves handling large number of positions and

officials' placement into positions on the organisational structures. Due to the sheer numbers involved, errors might occur in that some officials might be incorrectly placed. The consolidation phase gives officials, organised labour and all interested parties to ensure that these errors are corrected.

- Discontinue old structure in pay day
- All new and current employees correctly placed
- Employees appeals corrections and
- Final communication

Thus, the Consolidation Phase seeks to ensure that all officials are correctly placed on the new organisation structures. The key or desired outcomes from this phase are that:

- Officials are given the opportunity to appeal if they believe they are incorrectly placed or we're not given full opportunities for placement.
- HR Admin and OD & D have implemented measures to clean out the org structure placement.
- Systems are optimised and enabled for Workforce Planning Analytics and Metrics and various other measures to stabilise the organisation.

### **STABILISATION PHASE**

The last phase is stabilisation phase, which seeks to ensure that the full benefits of implementing the change is realised by embedding the new way of doing things.

- Training
- Team alignment
- Performance management and agreement
- Workforce analytical metrics
- Tracking
- Monitoring
- Reporting

It seeks to stabilise the organisation by embedding new behaviours, processes, structures and technology as well as the creation of organisation wide stability and alignment. Activities in this phase include training, strategic alignment of teams, remuneration fit, performance management as well as implementation of workforce analytics and various people management metrics.

#### **Stabilisation Phase: Training**

The desired outcomes in the Training and Development are the stabilisation of the organisation by ensuring officials across the complete organisation have the necessary skills to deliver on their new mandate. Actions in this regard include the following:

- Documented skills matrix repertoire and requirements.
- There are generic behavioural and leadership skill requirements per function per occupational level;
- Occupation specific technical skills requirements per job families.
- The training and development framework and plan.
- Skills gap analysis is completed for all officials; and
- Alignment of all course material with the new way

#### **Stabilisation Phase: Team Alignment**

The implementation of new organisation structures inevitably results in the formation of new teams across the whole organisation, some to a lesser and others to greater extent. team alignment seeks to form functional teams that work together in order to achieve the team's objectives. Desired actions and activities in this arena include the following:

- Develop employee value proposition approach and framework;
- Determine the state of wide employee value proposition;

- High performance culture resulting in opportunity for personal growth;
- Individual opportunities with structured career progression;
- Recognise and reward high performance;
- Set and agree targeted improvements with timeframes;
- Implement people alignment initiatives to align officials with new strategy, vision mission and values;
- Implement team alignment programmes for effective culture and alignment with Industrial Relations outcomes;

#### **Stabilisation Phase: Remuneration**

During the migration process, several officials were placed in various positions across the organisation, which had recently gone through the job evaluation process. It will be necessary to confirm officials are correctly remunerated. The desired outcomes in the arena include the following:

- Remuneration analysis internal vs external equity.
- Framework on strategic remuneration pitch and comp-ratios; and
- If anything, are performance bonus and other compensation measures aligned with strategic objectives. Remuneration analysis, establishment internal and external equity as well establishment of remuneration pitch and compa-ratios are important measures to sustain the roll out of new organisational structures.

#### **Stabilisation Phase: Workforce Analytics and Metrics**

To ensure EMM obtains fully value of Institutional Review, it is necessary that key people management metrics and analytics are developed to enable implementation of best people management practices. Whereas the people management analytics and metrics will be investigated and implemented following migration the following high-level metrics will most probably be considered:

Talent Retention.

- Performance.
- Recruitment Effectiveness.
- ROI of HR including Workforce Productivity.
- Compensation & Pay Equity; and
- Management span of control

The key with people management analytics and metrics is to ensure frequent monitoring of standardised dashboards to provide predictive people management intelligence

## **7.2 WAYS TO COMMUNICATE CHANGE**

7.2.1 Staff expectations, involvement behaviours and rewards need to be communicated through formal meetings.

- Change can be communicated through discussion forums, virtual meetings, newsletters and emails.
- Telling personal success stories.
- Workplace presentations.
- Avoiding one size fits all approach, by means of meeting with focused groups in the local government.
- Ensuring high employee participation in the employee group meetings; and
  - (a) Doing communication processes and information flow support with the desired change

- (b) specific performance standards, weightings for targets and performance indicators for measuring achievement of performance against set targets; and job specific competencies to be assessed in the performance cycle.

### 7.3 DRIVING FORCES FOR CHANGE

It is important that OD practitioners understand the driving forces of municipal change. Why local government changes is closely related to contexts in which the local government operates. The triggers of municipal changes are:

- Political drivers which include government/ ideologies, practices and systems;
- Economic drivers include taxation, interest rates and exchange rates;
- Socio- cultural drivers include the standards set by society at large;
- Technological drivers which include new of technology and new means of production;
- Legal drivers' organisational regulatory systems; and
- Environmental drivers, which include ethical and environmentally friendly ways of working

Therefore, worldwide organisational behaviour and development experience indicates that while change may be continuous within the context of environmental turbulence. People continue to resist it consciously and sub-consciously. Unless change is managed effectively, it may well fail, or deliver unexpected or undesirable outcomes.

### 7.4 CHANGE MANAGEMENT PLANS

#### 7.4.1 COMMUNICATION PLAN

The key message to be communicated, the intended audience, channel of communication, sender and time frames are crucial for the communication plan. These are the suggested ways of communicating change in the municipality

- Staff expectations, involvement behaviours and rewards need to be communicated through formal meetings.
- Change can be communicated through discussion forums, virtual meetings.
- Newsletters and emails.
- Telling personal success stories.
- Workplace presentations.
- Avoiding one size fits all approach, by means of meeting with focused groups in the municipality.
- Ensuring high employee participation in the employee group meetings; and

doing communication processes and information flow support with the desired change

## STAKEHOLDER ANALYSIS

A detailed stakeholder analysis needs to be conducted. The analysis should include everyone that is going to be directly or indirectly affected by the change.

## RESISTANCE MANAGEMENT PLAN

In any change initiative that is being introduced by any organisation, whether minor or major, one is expected and/or likely to encounter some form of resistance from employees and other stakeholders. It is therefore imperative that plans are put in place to avoid circumstances that can jeopardise the successful implementation of the change.

Engaging employees and other stakeholders that are likely to be affected by change initiative can mitigate the discontent and disillusionment that often follows change.

Below is the approach and key of engagement that can be used to gain commitment and counteract resistance during change:

**Inform Phase:** This phase creates the foundation for gaining employees commitment. Its consists of the following stages:

- **Contact** - The earliest moment when employees or stakeholders learn about the change.
- **Awareness** - Individual or stakeholders realize that change will take place
- **Understanding** - Employees demonstrate that they comprehend the nature and the rationale of the change and what is expected of them.

**Educate Phase:** Employees learn how change will directly affect them and their current routines. They can decide to accept or reject change. It is critical at this stage to communicate information that highlights the benefits of the change. The educate phase is composed of two commitment stages:

- **Positive Perception** - Employees develop a positive mentality toward the change.
- **Adoption** - Employees have been exposed to the change long enough to understand the worth and impact of the change on the organization

**Commit Phase:** Implementation occurs during this phase. Employees adjust to the change as it becomes part of their daily work. Two stages compose the commit phase:

- **Institutionalization** - The change proves durable and permanent and has been formally adopted into routine operations of the organization.
- **Internalization** - Employees are highly committed to the change because it aligns with their personal interests, goals, or value systems. Each phase of the above model represents a critical stage that presents the opportunity to gain or lose employee commitment to change. Without responding with appropriate information and support in each phase, organisations risk losing employee's acceptance of commitment to the change. This can result in employee disengagement, confusion, and other negative reactions, which can significantly affect ongoing business and the bottom line. The strategies for managing employee resistance to change vary from situation to situation and below are some the strategies that managers can utilise amongst their teams to enable them to respond positively to change:

## 7.5 TRAINING/ COACHING PLAN

- Managing change is difficult irrespective of the type of change occurring, whether it is a largescale change or a relatively small one. Surprisingly, even changes that are positive are difficult to manage because they also require employees to make changes and adjust their way of doing things in the workplace. Managers need to be trained and provided ongoing coaching on how to manage and positively implement and drive change initiatives and programmes in their respective

## 7.6 ORGANISATIONAL CULTURE AND BEHAVIOUR

Organisational behaviour refers to the field of study that investigates the impact of an individual, a group of people and the structure or human behaviour in an organisation; it is the study of both the group and individual's performance and activity within an organisation. Organisational culture can be viewed as an important concept in organisational psychology and social psychology: it reflects what is common, typical and general for the municipality. A system of shared assumptions, values and beliefs governs how people behave in organisations. Culture are therefore the unspoken assumptions a group holds as its world and how it works.

### 7.6.1 TOOLS OF CULTURE CHANGE

- 7.6.2 Planning change management activities
- 7.6.3 Diagnosing gaps
- 7.6.4 Developing corrective actions
- 7.6.5 Supporting managers and supervisors (Adkar Tools)

## 7.7 ORGANISATIONAL CULTURE PRINCIPLES

The principles mentioned here below are inculcating a culture that must prevail in all spheres of government. Each principle is briefly explained from top in a clockwise direction.

- **Consultation:** by conducting customer surveys, interviews with individual users, having a group consultation, holding meetings with consumer representative bodies. Consultation is one of the powerful tools that enriches and shapes government policies such as integrated development plans and it being implemented in local government sphere.
- **Service standards** reinforce the need for benchmarks in constantly measuring the extent to which citizens are satisfied with the service or production they receive from the departments. Plays a role in the development of service delivery improvement plans to ensure a better life for all South Africans.
- **Increasing access:** by providing a framework for making decisions about delivering public services to South Africans who do not have access to them. To also rectify inequalities in the distribution of existing services.
- **Ensuring courtesy** requires service providers to empathise with the citizens. The public service should be committed in continues, an honest and transparent communication with the

citizens and if it is applied properly, then the principle will surely help expose the negative perspective that the citizens have about the attitude of the public servants.

- **Providing information:** managers and employees should regularly seek to make information about the organisation and other service delivery.
- **Openness and transparency:** the public should know more about the way national, provincial and local government institutions operate on how well they utilise resources and how the consume and the person who is in charge. This then will give the public a platform in giving suggestions in improvement of service delivery mechanisms and even make government employees accountable and responsible by raising queries with them.
- **Redress:** this emphasises a need to identify quickly and accurately when services are falling below the promised standard to have procedures in place to remedy the situation
- **Batho Pele strategy on service delivery is developed to meet strategic objectives such as** to introduce a new approach to service delivery, to improve the face of service delivery by fostering new attitudes such as increased commitment, personal sacrifice and dedication lastly to improve the image of the public service.
- **Encouraging the innovation and rewarding excellence:** national and provincial departments should ensure that an environment conducive to the delivery of services has been created to enhance their staff capacity in delivering good and services.
- **Service delivery impact** includes a holistic approach in the implementation of Batho Pele, it includes demonstrating the sum total of all their initiatives organisations that are achieving the aims of Batho Pele

The above-mentioned principles are enshrined in Section 195 of Act 108 of 1996, of the Constitution of South Africa. Batho Pele principles further describe the kind of culture that must prevail in public services.

#### 7.7.1 **IMPLEMENTING ORGANISATIONAL CULTURAL CHANGE**

When implementing cultural change, organisations should resist the desire to implement major organisational changes quickly but rather institute a structured and a long-term incremental change. This may elicit a more positive response from employees. When implementing a cultural change, organisations should complete the following steps to ensure smooth transition of culture:

- **Step One: Assess the current and desired cultures** – The first to changing organisational culture involves gathering and analysing data about culture, defining the desired culture, and identifying the gaps between the two cultures. Data can be gathered through observation.
- **Step Two: Gather executive input** – The second step involves taking management or leadership team off-site, where they can address the results of the needs assessments and gather executive input. The outcome of the retreat is a variety of “products,” which may include a new philosophy of the culture, standards for success, updated role definition, and other leadership decisions that will combine to define and develop the new culture.
- **Step Three: Develop an infrastructure for change** – After assessing the culture and gathering input, leaders should identify the systems, procedures and policies that must be either changed or implemented to support the new culture. The new infrastructure should address role expectations, accountability, rewards, and selection systems, etc.
- **Step Four: Define implementation strategy** – Once the infrastructure is set, leaders must define how the new culture will be implemented. The following questions should be addressed:

Will the organisation make use of a steering committee, action teams, groups or a subset of the leadership team to execute the change?

- **Step Five: Train employees and managers** – Step five consists of training employees and managers to provide them with the necessary information and skills to ensure that they are aware of the role expectations for the new culture.
- **Step Six: Evaluate the process** – The final step to successfully changing organisational culture is to evaluate the process. Leaders should establish mechanisms to monitor the progress of cultural change, and assess the expected results defined by the standards of success established by the organisation's executive team.

To supplement implementation strategy and employee/manager training discussed above, organisations typically utilise the following methods for integrating corporate values into daily organisational life:

- Distribution of wallet-sized cards emblazoned with value statements.
- Employees view professional videos highlighting values and participating in small-group discussion meetings.
- Executives model behaviours aligned with the values.
- Management states values publicly
- Managers participate in training sessions and conduct value orientation meetings within their business areas.
- Organisational structure, reward systems, training and performance assessments all reflect values espoused by the organisation.
- Top management visit plant sites to communicate values

#### 7.7.2 **PREPARING EMPLOYEES FOR CULTURAL CHANGE**

Employee resistance is common in change. Organisations must diffuse resistance early within the change process through building momentum and maintaining persistence

7.7.3 To counter any form of resistance, the following strategies are suggested

- (a) Communicate face to face – Face-to Face communication is best method for clarifying ambiguities and encouraging employee involvement
- (b) Inform supervisors – Keeping supervisors informed about the rationale and progress of change leads to their subordinates being well informed.
- (c) Involve line management – Employees are more likely to listen to communication from line authority than from their peers.
- (d) Practice redundant communication – Communicators must ensure their message is both received and understood, even if this leads to repetition.
- (e) Relay only relevant information – Communications should be relevant to employee's particular jobs for employees to better retain the information.

## 8. **ASSESSING ORGANISATIONAL CULTURE**

### 8.1

- (a) Questionnaires: A Questionnaire that assesses the municipality's current culture, as well as the desired culture should be used
- (b) Interviews: In-depth interviews can be conducted with individuals in an organisation to determine the current culture.
- (c) Group sessions/focus groups/workshops: Group sessions can be held in which the group members discuss various aspects of their organisation, which will give an indication of the prevailing culture. Aspects such as heroes, failures, villains, successes, etc. can provide valuable insights regarding an organisation's values and basic assumptions.
- (d) Surveys: collection of data for purposes of information

## 8.2 TYPES OF ORGANISATIONAL CULTURE

- 8.2.1 **Power culture:** The culture that responds quickly to events, but they are heavily dependent on the abilities of the people at the centre, power orientated and politically minded, control of resources and personal power. For example, political and administrative accounting officers.
- 8.2.2 **Role culture:** It is characterised by strong, functional or specialised areas coordinated by senior management at the top, interactions between them are controlled by rules and procedure defining the job and the authority
- 8.2.3 **Task culture:** it is job or project orientated. It is often associated with organisations that adopt matrix or project-based structural designs. It emphasizes getting the job done and bringing together the appropriate resources and the right people.
- 8.2.4 **Person culture:** this type of culture is illustrated by a loser cluster. In this culture, the individual is the focal point. To assist the individual within the structure or the organisations to further their own interests, for example, the consultants.

## 9 ETHICS MANAGEMENT SYSTEM

Ethics management system is one of the systems, which play a role in improving and managing organisational culture. **(SABPP, 2015)** A sound ethics management system is needed in the municipalities to manage workplace ethics well and to build an ethical culture and focuses on five keys namely:

- 9.1 **Leadership commitment:** leaders should shape behaviors by their actions. Building an ethical culture starts with the Municipal leaders, leaders must be committed to their work, so as the employees or seniors are to be committed in their work which includes being punctual.
- 9.2 **Ethics goals and strategy;** A strategy that addresses unethical conduct should be in place
- 9.3 **Ethical standards:** the principal purpose is to provide a clear guide for behavior
- 9.4 **Ethical awareness** helps in reducing unethical conduct and increasing ethical conduct. Ethics needs to be communicated regularly and consistently, communication needs to be clear, understandable, unambiguous, consistent and congruent and to boost ethical awareness training is needed.

9.5 Ethics assessment and reporting; assessing, monitoring disclosing and reporting ethics serves in promoting employees' ethical awareness. To ensure the effectiveness of an ethical assessment, leaders and HR and OD professionals need to consider the following:

- Firstly, Tools used should provide accurate, qualitative measures. This allows management to identify where to act to improve ethics.
- Secondly, to ensure the credibility of the results, all employees should be given the opportunity to share their experiences and perceptions of ethics in the workplace. (SABPP: 2015)
- Lastly, the assessment tool used must ensure the anonymity and confidentiality of the employees and their responses, which is very important to access their honest responses.

## 10 ELEMENTS OF ORGANISATIONAL CULTURE

Cultural factors affecting employees are varied and include low morale, job satisfaction, team dynamics, work life balance and leadership. Therefore, culture change interventions need to be multi-faceted, addressing the complete set areas affecting the employees.

10.1 Organizational values: values reflect what we feel is important, organizations may have core values that reflect what is important in the organization, could include creativity, humor, integrity, dedication, mutual respect, kindness and contribution to the society.

10.2 Organizational beliefs include beliefs about the best ways to achieve certain goals as increasing productivity and job motivation.

10.3 Organizational norms; reflect values and beliefs of the organization reflect how tasks are expected to be accomplished; attributes of the work environment, ways in people communicate in the organization and also leadership styles.

According to the Constitution of the Republic of South Africa, in chapter 10, the following principles govern Public Administration:

- High standard of professional ethics must be promoted and maintained
- Efficient, economic and effective use of resources must be promoted
- Public administration must be developed and orientated
- Services must be provided impartially, fairly, equitably and without bias
- People's needs must be responded to, and the public must be encouraged to participate in policymaking
- Public administration must be accountable
- Transparency must be fostered by providing the public with timely, accessible and accurate information
- Good human-resource management and career-development practices, to maximise human potential, and must be cultivated.

## 8 ORGANISATIONAL CULTURE AND CLIMATE

Organisational climate is important for understanding human behaviour in an organisation. It is therefore, defined as collective perceptions, feelings and attitudes that organisational members

have about the fundamental elements of the organisation. (Jack Brunson: 2014).

Climate is considered a molar construct that can change ultimately. It is perceived and shared amongst the organisational members, and it consists of global impressions of the organisation that members form through interacting with each other. The organisational policies, structures and processes of an organisation can also influence an individual's behaviour.

## 9 ASSESSING ORGANISATIONAL CULTURE AND CLIMATE

A municipality must interact with the following **critical elements to assess the climate** within the municipality: (Aarons & Sawitsky ,. 2006)

- Burnout: - employee health & wellness programme unit will do the interventions.
- Collegiality: - relationship between colleagues.
- Educational environment: – human resources development & training (Employment Equity Act & Skills Development)
- Employee absenteeism: – line managers and employee health & wellness programme.
- Industrial psychology: – employee health & wellness programme and organisational development change management interventions.
- Institutional environment: – assessment (conducting climate surveys & change management).
- Job satisfaction: - conduct surveys for interventions and improvements – change management.
- Morale: - change management interventions.
- Organisational culture: - leadership and change management.
- Organisational development: - leadership commitment.
- Organisations (groups): - team dynamics change management.
- Power structure quality of work life: - organisational design.
- Work environment: - organisational development.

### 9.1 IMPROVING ETHICAL BEHAVIOUR

Behaviour should be shifted from low ethical maturity to higher ethical maturity. Behaviour must be shifted to a more inclusive related to the municipalities' stakeholders and a triple bottom line by increasing the municipalities' ethical boundary. These outcomes can be addressed by means of values, leadership, organisational culture, communication and training. In all spheres of Public Administration, structure and units are established to ensure officials, organised labour and political officer bearers conduct themselves in an ethical manner. These structures are Internal Audit, Risk & Anti-fraud and Corruption Units, Ethics Committees and Municipal Public Accounts Committees.

**Actions that can be taken to reduce unethical behaviour are as follows:**

- Shifting behaviour from high unethical behaviour to low unethical behaviour or minor noncompliance to ethical behaviour.
- Shifting behaviour from being exclusive to being inclusive; The code of conduct for municipal officials who are involved in supply chain processes (local government Municipal System Act 56 of 2003 section.
- The Code of Conduct for Councillors Schedule 1 from section 1 to section 14; and
- The Code of Conduct for Municipal staff members schedule 2 from section 1 to section 14A.

### 9.2 CHARACTERISTICS OF ETHICAL CULTURE (SABPP 2015)

Ethical leadership; stipulates that the governing body should set the attitude and lead ethically and effectively. Ethical characteristics in decision making include the following:

**Independence:** - members of the governing body should perform by means of independence of mind in the best interest of the municipality.

• **Inclusivity:** - members of governing body should consider and balance the legitimate and reasonable needs, interests of the municipality.

• **Competence:** - responsibility should for the continual development of their competence to govern efficiently should be assumed.

• **Diligence:** - members of governing body should be diligent in performing their duties dedicate sufficient time to the municipality affairs.

• **Informed:** - steps are needed to be taken in ensuring that they have sufficient working knowledge of the municipality.

• **Courage:** - member of governing body should act with integrity and honesty in taking risks when taking decisions in the best interest of the municipality.

## **10 Annexures to use with the Organisational Change Management Plan for the implementation of the OCM**

10.1 Annexure: Change management plan

10.2 Annexure B: Risk Management Plan

10.3 Annexure C: Resistance Plan

## **11 GOVERNANCE STRUCTURES**

On the Governance Structures of the OCM Policy, reference should be made to MSR and MSA above.

## **12 IMPLEMENTATION OF THE OCM POLICY**

12.1 The execution of the OCM Policy shall be based on sound corporate governance principles.

12.2 The implementation of OCM Policy shall be affected a day after approval by Council and signed by the MM

## **13 FINANCIAL IMPLICATIONS**

13.1 The Municipality shall ensure that adequate financial and other relevant resources are made available to ensure the support and realisation of the OCM Policy, subject to affordability and financial sustainability.

## **14 MONITORING AND EVALUATION OF THE POLICY**

14.1 CSS Department shall monitor and evaluate the implementation and compliance of the OCM Policy.

14.2 No deviation to the OCM Policy and procedure requirements is permitted. Any possible breaches of the OCM Policy would be monitored by the CSS Department.

## **15 POLICY REVIEW**

The OCM Policy shall be reviewed as and when required.

## 16 COMMUNICATION

The OCM Policy shall be communicated to all Municipal employees using the full range of communication methods available to the Municipality.

## 17 COMPLIANCE

Any contravention to the OCM policy shall be constituted as misconduct.

## 18 PRECEDING POLICIES RESCINDED

The previous policies in respect of this subject are RESCINDED and REPLACED with the new OCM policy upon approval.

## 19 APPROVAL

Municipal Manager:	
Signature:	
Date Approved:	
Effective Date:	