



**the dwaf**

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DEPARTMENT OF WATER AFFAIRS AND FORESTRY

# **Forestry Reorganisation & Change: National Office**

*Forestry Support Organisational Design*

## **1 Overview**

Over the past year, Forestry Support has been revising its roles and responsibilities (see Appendix). This process has culminated in a number of recommendations to improve the delivery of Forestry strategic objectives in Policy and Regulation and Operations.

Forestry P&R provides the strategic direction, approaches, tools, specialist technical advice and auditing of forestry implementation. In turn, the Operations Branch, through the various Clusters, is responsible for implementation of the resulting programmes. This responsibility extends, for the time being, to the management of plantation and indigenous forests. Key to making the relationship between P&R and Operations effective is the need for an intermediary between the two branches.

Forestry Support provides that interface. In essence, it interprets the broad policy guidelines and the resulting demands on the clusters. Similarly, it, together with the Clusters, examines the availability of resources within the regions to implement these programmes. As an output, it carries out the broad programme management of these initiatives.

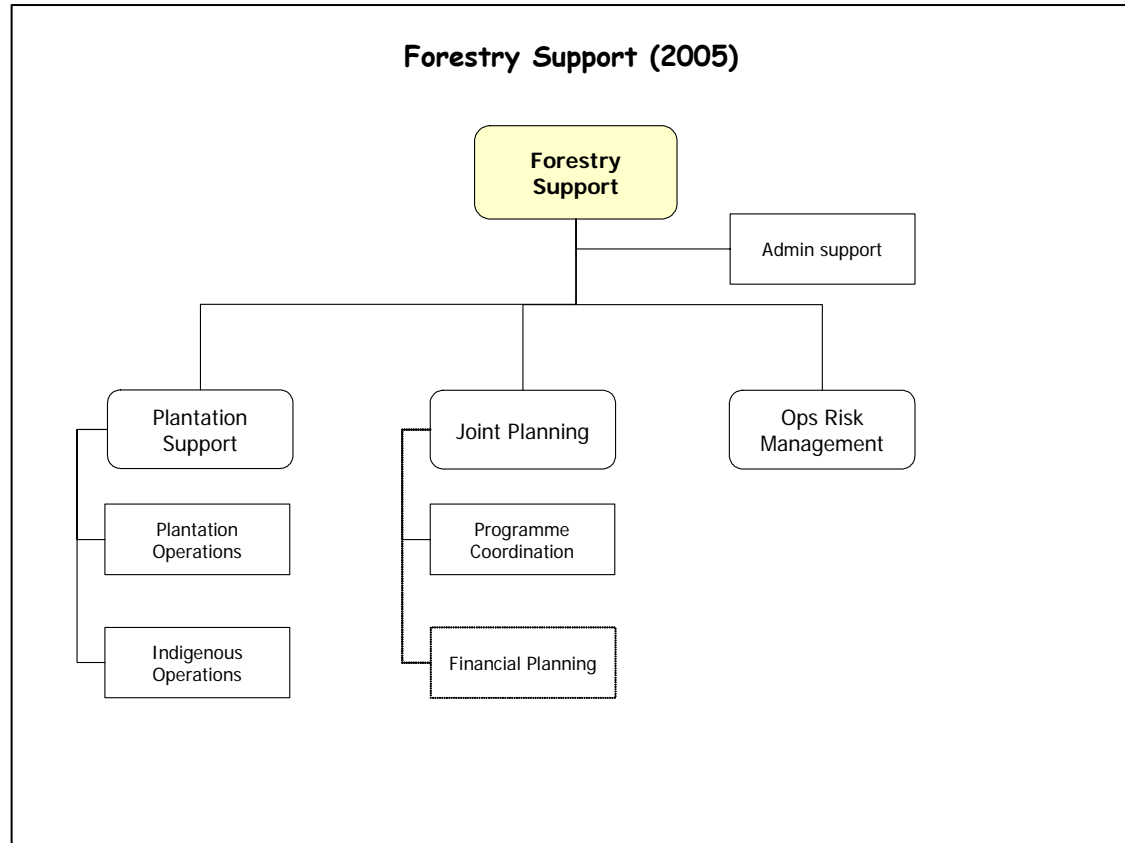
Another function of Forestry Support is to provide a risk management function. Put simply, risk management refers to the process of analysing exposure to risk, determining how to best handle such exposure and minimizing or containing the consequential effects in the event of the risk being realized. In this regard, the risk management is specific to forestry operations.

So too, the plantations need support in the form of implementing policies, strategies and programmes. As a result, technical support will be limited to coordinating implementation by specialists from appropriate P&R directorates. It should be noted, however, that plantations will be transferred out of DWAF over the next three to five years.

## **2 Functional Process**

Owing to its unique nature, Forestry Support (FS) fills a gap in the process from conceptualisation of programmes to implementation at grassroots level. In doing so, it treads a fine line between P&R and the regions. Such a role needs to be managed carefully. We suggest that the business processes in which FS have a role needs to be defined more clearly. Specific steps in the various processes needing FS involvement should be identified and flagged for FS outputs. By doing so, FS would become accountable at precise points in a process rather than being caught in an accountability vacuum that comes from a loose matrix management system. We outline below the likely roles that FS need to play together with specific outputs and activities.

### 3 Organisational Structure



#### 3.1 Key Functions of the Directorate

- Plantation/commercial management support (for next 3 to 5 years)
- Joint planning and programme coordination
- Forestry operations risk management

#### 3.2 Plantation/Commercial Management Support

This unit would concentrate on providing support to the plantations in the form of financial advice, strategic planning and coordination of technical input. It is focused on the short term and focuses on preparing the plantations for eventual transfers out of DWAF.

***Key output and results areas include***

- The DWAF MTEF on the basis of strategic and operational business plans

- Standardised planning systems for short-term operational activities and long-term growing stock regulation
- Effective budget and expenditure management
- Optimum production at operational levels
- Risk management in all plantation operations
- Rehabilitation of plantations in preparation for transfer
- Individual estate transfer options
- Implementation of transfer programme
- Productivity assessments
- Optimum timber marketing solutions

### **Activities**

- Coordinating the budgets of Clusters
- Monitoring budgets with respect to correctness, standards and alignment amongst plantations
- Implementing and monitoring standardized budgeting processes and formats
- Monitoring of annual plans of operations and providing advice e.g. regeneration, thinning pruning, weed-control, harvesting, fire protection etc
- Compiling and revising working plans for every plantation with specific reference to long-term yield regulation
- Managing a centralized computerized plantation analysis system (COMPAS) for sustaining updated working plans
- Annual updating of working plans
- Annual monitoring of fire plans
- Conducting audits with respect to quality of operations and general plantation management (e.g. silviculture, harvesting, fire protection, quality control, production etc.)
- Managing of existing contracts and timber agreements (e.g. annual price revision negotiations) for/with Clusters
- Negotiating the mitigation of claims from timber purchasers.
- Investigating market options for timber.
- Designing and establishing interim plantation management arrangements according to the guidelines in the transfer policy
- Assisting Clusters to prioritise plantation packages for transfer and establish a programme for the preparation of the feasibility study and transfer action plan for each package
- Assisting Clusters to implement the transfer packages based on the programme.

### **3.3 Joint Planning**

This unit is essentially a programme management provider. By this we mean that it assists by acting as an intermediary between the broad plans developed by P&R and the logistical and other mechanisms needed for implementation in the regions. As a result, the unit liaises with the various

stakeholders, develops plans to give effect to the various projects and assists in ensuring that the plans are carried out within time and budget constraints. An example of such a process would be Arbor week, where the Regulations Directorate in P&R would develop guidelines for implementation in the regions. FS would facilitate the interaction between Regulations and the Regions in order to develop workable implementation plans. It would further assist in ensuring that the plans are carried out.

***Key output and results areas include***

- Strategic planning
- Project and programme management systems
- Monitoring and early warning processes
- Budgeting and resource planning

***Activities***

- Coordinating and supporting regional clusters in formulating the DWAF strategic plan, operational plans and business plans
- Supporting the implementation of these plans
- Managing partnerships with organisations such as Working for Water, Trees and Food for Africa and Eduplant
- Identifying forestry specific policy gaps and needs in the regions
- Feeding these needs back to P&R in a coherent and consistent way
- Coordinating the rollout of specific forestry programmes such as for Forestry Development and Forestry Enterprise Development
- Negotiating with stakeholders to develop project plans
- Assisting in developing formal project plans
- Developing project budgets and resource plans
- Monitoring rollout of projects
- Flagging deviations from plans or norms

### **3.4 Operations Risk Management**

The Risk Management unit is focused on ongoing identification of risks, development of plans to prevent the risks from occurring and developing contingency plans should the risks arise despite the measures taken. The specific risk management plans arise from compliance with the National Veld and Forest Fire Act as well as the National Forests Act. The unit is guided by the trends identified by the FTIS directorate in P&R but provides a cluster perspective to ensure that risks are managed adequately.

***Key output and results areas include***

- Identification of risks
- Risk management plans
- Contingency plans

- Development of control mechanisms

### **Activities**

- Scrutinising of legislation for possible risk areas
- Coordinating with FTIS to analyze and provide feedback on trends
- Facilitating localised risk management plans
- Facilitating localised contingency plans
- Monitoring legal compliance issues
- Monitoring implementation of risk management plans
- Assisting in mobilising contingency plans should the need arise
- Monitoring ongoing risk areas

## **4 Way Forward**

We believe that the above functional structure is sustainable at least until the transfers have been completed. It also provides a pragmatic solution to the transient need for support in the plantations. Similarly, it provides an opportunity for FS to prepare a project plan for the next MTEF period to show a clear way forward for extricating plantation support functions whilst bolstering the risk management and planning functions.

Going forward, it will also be important to develop a detailed Organisation Design for Forestry Support that includes:

- Capacity and competency requirements to undertake the recommended functions
- Job Descriptions for all positions
- Job Evaluations
- Costing of the recommended Structure.

This will enable OMS to make a submission to the DG to establish and fill the posts for Forestry Support.

To this end, it is recommended that Forestry Support:

- (a) transfers extraneous functions to Forestry P&R and
- (b) develops to fulfil the function required of Regional Coordination and Support, i.e. focusing on coordinated high-level planning (Forestry Function Strategy and MTEF, annual consolidated budgets, and programmes, as well as high-level risk management), in addition to
- (c) providing support to Cluster Managers for interim plantation forest management including Planning Support and Operational Support, which relate to the technical aspects of plantation management.

FS further develops capacity to lead and direct afforestation programmes, support to implementation of the BBEE charter, and other initiatives for the growth of the forest-sector contribution to development.

Forestry Support would exist at least for the next five years or more, and should be shaped with this in view. It may be necessary to revisit the role of Forestry Support once more forests have been transferred.

## **Appendix: Key strategic issues**

1. The current situation, where FS as a fairly new Directorate within the Chief Directorate: Regional Coordination and Support has as yet not established its coordination and support role credibly, and still retains functions best transferred elsewhere, is not sustainable. This is because the situation weakens the P & R role of the Department, as well as the proper management of current Forestry assets and the development of the forest sector as a whole. It is recognised that Forestry Support needs to refocus its functions and build credibility by showing that it can add value to Forestry's Vision.
2. Proper strategy for the growth of the sector as a whole is especially at risk, growth that is needed for the SA economy and which would all be a vital component of the BBBEE initiative in the sector. For this to be achieved, the Department must not only have clear and effective policy and strategy, but also strongly coordinated deployment of the policy and strategy. Forestry Support has an important role at the interface between P & R and Operations to facilitate achievement and performance of the Forestry Strategic Plan
3. The Forestry Transfers principles and policies, and the way DWAF exercises its function in this respect, need urgent revision. Transfers of forestry assets cannot continue in a strategic vacuum, but must be integrated into a proper and valid new strategy for the growth of the industrial forest sector, and the emerging BBBEE Charter for the sector. Rehabilitation of the B and C assets prior to transfer needs to be part of this strategy.
4. FS often gets drawn into technical and operational issues. This takes the focus away from support, coordination and programme management functions. Consequently, the role of FS is undermined by the focus within current Planning Support and Operational Support, which relate to the technical aspects of plantation management, rather than dealing adequately with the implementation of the Forestry P&R policies, strategies and programmes overall. This situation is risky and difficult because of the failure of past attempts in this respect, and the delay that will occur as new capacity is built. These functions evidently have two parts: best-practice development and deployment, which may best be assigned to Forestry P&R (FTIS), and forest management planning (including woodflow planning, working plans and annual plans of operations), which must be located in Operations in the new dedicated plantation forestry management entity.
5. Over and above the issue of the role and function of FS is the issue that the necessary coordinating processes and structures required by matrix management, such as the FPMC, need to be improved on.

6. These key strategic issues must be addressed in the detailed OD. In addition, the detailed Job Descriptions should address the following areas:
- Forestry Regional Coordination and Support: high-level planning and risk management
  - Clarification of roles and responsibilities relating to Arbor week
  - Dedicated plantation forest management (in B's and C's).
  - “extraneous functions” currently provided to varying degrees in FS such as PGDSs; Biodiesel initiative support; Law Enforcement Programme; devolution of land
  - Identify roles and responsibilities of key partnerships that need to be maintained such as Working for Water; Working for Fire; IERM Parks and Gardens at local government levels; Trees and Food for Africa etc.
  - Planning Support and Operational Support: technical forest management practices
  - Planning Support and Operational Support: forest management planning
  - Afforestation programme and forest-sector development initiatives, including deployment of BBBEE.