

integrating service
delivery for
maximum impact



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1. Strategic objective

The three spheres of government (national, provincial and local) all make a huge social and economic investment. This investment must be coordinated in such a way as to maximise its impact, avoid duplication of functions by different government spheres and departments, and improve service delivery.

The provincial government is best placed to coordinate this investment for the following reasons:

- It is the “middle” sphere of government that connects national and local government
- It is responsible for a significant amount of government expenditure on service delivery in the areas of health, education, and social services
- It has a constitutional responsibility to make sure that local government does its work.

The PGWC will put in place processes to coordinate the planning, budgeting and policy implementation of the three spheres of government, as well as the municipal support programmes of national and provincial government in the Western Cape. While this strategic objective includes all three spheres of government, there is a particular focus on the provincial and local spheres. This is because the PGWC needs to focus on maximising the resources over which it has direct control and because the local government oversight responsibility of the PGWC places it in a particularly close relationship with municipalities. Wherever possible, however, the PGWC will take into consideration the need to coordinate the plans and resources of national government.



To ensure that government's investment is effectively coordinated in order to maximise its impact and avoid duplication and fragmentation of service delivery, the PGWC will provide:

1. Integrated planning and budgeting by focusing on an IDP indaba, decentralised service delivery model and provincial investment plan
2. Coordinated provincial support to municipalities in the forms of an integrated bursary scheme, Provincial framework for municipal support and bulk infrastructure support plans
3. Integrated service delivery through:
 - Expansion of Thusong centres
 - Establishment of Thusong zones
 - Mobile Thusong centres (previously the Integrated Community Outreach Programme)
 - Thusong extension service
4. Coordinated intergovernmental reporting and engagement through coordinated information gathering and dissemination and coordinated intergovernmental engagement

2. Problem statement

Integrated and successful service delivery in the Western Cape faces the following challenges:

2.1 Lack of integrated planning and budgeting

After more than a decade of municipal integrated development planning, integrated development plans (IDPs) still include the capital spending priorities of municipalities alone. Furthermore, IDPs do not pay enough attention to the planning priorities and development strategies of provincial departments and relevant national departments. Similarly, national and provincial departments have not done enough to ensure that municipalities' priorities are included in their annual performance plans (APPs) and budgets. Separate, uncoordinated planning and budgeting processes and different planning structures and mechanisms have contributed to a lack of integrated planning and delivery at grassroots level.

In addition, national and provincial service delivery boundaries have not been fully aligned with municipal boundaries, leading to different sets of information. This often makes it impossible for the three spheres of government to communicate, plan and implement properly. In addition, departments are not organised on a regional basis, so municipalities find themselves communicating with different officials over time on the same issues.

2.2 Lack of coordinated support to municipalities

Many national and provincial departments have developed capacity-building programmes for municipalities. While many of these programmes have had positive outcomes, the programmes are not based on one provincial programme of support for each municipality. As a result, capacity support is uneven, there is a duplication of effort, and a municipality's improvement (or lack thereof) cannot be adequately assessed.



2.3 Lack of integrated service delivery

Departments deliver services within municipal and ward boundaries, but they often do so without taking into account the service delivery activities of other departments. The people on the ground pay the price, for they need to travel great distances to access different government services that may be closely related to each other. For example, a person applying for a disability grant may not have an ID book, but s/he will usually have to travel to two different locations to apply for an ID book and apply for a grant.

2.4 Municipal reporting and “meeting fatigue”

Legislative oversight and reporting on local government has resulted in municipalities receiving many requests for information and data from various provincial and national sector departments. This has resulted in high levels of frustration and “reporting fatigue” in municipalities, which compromises the reliability of the data that is used for decision-making.

Intergovernmental structures have been equally problematic since some of them have become dysfunctional and failed to facilitate positive intergovernmental relations. Most departments have various forums through which they communicate with municipalities, and this leads to duplication and “meeting fatigue”.

3. Plan to achieve outcomes

3.1 Integrated planning and budgeting

(i) IDP indaba

The PGWC will create a single joint planning space for the spheres of government to discuss development priorities and planned projects. Such a body will be known as the “IDP Indaba”, and the outcome will be IDPs and departmental APPs that speak to each other.

(ii) Decentralised service delivery model

Services will be delivered to communities through a decentralised service delivery model. This means that departmental service delivery boundaries should be close to municipal boundaries, and departments should – where possible – have regional management structures. This will allow for the development of stable relationships between provincial (district) officials and municipal officials and will further support coordinated budgeting and planning.

(iii) Provincial investment plan

There is a wide range of guidelines, perspectives, strategies and policies which suggest that government should focus its attention on areas of economic potential and growth, and provide a basic package of services to areas of limited economic potential while linking them to main growth centres. A “provincial investment plan” will be developed that directs national and provincial resources to areas of economic potential and/or growth in the province. Such a plan will promote cost-effective development and will accept that not all municipalities can develop complex, sustainable local economies. This provincial plan will in effect be a “provincial IDP”.

3.2 Coordinated provincial support to municipalities

(i) Integrated bursary scheme

A single integrated bursary scheme will be developed for the province. Areas prioritised for bursaries will be determined by a coordinated needs analysis. It will require interaction and cooperation with external stakeholders who offer similar initiatives.

(ii) Provincial framework for municipal support

A provincial framework for coordinating the efforts of different departments and important stakeholders will be developed. This framework will ensure that efforts to build the capacity of municipalities are appropriately targeted and focus on the same development agenda. The framework will prioritise different types of capacity-building interventions and will organise resources in collaboration with stakeholders engaged in similar areas of support. It will contribute to the sustainability of support initiatives in the long term.

(iii) Bulk infrastructure support plans

There is a provincial initiative to determine the water and sanitation infrastructure needs of each non-metropolitan municipality in the province and put these together into a comprehensive Provincial Bulk Infrastructure master plan (Water & Sanitation). This plan will be completed in December 2010, and this master plan will then be extended to include other services.

Once the master plan is finalised, individual support plans will be developed to address the capacity and financing needs of municipalities. The master plan will also guide the plans and budgets of the provincial

departments that are responsible for approving or undertaking infrastructure development initiatives.

3.3 Integrated service delivery

(i) Expansion of Thusong centres

Thusong centres should be built in local municipalities that do not yet have them. In addition, more types of services will be made available at existing Thusong centres.

(ii) Establishment of Thusong zones

An audit of the location and service offerings of national and provincial departments and other key services (especially postal and banking services) will be carried out and a plan developed to encourage these departments to relocate to “Thusong zones”. This will inform the long-term locational planning of departments. For example, as leases expire, departments will relocate to places where they are

close to other government departments that deliver related services.

(iii) Mobile Thusong centres (previously Integrated Community Outreach Programme)

The mobile Thusong centres will raise awareness of and increase access to government services. This programme will be expanded to ensure that all residents access a mobile Thusong centre at least once a year.

(iv) Thusong extension service

Community development workers already provide an extension service for the permanent Thusong centres by making information and forms available to people living far from the Thusong centres. This service will be extended to ensure that the Thusong programme has continuous impact on people (rather than only the “once a year” impact of the mobile Thusongs).



3.4 Coordinated intergovernmental reporting and engagement

(i) Coordinated information gathering and dissemination

Information and data requests from all sector departments to municipalities need to be coordinated through a single entry point in the province. Similarly, the reporting and distribution of local government information will follow a process by which information will flow via a single department to the various provincial and national departments. This means that there will be a single channel for local government information and a central database which stores and processes information.

(ii) Coordinated intergovernmental engagement

The Intergovernmental Relations Framework Act identified the premier's coordinating forum and district coordinating forums as the primary intergovernmental structures. However, there are many intergovernmental forums that have no structured relationships with these forums, and government departments are not using these forums for effective communication with municipalities. An audit of existing forums will be carried out and a provincial intergovernmental framework will be developed.