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SUMMARY AND ANALYSIS OF THE AMENDED ANNUAL PERFORMANCE PLAN (APP) OF THE DEPARTMENT OF HOME AFFAIRS (2020/21)

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REFERENCES

1. INTRODUCTION

The Department of Home Affairs (henceforth “DHA” or “the Department”) tabled its approved Strategic Plan (2020 – 2025) and Annual Performance Plan (APP) for the 2021/21 financial year on 12 March 2020. However, due to the novel Coronavirus pandemic, government departments were instructed to readjust or amend their Strategic Plans and APPs in order to factor Government’s risk adjustment strategies in response to the Coronavirus pandemic.¹

The Portfolio Committee (PC) on Home Affairs has the responsibility to provide oversight over the Department’s performance targets. As such, the Department will provide a briefing to the Committee on its amended Strategic Plans and APP on 23 October 2020. The purpose of this brief is to provide a summary and an analysis of the DHA’s revised Strategic Plan and APP for 2020/21. This brief should be read together with an analysis of the Department’s APP and Strategic Plans provided by the Parliamentary Research Unit (PRU) on 17 March 2020.² As such, the brief focuses its attention on the amended targets.

¹ Department of Home Affairs (2020b).

² A copy of the summary and analysis of the DHA APP, 2020/21 is attached.

2. OVERVIEW OF THE DEPARTMENT'S STRATEGIC PLANS AND ANNUAL PERFORMANCE PLAN

Below is an overview of the DHA's amended Strategic Plans and APP:

Table 1: DHA Revised Strategic Plan (2020/2025) and APP

	Strategic Plan 2020 – 2025 (5 Years)	APP (2020/21)
Number of Targets	16	28
Number of Targets Unchanged	14	5
Number of Targets Changed	2	19
Targets discontinued	0	2
New Targets	0	4

At the start of the 2020/21 financial year, the Department had 16 targets on its approved Strategic Plans for the five-year period (2020 – 2025), but these have since been reduced to fourteen targets. The two excluded targets entail:

- Changes to the number of enabling documents to be issued between 2020 and 2025 by the Civic Branch; and
- A change to the five years' target dealing with the Population Register Act. The Population Register Act will be incorporated into the Civil Registration and Citizen Act.³

Amendments to the Department's APP include the discontinuation of the Immigration Bill, which was meant to be submitted to Cabinet for approval and public consultation. The Immigration Bill will be replaced by a Policy Discussion Paper on International Migration and Refugee Protection.⁴ The four new targets are the following:

- Policy Discussion Papers on International Migration.
- Policy Discussion Paper on Refugee Protection.
- Policy Discussion Paper on Citizenship.
- Policy Discussion Paper on Civil Registration.⁵

3. POLICY PRIORITIES FOR 2020 TO 2025

In line with the National Development Plan (NDP) and the Medium Term Strategic Framework (MTSF) priority areas, the Department has developed five Strategic Outcome Oriented goals to ensure delivery in terms of these priority areas. Its strategic outcomes for the next five years (2020 – 2025) are detailed in Table 2 below⁶:

3.1. National Development Plan

The Department's strategic outcomes are linked to a major focus in the NDP, to confront the triple challenge of poverty, inequality and unemployment by achieving a higher growth rate. The DHA has a critical contribution to make towards the achievement of the NDP 2030 objectives. As such, it plays a significant role in inclusion of all citizens in democracy and development by providing status and identity to give them access to rights and services. It further facilitates the acquisition of critical skills needed for economic growth⁷.

³ Department of Home Affairs (2020b).

⁴ *Ibid.*

⁵ *Ibid.*

⁶ Hlungwani (2020).

⁷ *Ibid.*

3.2. Medium Term Strategic Framework

For the 2019 – 2024 MTSF, the DHA contributes directly to three of the seven priorities, namely, economic transformation and job creation; social cohesion and safe communities; a capable, ethical and developmental state⁸.

Economic transformation is linked to **outcome 4**; Decent employment through inclusive growth. The DHA contribution to this is by:

- securing the identity of citizens and foreigners;
- designing and implementing the National Identification System (NIS);
- issuance of critical skills visas and implementation of revised visa regime.

Social cohesion and safe communities is linked to **outcome 3**; which states that all people in South Africa are and feel safe. The Department endeavours to achieve this by:

- ensuring secure borders of the country through the establishment of the Boarder Management Agency (BMA).

A capable, ethical and developmental state is linked to **outcome 12**; efficient, effective and development oriented public service. In this regard, the DHA must:

- reposition the department through implementation of a new service delivery model.

The last apex priority is a better Africa and the World linked to **Outcome 11**; create a better South Africa, a better Africa and a better world. This outcome will be achieved by:

- introducing a world class e-visa regime and e-visa rolled out in a phased approach⁹.

3.3. Strategic Outcome Oriented Goals of the Department

Table 2: DHA Strategic Plan (2020/2025)

Strategic Outcome	Change/ No Change
Secure management of international migration resulting in South Africa's interests being served and fulfilling international commitments.	Target remains unchanged
Secure and efficient management of citizenship and civil registration to fulfil constitutional and international obligations.	Target has been reduced to an estimated 11 million Smart Identification Documents (ID's) and 3 930 00 Birth Registrations
Efficient asylum seeker and refugee system in compliance with domestic and international obligations.	Target remains unchanged
Secure population register to empower citizens, enable inclusivity, economic development and national security.	Population Register Act to be incorporated into the Civil Registration and Citizenship Act
DHA positioned to contribute positively to a capable and developmental state.	Target remains unchanged

Out of the five DHA Strategic Outcomes, there are notably two outcomes which have been amended:

- the Population Register Act which will be incorporated into the Civil Registration and Citizenship Act; and

⁸ Department of Home Affairs (2020a).

⁹ Department of Home Affairs (2020).

- the number of enabling documents (ID's and Birth Certificates) which will be issued by the Department.

4. ANALYSIS OF THE ANNUAL PERFORMANCE PLAN PER PROGRAMME

4.1. Programme 1: Administration

Table 3 to 6 provides the summary and the analysis of Administration Programme performance indicators and targets for the 2020/21 financial year as amended.

Table 3: Programme 1 performance indicators and annual targets

Strategic Outcome: Secure management of international migration resulting in South Africa's interests being served and fulfilling international commitments			
Output	Output Indicator	Approved Annual Target 2020/21	Revised Target
Biometric functionality implemented at ports of entry equipped with Enhanced Movement Control System (EMCS)	Number of selected ports of entry with Biometric Movements Control System (BMCS) implemented	4 Airports	BMCS partially rolled out at 4 airports (70% of counters in each airport)
e-Visa system designed and implemented	e-Visa phase 1 integration with Advanced Passenger Processing (APP), Payment Gateway and Central List Orchestration (CLO) completed	e-Visa phase 1 integrated with: <ul style="list-style-type: none"> • Advanced Passenger Processing System; • Payment Gateway and Central List Orchestration. 	Target remains unchanged
	Number of selected countries with functional e-visa system activated	10	Target remains unchanged

These two output indicators remain unchanged. However, the Department only commits to a 70% partial roll out of the BMCS at four international airports by the end of 2020/21, i.e. OR Tambo, King Shaka, Cape Town and Lanseria.¹⁰ The DHA reaffirms that it will still be able to install the e-Visa system in the ten selected countries by the end of 2020/21.¹¹

Table 4: Programme 1 performance indicators and annual targets

Strategic Outcome: Efficient asylum seeker identity and refugee system in compliance with domestic and international obligations			
Output	Output Indicator	Annual Target 2020/21	Amended Target
National Identity System (NIS) designed and operational (including immigration services components)	Appointment of a service provider to develop Asylum Seeker and Refugee System	Service provider contracted to develop Asylum Seeker and Refugee System	Target remains unchanged

The introduction of the National Immigration Information System (NIIS) is a new indicator introduced in the initial APP. The target remains unchanged on the amended APP as the Department still aims to appoint a service provider to develop the Asylum Seeker and Refugee System (ASRS) by the end

¹⁰ Department of Home Affairs (2020c).

¹¹ Department of Home Affairs (2020b).

of the current financial year.¹² The ASRS is intended to replace the now outdated NIIS. This system will be able to register demographics and biometrics of asylum seekers, facilitate the adjudication of their cases with the option of referral to other bodies¹³.

Table 5: Programme 1 performance indicators and annual targets.

Strategic Outcome: Secure management of international immigration resulting in South Africa's interests being served and fulfilling international commitments			
Output	Output Indicator	Annual Target 2020/21	Revised Target
Policy and legislation developed in support of a risk-based and developmental approach to immigration	Submission of the One-Stop-Boarder-Post (OSBP) Policy to Cabinet for approval	OSBP Policy submitted to Cabinet for approval	OSBP Policy gazetted for public comments.

The policy and legislation developed in support of a risk-based and developmental approach to immigration is a new indicator for this financial year. The target has changed due to lockdown regulations. The Department had initially targeted to submit the OSBP policy to Cabinet for approval but this has since been amended. The new target is to gazette the OSBP policy for public comment by the end of 2020/21.¹⁴

The OSBP concept refers to the legal and institutional framework, facilities, and associated procedures that enable goods, people and vehicles to exit one state and enter the adjoining state in adherence to the applicable regional and national laws. This policy is aimed at addressing long waiting times and delays at ports of entry by facilitating faster border clearance and limiting the duplication of border agency intervention, which in turn improves trade competitiveness and movement of persons, through cutting down costs and time¹⁵.

Table 6: Programme 1 performance indicators and annual targets

Strategic Outcome: Secure population register to empower citizens, enable inclusivity, economic development and national security			
Output	Output Indicator	Approved Annual Target 2020/21	Revised Target
Submission of Official Identity Management Policy to Cabinet for approval	Policy and legislation developed in support of the population register	Official Identity Management Policy submitted to Cabinet for approval	Official Identity Management Policy submitted to Minister for submission to Cabinet
Output	Output Indicator	Approved Annual Target 2020/21	Revised Target
Policy and legislation developed in support of citizenship and civil registration	Submission of Marriage Policy to Cabinet for approval	Draft Marriage Policy submitted to Cabinet for approval	Draft Marriage Policy Gazetted for public comments
Strategic Outcome: DHA positioned to contribute positively to a capable and developmental state			
Output	Output Indicator	Approved Annual Target 2020/21	Revised Target

¹² *Ibid.*

¹³ Department of Home Affairs (2020a).

¹⁴ Department of Home Affairs (2020b).

¹⁵ Department of Home Affairs (2020a).

Policy and legislation developed in support of a repositioned DHA	Submission of the DHA Bill to Cabinet for approval	DHA Bill submitted to Cabinet for approval	DHA Bill gazetted for public consultation
Revised Service Delivery Model implemented in line with a repositioned DHA	Approval of Service Delivery Model by Minister	Service Delivery Model approved by the Minister	Concept document, including the development and implementation Project Plan, on the Revised Service Delivery Model approved by the DG

Previously, the Department committed to submit two policies to Cabinet for approval by the end of 2020/21, namely, the Official Identity Management Policy and Draft Marriage Policy. In the amended APP, these targets have been revised from submission to Cabinet to submission to the Minister (who will in turn submit to Cabinet). The latter's target was also revised from submission to Cabinet to being gazette for public comment.¹⁶

In addition, the Department revised its target to submit the DHA Bill to Cabinet for approval to gazetting it for public comment.¹⁷ The DHA Bill emerged from the draft DHA White Paper consultation process and the related Service Delivery Model to be approved by the Minister¹⁸. All these output indicators and targets are new and in line with the Departmental strategy for the 2020-2025 MTSF, and they orientate the DHA towards its inclusion within the Security Cluster of Government Departments (JCPS).

4.2. Programme 2: Civic Affairs

Tables 7 below provides the analysis of programme two's output indicators and targets per the respective sub-programmes. Programme 2's (Civic affairs) strategic outcome is **to secure an efficient management of citizenship and civil registration to fulfil constitutional and international obligations**. As in the previous financial year and the 2020/21 approved APP, the programme had a total of three output indicators and three annual targets, but it has added an additional output indicator in the amended APP as per table 7 below.

All indicators under Programme 2 comply with the SMART principle. The Department has indicated that due to the national lockdown regulations, it may struggle to meet some of the approved APP targets for 2020/21; hence it has amended the targets as detailed below:

Table 7: Programme 2 performance indicators and annual targets

Output Indicator	Approved Annual Target 2020/21	Revised Target 2020/21
Number of births registered within 30 days	810 000	750 000
Percentage (%) of machine-readable adult passports (new live capture) issued within 13 working days (from date of receipt of the application until the passport is scanned at the office of application)	90%	90% target remains unchanged, but the turnaround for processing the applications is increased depending on the national lockdown regulations risk alert level.
Number of smart ID cards issued to those 16 years and above	3 Million	<ul style="list-style-type: none"> • One-third capacity: 249 480 (per quarter) • 50% capacity: 388 080 (per quarter)

¹⁶ Department of Home Affairs (2020b).

¹⁷ *Ibid.*

¹⁸ Department of Home Affairs (2020a).

		<ul style="list-style-type: none"> • Full capacity: 776 160 (per quarter)
Marriage Policy	Draft Marriage Policy submitted to Cabinet for approval	<ul style="list-style-type: none"> • Draft Marriage Policy gazetted for public comment
Citizenship and Civil Registration Discussion Paper	New Target	Citizenship Discussion Paper submitted to Minister for approval

The Department had initially intended to register at least 810 000 Child Births within 30 calendar days by the end of the current financial year. Due to national lockdown regulations, the target has been revised to 750 000 Child Birth registrations.¹⁹ The Department should be able to meet its revised target as this service has been offered since national lockdown alert level 2, and it has exceeded its achievement for this indicator in the past three financial years.²⁰

The DHA retains the approved APP target of issuing 90% machine-readable passports within 13 working days from the day of receipt of the application, to the day the passport is scanned at the office of application during alert level 1.²¹ During alert level 2, it will take the Department 32 days to process 90% of the applications for visas, and 42 days during alert level three and four.²² The rationale for the delay during alert level 3 is that while the Department may continuously capture applications, Government Printing Works only prints documents once a week.²³

The Department has also revised its target of issuing 3 million smart Identification Documents (IDs) by the end of the current financial year. Depending on the national lockdown alert level, if operating at full capacity, the DHA intends to issue at least 776 160 smart IDs per quarter – which translate to just over 3 million IDs. This implies that if the national lockdown regulations were lifted early in April, the Department would likely meet its 3 million target. However, the Department indicates that if it operates at 50% capacity, the target of issuance of smart IDs is 388 080 per quarter, which translate to just over 1.5 million by the end of the current financial year.²⁴

4.3. Programme 3: Immigration Affairs

Programme 3's (Immigration Affairs) strategic outcome is **to secure an efficient management of international migration resulting in South Africa's interests being served and fulfilling international commitments**. Unlike in 2018/19, when the programme had ten output indicators, it currently has eight output indicators for the 2020/21 financial year as seen in Table 8 below.

Table 8: Programme 3 Immigration Affairs: Strategic Outcomes and Annual Targets

Output	Output Indicator	Approved Annual Target 2020/21	Revised Target
BMA rolled out at selected ports of entry and designated segments of the land borderline	Number of port of entry, land borderline segments and community crossing points with BMA roll-out	BMA rolled out: <ul style="list-style-type: none"> • Four ports of entry • Along five segments of land borderline • One community crossing point 	BMA incrementally rolled out: <ul style="list-style-type: none"> • Four ports of entry • Along five segments of land borderline • One community crossing point

¹⁹ Department of Home Affairs (2020b).

²⁰ Hlungwani (2020).

²¹ Department of Home Affairs (2020b).

²² Department of Home Affairs (2020b).

²³ Department of Home Affairs (2020b).

²⁴ Department of Home Affairs (2020b).

Measure introduced to drive intelligence and risk-led border management	Establishment of National Targeting Centre (NTC)	NTC established	NTC incrementally established
Public-Private Partnerships (PPP) concluded to develop six land ports of entry	Appointment of a preferred bidder for the development of six priority land ports of entry	Preferred bidder appointed for the redevelopment of six priority land ports of entry	Target remains unchanged
Enforcement compliance of departmental legislation through law enforcement operations/inspection	Number of law enforcement operations/ inspections conducted to ensure compliance with immigration and departmental legislations	200	Target remains unchanged
Immigration legislation implemented to give effect to the White Paper on International Migration	Submission of Immigration Bill (including amendments to Refugees Act) to Cabinet for approval for public consultation	Immigration Bill (including amendments to Refugees Act) to Cabinet for approval for public consultation	Submission of Policy Discussion Paper on International Migration to Minister for approval by 31 March 2021
Permanent residence permits delivered according to set standards	Percentage of permanent residence applications adjudicated within eight months for applications collected within RSA (from date of receipt of the application until the outcome is scanned at VFS office of application)	85 %	<ul style="list-style-type: none"> • Level 3: 60% • Level 2: 63% • Level 1: 65% Achievements of target or beyond are desirable (as per the scenario approach).
Temporary residence visas delivered according to set standards	Percentage (%) of critical skills visas adjudicated within four weeks for applications processed within the RSA (from date of receipt of the application until an outcome is scanned at VFS office of application)	85%	<ul style="list-style-type: none"> • Level 5 and 4: no service rendered • Level 1 to 3: 82%
	Percentage (%) of business and general work visas adjudicated within eight weeks for applications processed within the RSA (from date of receipt of the application until outcomes is scanned at VFS office of application)	90%	<ul style="list-style-type: none"> • Level 4 and 5: no service rendered • Level 1 to 3: 90%

As illustrated in the table above, two out of seven targets remain unchanged, i.e. the number of law enforcement operations, and the appointment of the preferred service provider to develop the six priority ports of entry in line with the establishment of the One-Stop Border Post.²⁵ The changes in the other four targets are summarised in the table above, but the most notable changes are the Department's implementation of the BMA where the targets have been changed to rolling out the

²⁵ Department of Home Affairs (2020b).

BMA at four ports of entry to incrementally rolling out the BMA in the selected four ports of entries and incrementally establishing the National Targeting Centre.²⁶

5. CONCLUSIONS

Overall, this APP is in line with the Framework for Managing Programme Performance Information as published by National Treasury and it complies with the SMART principles. The Department's performance declined by 13% during the 2018/19 financial year. The performance for the 2019/20 financial year has not yet been assessed since the Department is only due to submit its Annual Performance for the last financial year during November 2020. The threat of COVID-19 is significant, but is yet to be quantified. It suffices to say that due to the threat of the Coronavirus pandemic, the achievement of performance targets will be a challenge. However, the Department has developed achievable targets based on the risk-based scenarios of the Coronavirus pandemic and the related national lockdown alert regulations.

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²⁶ Department of Home Affairs (2020b)