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SUMMARY AND ANALYSIS OF THE ANNUAL PERFORMANCE PLAN (APP) OF THE DEPARTMENT OF HOME AFFAIRS FOR 2022/23 FINANCIAL YEAR

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1. INTRODUCTION

The Department of Home Affairs (henceforth the DHA/Department) derives its mandate from the Constitution of the Republic, various Acts of Parliament and government policy documents. The Department is mandated to efficiently determine and safeguard the identity and status of citizens and regulate immigration to ensure security, promote development, and fulfil South Africa's international obligations¹.

¹ Department of Home Affairs APP (2022).



In order to achieve its Constitutional mandate and the Medium Term Strategic Framework (MTSF), the Department drafts an Annual Performance Plan (APP) to indicate how it is going to achieve its mandate in line with its allocated annual budget. This brief summarises and analyses the Department's APP for the 2022/23 financial year. A separate analysis of the Department's budget for the 2022/23 financial year has already been submitted to the Portfolio Committee on Home Affairs, but for easy reading and comparison, the paper has incorporated relevant sections of the budget analysis.

2. POLICY PRIORITIES FOR THE DEPARTMENT FOR 2022/2023

2.1. National Development Plan

The Department's strategic outcomes are linked with a major focus of the National Development Plan (NDP), which is to confront the triple challenge of poverty, inequality and unemployment by enabling a higher economic growth rate. The DHA has a critical contribution to make to the achievement of the NDP 2030 objectives. As a result, the Department plays a significant role in the inclusion of all citizens in democracy and development by providing status and identity, which enable them access to basic rights and services. It further facilitates the acquisition of critical skills needed for economic growth². The DHA is also central to harnessing the Fourth Industrial Revolution (4IR) and building a capable state as envisaged by the NDP. For example, the modernisation programme of the DHA can reduce fraud and the cost of doing business on e-government platforms, and this will attract more investment.³

In order to contribute to job creation and fighting the unemployment crisis facing the country, President Ramaphosa announced during his State of Nation Address (SONA) that as part of his Presidential Employment Stimulus Package, the Department would recruit 10 000 unemployed graduates to digitalise over 300 million documents dating back from 1895 over the next three years. The digitalisation of the Department's files is part of its strategy to curb corruption and fraud because it would be easier to trace the original documents such as birth certificates, identity cards, passports, and other civic documents.⁴

2.2. Medium Term Strategic Framework (MTSF) Priorities

In terms of the MTSF priorities, the DHA contributes directly to economic transformation and job creation through:

- Social cohesion and safe communities;
- Capable, ethical and developmental state; and
- Better Africa and the world.

Table 1 illustrates the contribution of the DHA and specific targets in the MTSF for 2019 to 2024 and links them to its outcomes⁵.

² Department of Home Affairs APP (2022).

³ *Ibid.*

⁴ SONA (2022).

⁵ Department of Home Affairs APP (2022).



Table 1: DHA Contribution/Alignment to the APEX Priorities of Government

APEX Priority	Link to Outcome	DHA contribution	MTSF Commitment 2024
Economic Transformation and job creation	Outcome 4: Decent employment through inclusive economic growth.	<p>Securing the identity of citizens and foreigners.</p> <p>Design and implement the National Identity System (NIS).</p> <p>Issuance of critical skills visas and implementation of visa regime in support of economic growth.</p>	Implementation of a revised visa regime through 95% of visas applications adjudicated within 4 weeks by 2022/23.
Social Cohesion and Safe Communities	Outcome 3: All people in South Africa (SA) are safe.	<p>Secure the borders through the establishment and operationalisation of the Border Management Act (BMA).</p> <p>Continue with the implementation of a risk-based approach to immigration.</p> <p>Provision of enabling documents to access rights and services, for example, early birth registration and smart ID cards.</p>	<p>BMA established by 2021/22.</p> <p>BMA operational by 2022/23 at 18 ports of entry; 6 segments of the land border law enforcement area, and 1 community crossing point by 24.</p> <p>100% of selected ports of entry equipped with biometric functionality by March 2024.</p> <p>Implementation of DHA Automated Biometric Identification System (ABIS) by 2022/23.</p>
A Capable, Ethical and Developmental State	Outcome 12: An efficient, effective and development-oriented public service.	Repositioning the DHA in support of a capable, ethical and developmental state through the implementation of new service delivery, operating and organisational models supported by the required policy and legislative framework.	
A better Africa and the world	Outcome 11: Create a better South Africa, a better Africa and a better world	Introduce a world-class e-Visa regime and roll-out of the e-Visa system in a phased approach	

Source: Department of Home Affairs APP (2022).

3. COMPARATIVE OVERVIEW OF DHA PERFORMANCE

This section summarises the Department's Annual Report for the 2020/21 financial year. It is essential to provide this summary so that when Members of Parliament consider the DHA's APP for 2022/23, they are able to make an informed opinion on whether the Department has the ability to achieve its annual targets and assess the challenges that hindered its annual target in the past.

The Department's performance for the 2021/2022 financial year will be contained in its Annual Report, which is expected to be tabled during September 2022. Therefore, a brief comparative analytical overview of the Department's performance for the previous financial years (2016/17 to 2020/21) will be provided.



Tracking the progress on set targets and strategic goals (outputs) of the department is essential to determine how well it functions for the improvement and benefit of society, in line with its mandate and government policies. It also improves transparency and accountability and assists Parliament and other stakeholders with information to hold the Executive accountable.⁶

Through this comparison with the previous financial years, it is also possible to identify and highlight ongoing challenges experienced by the Department to inform the current APP and targets.

Table 2: Departmental Performance and Target Achievement: 2020/2021⁷

Programme	No. of Targets	Achieved	Not achieved	% Not achieved	% Achieved
1. Administration	12	9	3	75%	25%
2. Civic Affairs	6	5	1	83%	17%
3. Immigration Affairs	10	5	5	50%	50%
Total	28	19	9	68%	32%

Source: DHA APP 2022, adapted by Research Unit

Table 2 above provides an overview of the numbers of targets achieved and not achieved during the 2020/21 financial year. This is not meant to serve as a measure or rating tool to determine the effectiveness of the programmes of the Department. It should be noted that 2020/21 was when government programmes were severely disrupted due to Severe Acute Respiratory Syndrome Coronavirus 2 (SARS-COV-2), commonly known as Coronavirus (COVID-19).

Overall, the Department fared better in achieving its targets in Programmes 2, compared to Programmes 1 and 3. In total, the Department has achieved 19 out of the 28 targets, with nine (9) targets not achieved. This translates to 68% target achievement and 32% not achieved. This performance shows a slight decrease in annual target achievement compared to 2020/21 and 2019/20 financial years, when it achieved 75% and 72% on its annual targets. In addition, the 2020/21 performance targets are comparably lower when compared to the 2017/18 and 2016/17 financial years when the DHA achieved a 86% and 84% overall annual target achievement, as illustrated in figure 1⁸. See figure 1 on the next page for comparative graphical analysis.

⁶ Molo (2017).

⁷ Note that the Department only had three programmes in 2020/21, programme 4 (Institutional Support and Transfers) was only instituted in the 2021/22 financial year.

⁸ Department of Home Affairs (2019).



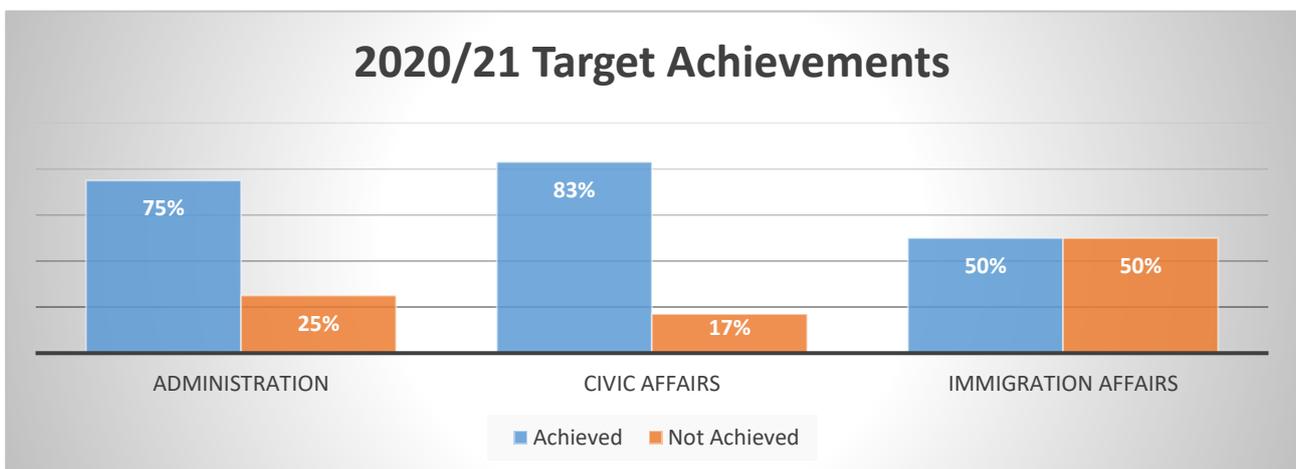
Figure1: Four years' comparative target achievement (2016/17 to 2019/20)



Source: DHA (2022), adapted by Research Unit

3.1. Annual Target Performance per Programme for 2020/21 Financial Year

Figure 2: 2020/21 Financial Year Annual Target Achievement



Source: DHA Annual Report (2021), adapted by Research Unit

For 2020/21, the **Administration programme** had planned for 12 annual performance targets but only managed to achieve nine (9) and was unsuccessful on the other three (3) annual targets. This translates to 75% of targets achieved and 25% not achieved. This performance slightly improved compared to 2019/20 when it achieved 67% of targets and 33% not achieved. The Administration programme performed similarly in 2018/19, where it achieved 12 out of 18 annual performance targets (67%). However, compared to 2017/18, the Administration branch's performance has declined because it achieved 11 (85%) out of 13 annual performance targets.⁹

⁹ Department of Home Affairs (2018), p.15.



In 2020/21, the **Civic Affairs branch** achieved five (5) out of the planned six (6) of its annual targets, which translates to an 83% annual target performance achievement, thus making it the best performing branch. On the other hand, the Civic Affairs programme did not successfully achieve 17% of its annual targets.¹⁰ Compared to the previous financial year, the annual target has increased slightly by 3%.¹¹ Compared to 2018/19, the Civic Affairs branch performance has slightly declined as it had achieved 100% of its annual planned performance targets.¹²

In the same financial year (2020/21), the **Immigration Affairs programme** was the least and most regressed branch in the Department. It had planned for ten (10) annual performance targets but only achieved five (50%). This is a significant decline because in the previous financial year (2019/20), it had planned six (6) annual performance targets, and it achieved all its targets. This performance translates to 100% target achievement. Compared to 2017/18 and 2018/19, the Immigration branch achieved 90% and 78%, respectively.¹³ See figure 1.

Over the period between the five years from 2016/17 to 2020/21 financial year, the average annual target performance is 76.2%. During this period, the highest annual target performance was in 2016/17, when it achieved 86% of its annual performance targets, while the lowest performance was 2020/21 financial year during the COVID-19 pandemic when it achieved 64% of its annual targets.

4. ANALYSIS OF THE 2022/23 APP PER PROGRAMME

The DHA has set out several strategic priorities in the Strategic Plan for 2019/20-2024/25 and a set of planned annual targets in the APP for 2022/2023. This section analyses the Department's 2022/23 APP per Programme and the budget allocated to achieve the annual targets. In addition, the Department undertook an exercise to ensure that the targets are specific, measurable, achievable, relevant and time-bound (SMART¹⁴). Below are the performance targets per programme for the 2022/2023 financial year:

4.1. Programme 1: Administration

The Administration programme covers all functions of the DHA that support its core business, such as policy, governance, finance, human resources (HR) management and security. It is also responsible for the provision of Information Communication Technology (ICT) infrastructure, accommodation, transport and the keeping of records¹⁵.

¹⁰ Department of Home Affairs (2020a), P. 88.

¹¹ Department of Home Affairs (2018), P.15; Department of Home Affairs (2019), P.17.

¹² Department of Home Affairs (2018), p.15; Department of Home Affairs (2019), p.17.

¹³ Department of Home Affairs (2020a), p. 100.

¹⁴ *Specific*: the nature and the required level of performance can be clearly identified; *Measurable*: the required performance can be measured; *Achievable*: the target is realistic given existing capacity; *Relevant*: the required performance is linked to the achievement of a goal; *Time-bound*: the time period or deadline for delivery is specified.

¹⁵ Department of Home Affairs (2020), p, 29.



4.1.1. Summary of Budget Allocation

The *Administration* programme receives R 2.6 billion for 2022/23 compared to an adjusted appropriation of R 2.3 billion during 2021/22. The current allocation translates into an increase of 5.31% or R 238.4 million in nominal terms and 5.31% or R 126 million in real terms. Refer to Table 3 for budget allocation to sub-programmes for this programme.

Table 3: Programme 1 (Administration) budget allocation

Programme	Budget		Nominal Increase/ Decrease in 2022/23 (Rand)	Real Increase/ Decrease in 2022/23 (Rand)	Nominal Percent change in 2022/23	Real Percent change in 2022/23
	R million	2021/22				
Ministry	30,8	34,5	3,7	2,2	12,01%	7,19%
Management Support Services	199,4	279,6	80,2	68,2	40,22%	34,18%
Corporate Services	555,1	655,9	100,8	72,6	18,16%	13,07%
Transversal Information	1 003,9	1 174,9	171,0	120,4	17,03%	11,99%
Office Accommodation	582,3	465,0	-117,3	-137,3	-20,14%	-23,58%
TOTAL	2 371,5	2 609,9	238,4	126,0	10.1%	5,31%

Source: National Treasury (2022)

4.1.2 Summary of Strategic Outcomes and Performance Indicators

Table 4 below provides the analysis of selected Programme 1 performance indicators and targets for the 2022/23 financial year. It should be noted that for 2022/23, Programme 1 has 18 annual targets, but only eight annual targets and performance indicators were selected for analysis.

Table 4: 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	Estimated Performance 2021/22	Annual Target 2022/23	
Biometric functionality implemented at ports of entry equipped with Enhanced Movement Control System (EMCS).	Number of selected ports of entry with biometric movements (BMCS) implemented as per approved specification.	System enhanced and operationalised at limited counters at 4 airports (OR Tambo, Cape Town, King Shaka and Lanseria International Airports).	34	
Enhanced e-Visa System.	Enhancement of e-Visa system as per approved change request.	New Indicator	Enhanced e-Visa system released in production.	

Source: DHA APP (2022)

The Department has planned to roll-out the Biometric Movement Control System (BMCS) in 34 (from 24 in the previous financial year) ports of entry by the end 2022/23 financial year. The BMCS is a new system that will replace the Enhanced Movement Control System (EMCS) used to track the movement of citizens and foreign travellers entering and departing South Africa at all ports of entry. The new system will interface with the e-Visa system to confirm visa compliance. In addition, it will further



identify undesirable travellers and confirm citizens against the Automated Biometric Identification System (ABIS).¹⁶

The DHA started rolling out the e-Visa regime in 2019/20 financial year, starting with Kenya, then the Peoples Republic of China, Nigeria and India. By the end of March 2022, the e-Visa had been rolled out to 14 countries. The e-Visa initiative contributes to the world-class visa regime supporting economic growth and job creation. It also enhances economic recovery, increases tourism activities, and promotes investments and business growth.

Issues for consideration	
<ul style="list-style-type: none"> On the 2021/22 APP, the BMA was supposed to be operational by 2022/23 at 36 ports of entry, 10 segments of the land border law enforcement area, and 2 community crossing points by 2023/24. However, the 2022/23 APP has revised it downwards to 18 ports of entry, 6 segments of land border law enforcement area, and 1 community crossing. Can the Department explain the reasons for these targets to be revised downwards? 	<ul style="list-style-type: none"> On the 2021/22 financial year, the Department planned to roll-out the Biometric Movement Control System (BMCS) in 24 ports of entry. This target has been increased to 34 ports of entry in the current financial year. The Department should update Parliament if it successfully rolled out the BMCS in 24 ports of entry in the previous financial year. If not, what were the challenges?

Table 5: 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	Estimated Performance 2021/22	Performance	Annual Target 2022/23
Components of the National Identity System (NIS) implemented and maintained (Asylum Seeker and Refugee System and ABIS).	Implementation of Asylum Seeker and Refugee System by 2023/24	Asylum Seeker and Refugee system user requirement specifications approved.	Asylum Seeker and Refugee system developed into life.	Asylum Seeker and Refugee system developed onto live capture.
	ABIS in operation by 2022/23 Functional Iris, infant footprint and palmprint back-end recognition capability	ABIS phase 1 operational (facial and Fingerprint capability).		ABIS Phase 2 operational: Iris, infant footprint and palm print back-end recognition capability functional (identification, Verification and latent search.

Source: DHA APP (2022)

The introduction of the National Identity System (NIS) in table 5 is intended to replace the outdated National Immigration Information System (NIIS). The NIS will be developed into a live capture system and integrated with other DHA systems. This system will register the demographics and biometrics of asylum seekers and facilitate the adjudication of their cases with the option of referral to other bodies if denied. This performance indicator complies with the SMART principle as per Treasury guidelines. As a result, the Department's target is to have the Asylum Seeker and Refugee system developed into life capture by the end of this financial year.¹⁷

¹⁶ Department of Home Affairs APP (2022).

¹⁷ Department of Home Affairs APP (2022).



Issues for consideration

- The Department has previously reported that it is struggling to get Phase 1 of ABIS completed within the target period due to the service provider (EOH Mthombo) opting out of the contract. Can the Department confirm if the new service provider was appointed and able to complete Phase 1 of ABIS by the end of March 2022?

Table 6: Programme 1 performance indicators and annual targets.

Strategic Outcome: DHA positioned to contribute positively to a capable and developmental state			
Output	Output Indicator	Estimated Performance 2021/22	Annual Target 2022/23
Tabled DHA Bill in Parliament	Tabling of DHA Bill in Parliament for processing of Bill.	DHA Bill gazetted for public consultation.	DHA Bill tabled in Parliament

Source: DHA APP (2022)

The output indicators and annual targets in table 6 above comply with the SMART principles as per Treasury regulations because they are measurable. In its quest to improve the policy and legislation in support of repositioning, the Department estimated that it would have gazetted the DHA Bill at the end of the first quarter of 2022/23. The ultimate annual target is to have the DHA Bill tabled in Parliament for processing by the end of the financial year. The new legislation will provide a constitutionally sound legal framework for repositioning the DHA as a modern and secure department with the following critical elements:¹⁸

Table 7: Programme 1 Performance indicators and annual targets

Strategic Outcome: DHA positioned to contribute positively to a capable and developmental state				
Output	Output Indicator	Estimated Performance 2021/22	Annual Target 2022/23	
Tabled National Identification and Registration Bill in Parliament.	The tabling of the National Identification and Registration Bill in Parliament for processing of Bill.	Official Identity Management Policy submitted to Cabinet for approval.	National Identification and Registration Bill submitted to Cabinet for approval for public consultation.	

Source: DHA APP (2022)

An identity management framework (policy and legislation) is needed to address how the DHA will regulate the manner in which personal information will be processed by establishing conditions which meet the minimum threshold requirements for the lawful processing of personal information. It will also be necessary for the DHA to articulate how the digital administrative datasets under its control will be used to enable inclusivity, economic development and national security.¹⁹ This annual performance target is also measurable according to the SMART principles.

¹⁸ Ibid

¹⁹ Department of Home Affairs APP (2022).



Table 8: Programme 1 Performance indicators and annual targets

Strategic Outcome: Secure and efficient management of citizenship and civil registration to fulfil constitutional and international obligations				
Output	Output Indicator	Estimated Performance 2021/22	Performance	Annual Target 2022/23
Table Marriage Bill in Parliament	The tabling of the Marriage Bill in Parliament for processing of Bill.	Marriage Policy submitted to Cabinet for approval.		Marriage Bill submitted to Cabinet for approval and for public consultations.

Source: DHA APP (2022)

The legislation that regulates marriages in South Africa has been developed without an overarching policy that is based on constitutional values (e.g. equality, non-discrimination and human dignity) and the understanding of modern societal dynamics. Instead of creating a harmonised system of marriage in South Africa, the state has sought to give recognition to different marriage rituals through passing a range of different marriage laws.²⁰

Despite all the changes that have been made in the marriage legislation post-1994, there are still serious gaps in the current legislation. For instance, the current legislation does not regulate some religious marriages, such as the Hindu, Muslim and other customary marriages practised in some African or royal families. Furthermore, given the diversity of the SA population, it is virtually impossible to pass legislation governing every single religious or cultural marriage practice. It is against this background that the DHA is embarking on the process of developing a marriage policy that will lay a policy foundation for drafting a new single or omnibus legislation.²¹

Table 9: 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 obligations				
Output	Output Indicator	Estimated Performance 2021/22	Performance	Annual Target 2022/23
Tabling of the OSBP Bill in Parliament	Tabling of the OSBP Bill in Parliament for processing of Bill	One-Stop-Border-Post (OSBP) Policy gazetted for public comments		OSBP Bill submitted to Cabinet for approval for public consultation

Source: DHA APP (2022)

The OSBP concept refers to the legal and institutional framework, facilities and associated procedures that enable goods, people and vehicles to stop once whereby they undergo necessary controls following applicable regional and national laws to exit one state and enter the adjoining state. This is contrary to a traditional two-stop border post concept whereby entry/ exit procedures are carried out on both sides of the border for persons, vehicles and goods. The DHA plans to have the OSBP Bill submitted to Cabinet for approval and for public consultation by the end of the current financial year.²²

4.2. Programme 2: Citizen Affairs

This programme aims to provide secure, efficient and accessible services and documentation for the citizens and lawful residents. Citizen Affairs covers the activities of the Civic Affairs Branch at the

²⁰ Department of Home Affairs APP (2022).

²¹ *Ibid*

²² *Ibid*



national and provincial level. This involves providing and managing identity and status services for citizens, permanent residents, and persons accorded refugee status.²³

4.2.1. Summary of Budget Allocation

The *Citizen Affairs* branch budget declines from R 3.09 billion in 2021/22 special adjusted allocation to R 2.55 billion in the 2022/23 financial year. This is a reduction of R540.9 million or 17.5% in nominal terms and R 651 million or 21.02% in real terms. The *Citizens Affairs Management* is the only sub-programme to receive an increased budget in the programme by R 8.2 million or 31.12% in real terms.

Table 10: Programme 2 Budget Allocation

Programme	Budget		Nominal Increase/Decrease in 2022/23	Real Increase/Decrease in 2022/23	Nominal Percent change in 2022/23	Real Percent change in 2022/23
	2021/22	2022/23				
Citizen Affairs Management	26,2	35,9	9,7	8,2	37,02%	31,12%
Status Services	547,3	92,0	-455,3	-459,3	-83,19%	-83,91%
Identification Services	250,5	174,1	-76,4	-83,9	-30,50%	-33,49%
Service Delivery to Provinces	2 272,8	2 253,9	-18,9	-116,0	0,83%	-5,10%
TOTAL	3 096,8	2 555,9	-540,9	-651,0	-17,5%	-21,02%

Source: National Treasury (2022)

The *Status Services* sub-programme received the most considerable decrease in real percentage terms after being allocated a decrease of R 495.3 million, equivalent to an 83.19 % decrease. The *Identification Services* and *Service Delivery to Provinces* also received a budget decrease in both nominal and real terms. The *Identification Services* allocation decreases from R 250.5 million in the previous year to R 174.1 million in the current year. This allocation decrease translates to a decrease of R 83.9 million or 33.50 % in real terms, while the *Service Delivery to Provinces* decreases from R 2.27 billion in the previous year to R 2.25 billion in the current financial year, thus translating to a decrease of R 116.0 million or 5.10 % in real terms. It should be noted that Programme 2 will be allocated additional funding during the adjustment period in September 2022 because the funds generated through paid services such as identity documents, birth certificates, etc., are appropriated to the department during the budget adjustment period.

4.2.2 Summary of Strategic Outcomes and Performance Indicators

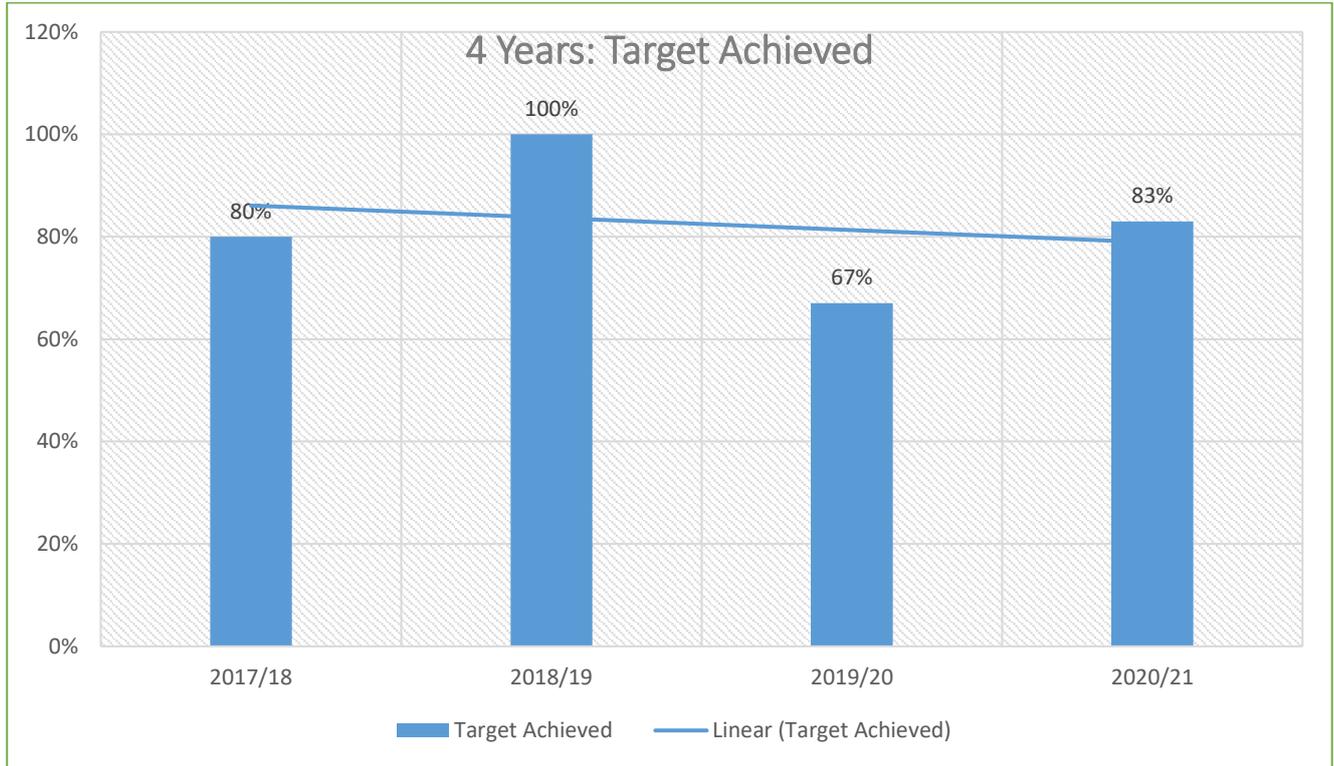
The Civic Affairs branch has achieved five (5) out of the planned six (6) annual targets during the 2020/21 financial year, which translates to an 83% annual target performance achievement. In this financial year, the Civic Affairs programme did not achieve 17% of its annual targets.²⁴ Compared to the previous financial year (2019/20), when it achieved two (2) out of three (3), the 2020/21 performance improved by 16%. However, the 83% target achievement in 2020/21 financial year is lower when compared to the 2018/19 financial year when it achieved 100% of its annual targets.

²³ *Ibid*

²⁴ Department of Home Affairs (2020a), P. 88.



Figure: 3 Years annual target performance (2017/18 -2019/20)



Source: DHA, adapted by Research Unit

Table 11 below provides the analysis of Programme 2 outputs indicators and targets for the 2022/23 financial year. Programme 2 (Civic affairs) strategic outcome is **to secure and efficiently manage citizenship and civil registration to fulfil constitutional and international obligations**. The Civic Affairs branch has four output indicators and four annual targets for the 2022/23 financial year.

All indicators on programme 2 comply with the SMART principle. As depicted in table 11 below, the first three output indicators remain the same as the two previous financial years, but the last indicator is a new indicator in the programme.

Table 11: Programme 2 performance indicators and annual targets.

Output Indicator	Annual Target Achievement 2020/21	Estimated Target Achievement for 2021/22	Annual Target 2022/23
Number of birth registered within 30 days	845 253	700 000	750 000
Number of smart ID cards issued to citizens (including naturalised and holders of permanent residence permits) 16 years of age and above	1 233 683	1 600 000	2 200 000
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)	91.79%	90%	90%
Percentage (%) of machine-readable passports for children (new live capture system) issued within 18 working days per year for applications collected and processed within the RSA (from date of receipt of	N/A	New Performance Indicator	90%



application until the passport is scanned at the office of application)			
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Source: DHA APP (2022)

For the 2022/23 financial year, the programme has revised up its annual targets from registering 700 000 to 750 000 births within 30 calendar days. This lower target in the previous financial year was due to COVID-19, but it has accordingly been revised upwards as lockdown restrictions have been suspended. As a result, the DHA estimates that it would comfortably achieve and exceed the last financial year's annual target by at least 51 000 birth registration; hence the target was increased.²⁵

Before COVID-19 in 2018/19 financial year, Programme 2 usually planned to issue 3 million smart identity documents. However, this target was revised downwards in the 2020/21 financial year to issuing only 700 000 smart IDs and 1.6 million in 2020/21 as the department was navigating through different levels of lockdown restrictions. For the 2022/23 financial year, the DHA annual target is to issue 2 200 000 (2.2 million) Smart ID's.²⁶

Issues for consideration

- The Department should explain why it is not reverting to the pre-COVID-19 annual target of issuing 3 million Smart ID's in a financial year.

Programme 2 had also planned 90% of machine-readable adult passports to be issued within 13 working days in the pre-COVID-19 era, but this annual target was revised downward to 70% due to the aforementioned pandemic. For the current financial year, the DHA has accordingly returned to the annual target of producing 90% of machine-readable adult passports within 13 working days.²⁷

The new performance indicator for this Programme is the issuance of 90% machine-readable passports for children (a new live capture system) issued within 18 working days per year for applications collected and processed within the RSA (from the date of receipt of the application until the passport is scanned at the office of application).²⁸

4.3. Programme 3: Immigration Affairs

This programme aims to facilitate and regulate the secure movement of people through the ports of entry into and out of the Republic of South Africa. The programme is also responsible for determining the status of asylum and regulate refugee affairs.

4.3.1. Programme 3: Summary of Budget Allocation

Constituting only 16% of the Department's budget in the current financial year, the *Immigration Affairs* programme has the lowest spending area. However, if inflation is not considered, the programme's budget increased from R 1.44 billion in 2021/22 to R 1.47 billion in 2022/23. If inflation is considered, the programme's allocation declines by R35.4 million or 2.44%.

²⁵ Department of Home Affairs APP (2022).

²⁶ *Ibid*

²⁷ *Ibid*

²⁸ Department of Home Affairs APP (2022).



Table 12: Programme 3 budget allocation

Programme	Budget		Nominal Increase/Decrease in 2022/23	Real Increase/Decrease in 2022/23	Nominal Percent change in 2022/23	Real Percent change in 2022/23
	2021/22	2022/23				
Immigration Affairs Management	32,9	30,5	-2,4	-3,7	-7,29%	-11,29%
Admission Services	1 047,7	1 066,7	-19,0	-26,9	1,81%	-2,57%
Immigration Services	258,7	221,4	-37,3	-46,8	14,42%	-18,10%
Asylum Seekers	160,1	159,0	-1,1	-7,9	-0,69%	-4,96%
TOTAL	1 449,4	1 477,6	28,2	-35,4	1,9%	-2,44%

Source: National Treasury (2022)

All the Immigration Affairs sub-programmes experienced a real decrease in their allocations in the current financial year. However, in terms of real percentage decline, the *Immigration Services* sub-programme was the biggest loser as its allocation was reduced by 18% (or R46.8 million) from R258.7 million in the previous financial year to R221.4 million in the current financial year.²⁹

The *Immigration Affairs Manager* and *Asylum Seekers* sub-programmes also received a reduced allocation by 11.29% and 4.96%, respectively, in real terms. The former's budget was reduced from R258.7 million in the previous financial year to R221.4 million in the current financial year, while the latter's budget allocation was slightly decreased from R160.1 million in the previous financial year to R159 million in the current financial year. The Admission Services sub-programme had the least allocation reduction in percentage terms by just 2.57%. If inflation is considered, this allocation reduction translates to a decrease of R26.9 million from R1.04 billion in the previous financial year to R1.06 billion in the current financial year.³⁰

4.3.2. Programme 3: Summary of Strategic Outcomes and Annual Targets

Programme 3 (Immigration affairs) strategic outcome is **to secure and efficient management of international migration resulting in South Africa's interests being served and fulfilling international commitments**. Unlike in 2021/22, when the programme had five output indicators, it has four output indicators for the 2022/23 financial year (see table 13 below).

As reported in the Department Annual Report for 2020/21, the Immigration Affairs programme was the least performing branch. It planned ten (10) annual performance targets for 2020/21, achieving only five (5) targets. This translates to 50% target achievement. Compared to the three previous years, the Immigration Affairs branch achieved 100% during 2019/20, 90% in 2018/19 and 78% in 2017/18.

²⁹ National Treasury (2022).

³⁰ *Ibid*



Table 13: Programme 3 Immigration: Strategic Outcomes and Annual Targets

Output	Output Indicator	Estimated Performance 2021/22	Annual Target 2022/23
Enforcement of compliance of departmental legislation through law enforcement operations/inspection	Number of law enforcement operations/inspections conducted to secure compliance with immigration legislation	220	540
Permanent residence permits are adjudicated according to set standards	Percentage (%) of permanent residence applications adjudicated within 8 months for applications collected within the RSA (from date of receipt of the application until outcomes is in scan at VFS Centre-office of application)	85%	85%
Temporary residence visas adjudicated according to set standards	Percentage (%) of critical skills visas adjudicated within 4 weeks for application processed within the RSA (from date of receipt of application until outcomes is in scan at VFS Centre-office of application)	85%	95%
	Percentage (%) of business and general work visas adjudicated within 8 weeks for application process within the RSA (from date of receipt of application until an outcome is in scan at VFS Centre-office of application)	90%	90%

Source: DHA APP (2022)

For 2021/22, the Department set an annual target of 220 law enforcement operations/inspections. However, this target has been revised and increased to 540 law enforcement operations for the current financial year. The purpose of the indicator is to ensure that undocumented persons are detected (that South Africans or businesses do not illegally employ foreign nationals and that all persons in South Africa are here on a lawful basis as per departmental legislation). The indicator is intended to ensure that those who work illegally (with no correct visas or immigration permits to do so) or employ such persons in violation of legislation or are here illegally are either charged or deported. The target also aims to ensure that other persons encountered, for example, during inspections or roadblocks, are here lawfully. In short, the target seeks to locate or trace illegal foreign nationals in South Africa and ensure that the resulting enforcement, be it prosecution or deportation, is undertaken

Issues for consideration

- What is the Department's rationale for increasing the number of law enforcement operations by more than 100%, from 240 in the previous financial year to 540 operations in the 2022/23 financial year?

The Department plans to have 85% of permanent residence visas adjudicated within eight months for applications collected within South Africa. This is from the date of receipt of application until the outcome is in scan at VFS Centre – office of application). The permanent residence visas referred to here are the Critical Skills (s27b); General Work (s26a), and Business Visas (s26c).³¹

In addition, the Department also targeted 85% and 90% of critical skills and business visas adjudicated within four weeks and eight weeks of application. These visas should have been applied

³¹ Department of Home Affairs APP (2022).



within the country, and the application process is facilitated through the VFS. All the performance indicators comply with the SMART principles and are measurable.

Immigration issues for consideration

- The Department should be commended for increasing the number of law enforcement operations from 240 in the previous financial year to 540 in 2022/23.
- How does the DHA cooperate with the Department of Labour to ensure that undocumented persons are not employed illegally?
- How many businesses have been found guilty of employing undocumented persons in the past financial year, and what were the consequences of employing undocumented persons?

4.4. Institutional Support and Transfers

The Institutional Support and Transfers appears for the first time as a stand-alone programme. Funding of the BMA was budgeted for in Programme 1, while the Electoral Commission and Represented Political Parties fund was previously planned and budgeted for in Programme 2, the *Institutional Support* sub-programme. The purpose of this new programme is to transfer funds to the Electoral Commission and Represented Political Parties Fund, which manages national, provincial and local government elections to ensure those elections are free and fair. The programme will also transfer funds to the BMA to ensure South Africa's borders are effectively defended, protected, secured, and well-managed.

4.4.1. Programme 4: Summary of Budget Allocation

Table 14: Programme 4 budget allocation

Programme	Budget		Nominal Increase/ Decrease in 2022/23	Real Increase/ Decrease in 2022/23	Nominal Percent change in 2022/23	Real Percent change in 2022/23
	2021/22	2022/23				
Border Management Authority	46,6	196,7	150,1	141,6	322,10%	303,93%
Electoral Commission	2 250,3	2 223,8	-26,5	-122,3	-1,18%	-5,43%
Represented Political Parties Fund	166,8	342,1	175,3	160,6		96,26%
TOTAL	2 463,7	2 762,6	298,9	179,9	12,1%	7,30%

Source: National Treasury (2022)

The *Border Management Authority Act (No 2 of 2020)* was signed into law in July 2020 and became effective 1 January 2021. The BMA's budget increases to R 150.1 million (nominally) in the current financial year from the previous allocation of R 46.6 million. This increase equates to R 141.6 million with inflation being effected or 303.93% in real terms. The BMA's allocation will be utilised for operationalisation and recruitment of staff.³²

³² National Treasury (2022).



The *Represented Political Parties Fund* sub-programme almost doubled its increase from R166.8 million in the previous financial year to R342.1 million in the current financial year. This increase translates to a 96.26% increase in real terms.

In Programme 4, only the Electoral Commission receives a slight decrease from R 2.250 billion in 2021/22 to R 2.22 billion in the current financial year. This decrease translates to R 122,3 million or 5.43% in real terms. This decrease could be attributed to the Electoral Commission, which hosted the Local Government Election in November 2021; hence, it was allocated more funding during 2021/22.

4.4.2 Programme 4: Summary of Strategic Outcomes and Annual Targets

Table 15: Programme 4 Immigration: Strategic Outcomes and Annual Targets

Output	Output Indicator	Estimated Target Performance for 2021/22	Annual Target 2022/23
Border Management Authority (BMA) established as a Schedule 3A National Public Entity.	BMA fully established by 2023/24.	BMA Commissioner and Deputy Commissioners. Appointed BMA incubated as a Branch within DHA Implementation protocol between BMA and SARS signed Implementation Protocol between BMA and Defence signed.	BMA incrementally established through the submission of pre-listing documents to National Treasury.
BMA rolled out at selected ports of entry, designated segments of the land border law enforcement area and community crossing points.	Number of ports of entry with BMA rollout per year.	BMA rolled out in phases along 5 segments of the land border law enforcement area: (RSA/ Zimbabwe; eManguzi; Skukuza; KZN/ eSwatini; and Mpumalanga/ eSwatini) BMA rolled out to 1 community crossing point (Tshidilamolomo).	BMA rolled out at 46 ports of entry by incorporating frontline Immigration, Port Health, Agriculture and Access Control functions into the BMA.
	Number of land border law enforcement area segments with Border Guard per year.		BMA rolled out in phases along 3 segments of the land border law enforcement area (Border Guard).
	Number of community crossing points with BMA rollout per year.		N/A
	Responsibility for facilities management at land ports of entry transferred to BMA.		BMA assumes responsibility for facilities management at 31 identified land ports of entry.
Output	Output Indicator	Estimated Target Performance for 2021/22	Annual Target 2022/23
Six priority land ports of entry redeveloped as part of a public-private partnership (PPP).	Status of construction for the redevelopment of the six (6) land ports of entry.	Request for Proposal (RfP) for the six land ports of entry issued to the market.	Financial and contractual closure reached with bidders in respect of land development of 6 priority land ports of entry.

Source: DHA APP (2022)

The BMA Act (No 2 of 2020) has finally assented into law, and it was effected as of 1 January 2021. The annual target for the 2021/22 financial year was to incrementally roll out BMA to 11 land ports of entry by integrating frontline immigration personnel, port health, etc. The Department envisages that the BMA will be fully implemented and operational by the end of the 2023/24 financial year.



However, for the 2022/23 financial year, the main annual target is incrementally established by submitting pre listing documents to the National Treasury.

Issues for consideration

- The Department should update Parliament if it achieved its targets of incrementally rolling out the BMA to 11 land ports of entry in the financial year ended 31 March 2022.
- Parliament should request quarterly briefings on the BMA implementation.

In line with the BMA roll-out and the African Continental Free Trade Agreement (ACFTA), the Department is planning to develop and upgrade six of the six land borders in a project known as the One-Stop Border Post (OSBP). The annual target in terms of the OSBP in the previous financial year was to issue a OSBP Policy for public comments and finalise the contractual agreements with the contracted bidders. For the 2022/23 financial year, the annual target is to ensure that financial and contractual agreements are concluded with the appointed bidders.

5. CONCLUSION

Overall, this APP aligns with the Framework for Managing Programme Performance Information published by National Treasury as it complies with the SMART principles. Over the period between 2016/17 to 2020/21 financial year, the average performance in terms of annual target performance is 76.2%. During this period, the highest annual target performance was in 2016/17, when it achieved 86% of its annual targets, while the least performance was in the 2020/21 financial year during the COVID-19 pandemic when it achieved 64% of its annual targets.

The current financial year's annual target performance is expected to increase, considering that COVID-19 restrictions have been uplifted. In addition, the Department is expected to be functioning optimally with all its personnel back at work.

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