



ANNUAL

PERFORMANCE PLAN

2023
2024



USHERING A NEW BORDER MANAGEMENT AUTHORITY (BMA)



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2024



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DATE OF TABLING: MARCH 2023

OFFICIAL SIGN OFF

It is hereby certified that this Annual Performance Plan:

Was developed by the management of the Border Management Authority under the guidance of Minister Dr PA Motsoaledi.


Takes into account all the relevant policies, legislation and other mandates for which the Border Management Authority is responsible.

Accurately reflects the outcomes and outputs which the Border Management Authority will endeavour to achieve over the period 2023/24.

MS JANE THUPANA
DEPUTY COMMISSIONER CORPORATE SERVICES


SIGNATURE

GEN DAVID CHILEMBE
DEPUTY COMMISSIONER OPERATIONS


SIGNATURE

MR GORDON HOLLAMBY
ACTING CHIEF FINANCIAL OFFICER


SIGNATURE

DR NAKAMPE MASIAPATO
COMMISSIONER AND CHIEF EXECUTIVE OFFICER


SIGNATURE

Approved by:

DR P A MOTSOLEDI, MP
EXECUTIVE AUTHORITY


SIGNATURE

ACRONYMS

Acronym	Definition
ABIS	Automated Biometric Identity System
AC	Assistant Commissioner
AfCFTA	African Continental Free Trade Area
APP	Annual Performance Plan
BBBEE	Broad-Based Black Economic Empowerment
BCEA	Basic Conditions of Employment Act No. 75 of 1997
BMA	Border Management Authority
BMCS	Biometric Movement Control System
BTC	Border Technical Committee
C	Commissioner
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CFO	Chief Financial Officer
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
COGSA	Carriage of Goods by Sea Act No. 1 of 1986
COIDA	The Compensation for Occupational Injuries and Diseases Act 130 of 1993
COMESA	Common Market for Eastern and Southern Africa
CCP	Community Crossing Point
DC	Deputy Commissioner
DAC	Deputy Assistant Commissioner
DALRRD	Department of Agriculture, Land Reform and Rural Development
DFFE	Department of Fisheries, Forestry and Environment
DHA	Department of Home Affairs
DoH	Department of Health
DWYPD	Department of Women, Youth and Persons with Disabilities
DPME	Department of Performance Monitoring and Evaluation
DPWI	Department of Public Works and Infrastructure
DPSA	Department of Public Service and Administration
EAC	Eastern African Community
EEA	Employment Equity Act No. 55 of 1998
GBVF	Gender-based Violence and Femicide
GEWE	Gender Equality and Women Empowerment
GITOC	Government Information Technology Officers Council
IBMS	Integrated Border Management System
ICAO	International Civil Aviation Organization
ICT	Information Communication Technology
IOM	International Organization for Migration
LRA	Labour Relations Act No. 66 of 1995
M & E	Monitoring and Evaluation
MTEF	Medium Term Expenditure Framework
MTSF	Medium Term Strategic Framework

Acronym	Definition
NBMCC	National Border Management Coordinating Committee
NBRMTC	National Border Risk Management Targeting Centre
NDP	National Development Plan
NTBs	Non-tariff barriers
NSP	National Strategic Plan
NT	National Treasury
NTC	National Targeting Centre
OAU	Organization of African Unity
OHSA	Occupational Health and Safety Act No. 85 of 1993
OSBP	One-stop Border Post
PAIA	Promotion of Access to Information Act No. 2 of 2000
PAJA	Promotion of Administrative Justice Act No. 3 of 2000
PFMA	Public Finance Management Act No. 1 of 1999
PNR	Passenger Name Record
PoE	Ports of Entry
POPIA	Protection of Personal Information Act No. 4 of 2013
PPP	Public-Private Partnership
RECs	Regional Economic Communities
RfP	Request for Proposal
RfQ	Request for Quotation
SADC	Southern African Development Community
SANDF	South African National Defence Force
SAPS	South African Police Service
SARS	South African Revenue Service
SDA	Skills Development Act No. 97 of 1998
SDGs	Sustainable Development Goals
SLA	Service Level Agreement
SONA	State of the Nation Address
SP	Strategic Plan
SSA	State Security Agency
TA	Treasury Approval
TFTA	Tripartite Free Trade Area
TID	Technical Indicator Description
ToC	Theory of Change
UN	United Nations
UNCRC	United Nations Commission on the Rights of the Child
WEF	World Economic Forum
WHO	World Health Organisation
WTO	World Trade Organization
ZEP	Zimbabwe Exemption Permit

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EXECUTIVE AUTHORITY STATEMENT



As the Minister of the Department of Home Affairs and the chairperson of the Inter-Ministerial Consultative Committee on border management, it gives me great pleasure to consider and reflect on the tabling of the first ever planning instruments for the Border Management Authority (BMA). The tabling of this Strategic Plan (2023/2025) and its Annual Performance Plan (2023/2024) reflect a major milestone towards the realisation of an integrated border management approach. This achievement came after ten (10) years of policy and legislative deliberations at the parliamentary and societal level on the need for replacing the multi-agency border management approach into an integrated

model. The tabling of these documents comes at the time when South Africa and other countries continue to grapple with the scourge of irregular migration, escalating inter-jurisdictional crimes and health related threats emanating from COVID 19, Monkey-Pox and Ebola, in and amongst others. The outcomes contained in the BMA Strategic Plan and the APP are aligned with the broader strategic priorities of the 6th administration and the National Development Plan, 2030.

Since 1994, our government has neither prioritised nor invested on issues of border management. This has resulted in the emergence of multiple national

security challenges which the BMA should start addressing. These challenges include, amongst others, the escalating threat of human smuggling, trafficking of minors, stock theft and the high-jacking of vehicles destined for the other parts of the continent. Therefore, the establishment of the BMA as an integrated border management mechanism should strive to stabilise and arrest the escalation of the aforementioned security challenges. It is therefore expected of the BMA officers to fully implement its border law enforcement functions in both the Ports of Entry (PoEs) and the border law enforcement areas. With the full implementation of the BMA in the 2023/2024 financial year, more focus should be placed on the deployment of technology as a force multiplier in both the PoE and the border law enforcement areas to ensure the effective preservation of the country's national security and protection of our national interest. An additional cohort of Border Guards will be brought in to augment the number already deployed in 2022 in order to increase capacity at the most vulnerable segments of the border line. Furthermore, the successful implementation of border management will benefit from the establishment of partnerships with various stakeholders, including the border communities themselves.

Given its posture, the BMA should be able to balance the facilitation of the legitimate movement of persons and trade with addressing issues of border criminality which continues to undermine our territorial integrity. As for communities straddling the borderline, the BMA should establish informal community crossing points with the relevant traditional leadership and the adjacent neighbour to address any possible criminalities on those areas. As reflected in the act, the BMA should work with other critical organs of the state such as the SANDF, the SAPS and the SARS towards the realisation of common national objectives. At this point, I hereby endorse the BMA's first ever Annual Performance Plan (APP) and call upon all relevant stakeholders to work with the Authority in the implementation of its stated objectives.



DR P. MOTSOLEDI, MP
MINISTER OF HOME AFFAIRS

ACCOUNTING OFFICER STATEMENT



An opportunity afforded to me by the President of the Republic of South Africa to serve our country as the first ever Commissioner of the BMA is indeed a humbling experience. To this end, I stand aware of the magnitude and the complexities associated with the nature of work ahead of me, the other two commissioners and the rest of the team. In fact, juxtaposing the nature of the challenges associated with border management vis-à-vis the level of confidence placed on us by both the Minister and the Deputy Minister, I fully understand that we do not have the luxury of wondering around, but to hit the ground running and develop the necessary shape and character

of an integrated border management platform with clear roles and responsibilities. At this point, the MTSF objectives and priorities, United Nations Sustainable Development Goals on combating of illicit trade, the African Union's Agenda 2063 and other international conventions have crystallised as a solid framework upon which the operationalisation of the BMA stand. It is therefore my great pleasure to present the first APP of the Border Management Authority (BMA).

Having been exposed to the application of the multi-agency border management approach in South Africa for 28 years, the nature of the problem

statement and the subsequent consequences to the country's national security could not be over emphasised. In hindsight, there is no doubt that a multi-agency approach fragmented the border environment, encouraged silo operational theatres, and facilitated corrupt tendencies amongst key role players in the environment. Unfortunately, these realities undermined the country's national security imperatives and frustrated any efforts towards the protection of the country's national interests. There is no doubt therefore, that the promulgation of the Border Management Authority Act in July 2020 ushered an opportunity for the application of a new integrated border management approach with a single command and control, away from the old multi-agency border management mechanism. In fact, the establishment of an effective and efficient border management platform to facilitate and manage the legitimate movement of persons and goods through the country's border law enforcement areas re-affirms the contents of the National Development Plan 2030. This strategic shift supports all efforts towards the realisation of a developmental State with the ability to address the notorious triple challenges of poverty, inequality and unemployment.

Processes towards the establishment of the BMA as a schedule 3(A) public entity involved the multiplicity of activities cutting across legal, human, financial, technological, infrastructural, and intensive communications. Central to these processes was the integration of the staff complement from the Department of Home Affairs, the National Department of Health, the Department of Agriculture, Land Reform and Rural Development, and the Department of Forestry, Fisheries and the Environment into the BMA. As a result, the BMA serves as the frontline border law enforcement authority at the border law enforcement area whilst the principal organs of the state retain their

policy and legislative mandates. The development of the BMA Strategic Plan and the subsequent Annual Performance Plan (APP) for the 2023/2024 remain aligned with the government's Medium Term Strategic Framework (MTSF) of 2019/2025. The latter is directed towards the realisation of key outcomes which include the enhancement of trade and socio-economic development, the protection of the country's national interest and the enhancement of national security through the effective coordination of border management efforts with the key domestic and international stakeholders.

As the third law enforcement authority created by the Border Management Authority Act, 2020 in compliance with section 199(3) of the RSA Constitution, 1996, the BMA strives to create an officer of high moral stature, guided by patriotic ethical principles at all times. In the end, the work of the BMA aims to 'secure borders for development' through the realisation of regional economic integration, efficient trade and tourism through facilitation of legitimate movement of persons and goods within our border law enforcement area.

This APP therefore, constitutes an important element through which the BMA will account on its mandate and operational activities during this financial year. It is also an affirmation of our commitment to the cause of delivering secure borders for development.



DR NM MASIAPATO

COMMISSIONER AND CHIEF EXECUTIVE OFFICER

VISION

A world class integrated border law enforcement authority partnering for a safe and prosperous South Africa.

MISSION

To be a credible provider of highly efficient, integrated, well-coordinated and technology driven border law enforcement services that contribute to national security and socio-economic development by inculcating an ethical culture that empowers teams for service excellence.

VALUE STATEMENT

The shared values to be enshrined in the Border Management Authority (BMA) are as follows:

- **Patriotism** - to defend and uphold the Constitution and contribute to the Government's developmental agenda;
- **Vigilance** – to keep alert for dangers, risks or difficulties that can frustrate efficient border management;
- **Integrity** – to act honestly, fairly and with dependability;
- **Excellence** – to establish a culture of service excellence in the border environment;
- **Professionalism** – to promote a high standard of professional and ethical behaviour in the border environment that adheres to the BMA Code of Conduct and the Batho Pele principles.
- **Innovation** – to develop new ways to improve and ensure that BMA executes its border management mandate better.

BMA MANDATE

The BMA is in terms of the BMA Act (Act No 2 of 2020) mandated to carry out the following functions:

- (a) facilitate and manage the legitimate movement of persons within the border law enforcement area and at ports of entry;**
- (b) facilitate and manage the legitimate movement of goods within the border law enforcement area and at ports of entry; and**
- (c) cooperate and coordinate its border law enforcement functions with other organs of state, border communities or any other persons.**

Furthermore, the BMA must contribute to a multiplicity of objectives that are clustered around the following concepts:

- National security;
- Authorized migration and movement of persons;
- Trade facilitation and the authorised movement of goods;
- Biosecurity (authorised movement, protection and conservation of specified food, plants, animals and related products);
- Inclusive socio-economic development;
- Regional integration;
- Sustainable development and protection of environmental resources, and

- Global peace, justice and human solidarity.

While the BMA has to operate through coordination with organs of state to ensure efficiency in border management, 'the border law enforcement functions within the border law enforcement area and at ports of entry must be performed exclusively by the officers of the Authority' (BMA Act, Sec. 4(2)).

BMA OUTCOMES

The outcomes that direct the BMA strategic focus and deployment of resources and capabilities are as follows:

- **Institutional excellence distinguished by good corporate governance and ethical leadership;**
- **Secure borders that protect national interests and enhance national security;**
- **Enhanced trade and socio-economic development; and**
- **Strengthened coordination and cooperation amongst stakeholders within the border management environment.**

Vision: <i>A world class integrated border law enforcement authority partnering for a safe and prosperous South Africa</i>			
<p>BMA contribution to Apex priorities:</p> <p>Economic Transformation and Job Creation</p> <p>Social Cohesion and Safe Communities</p> <p>A Capable, Ethical and Developmental State</p> <p>A Better Africa and World</p>	Mission:	Values:	Mandate:
	<i>To be a credible provider of highly efficient, integrated, well-coordinated and technology driven border law enforcement services that contribute to national security and socio-economic development by inculcating an ethical culture that empowers teams for service excellence</i>	<ul style="list-style-type: none"> • Patriotism; • Vigilance • Excellence; • Integrity • Professionalism • Innovation. 	(a) facilitate and manage the legitimate movement of persons within the border law enforcement area and at ports of entry; (b) facilitate and manage the legitimate movement of goods within the border law enforcement area and at ports of entry; and (c) cooperate and coordinate its border law enforcement functions with other organs of state, border communities or any other persons.
	Impact statement.		
	<p><i>BMA as a credible provider of highly efficient, integrated, well-coordinated and technology driven border law enforcement services that contribute to national security and socio-economic development, thus leading to:</i></p> <ul style="list-style-type: none"> • a stronger South African economy and national security through the facilitation of legitimate travel and trade while reducing illicit activities, • enhanced economic and social prosperity while ensuring all people in SA are and feel safe, • an ethical culture and corruption-free border management, and • an agile and integrated skilled workforce that meets the BMA needs of today and the challenges of the future <p>Outcomes that direct the strategic focus and deployment of resources and capabilities are:</p> <ul style="list-style-type: none"> • Institutional excellence distinguished by good corporate governance and ethical leadership; • Secure borders that protect national interests and enhance national security; • Enhanced trade and socio-economic development; and • Strengthened coordination and cooperation amongst stakeholders within the border management environment. 		
<i>Programme 1: Corporate services</i>		<i>Programme 2: Operations</i>	
<p>Purpose: Provide strategic leadership, management and support services to the BMA.</p> <p>The Administration/Corporate Services programme covers all functions of the BMA that support its core business, such as policy development, counter-corruption, governance, financial services, human resource (HR) management and development, labour relations and legal services. It is also responsible for the provision of information communication technology (ICT), facilities and infrastructure, communication and stakeholder management, as well as knowledge and information management</p>		<p>Purpose: To execute the core business functions of the BMA</p> <p>The Operations programme covers all core business functions of the BMA such as border law enforcement, human and goods movement, as well as national risk and targeting management.</p>	



PART A: OUR MANDATE

PART A: OUR MANDATE

1. UPDATES TO RELEVANT LEGISLATIVE AND POLICY MANDATES

The Constitution of the Republic of South Africa, 1996

The BMA derives its Constitutional mandate from numerous Sections of the Constitution of the Republic of South Africa. In particular, Section 11(1)(c) accords everyone the right to freedom of movement, the right to leave the Republic and the right to enter, to remain in and to reside anywhere in the Republic. Furthermore, in line with Section 10 of the Constitution, BMA will execute its mandate of facilitating the legitimate movement of persons with due regard for everyone's inherent dignity and the right to have their dignity respected. In keeping with Section 41(1)(a) of the Constitution, BMA will in the implementation of protocols signed with other organs of state cooperate in mutual trust and good faith by (a) fostering friendly relations; (b) ensuring mutual support where necessary; (c) informing the other organs of state on matters of common interest; (c) adhering to agreed procedures; and (d) avoiding legal proceedings against other organs of state. In compliance with Section 21 of the Constitution, the BMA will ensure that all environment-related requirements are enforced in line with the applicable legislation to protect the environment in a sustainable manner. The BMA shall adhere to the democratic values and principles as required of public administration in Section 195(1)(a)(i) of the Constitution. In line with Section 198(a), South Africans must experience a sense of national security that must reflect in their living in peace and free from any fear.

The Border Management Authority Act No. 2 of 2020

The BMA is established as an armed service in terms of Section 199(3) of the Constitution, a third in the country in addition to the South African National Defence Force (SANDF) and South African Police Service (SAPS). The Border Management Authority Act No. 2 of 2020 (BMA Act), the Authority's founding legislation, mandates the BMA to:

- (a) facilitate and manage the legitimate movement of persons within the border law enforcement area and at ports of entry;
- (b) facilitate and manage the legitimate movement of goods within the border law enforcement area and at all ports of entry; and
- (c) cooperate and coordinate its border law enforcement functions with other organs of state, border communities or any other persons.

The Authority is mandated to perform these functions with a view to:

- secure the borders of the Republic and protecting national interest;
- implement integrated and coordinated border management in accordance with the Constitution, international and domestic law in order to:
 - contribute to the socio-economic development of the Republic;
 - ensure effective and efficient border law enforcement functions at the ports of entry and vulnerable segments of the border line;
 - contribute to the facilitation of legitimate trade and secure travel;
 - contribute to the prevention of smuggling and trafficking of human beings and goods;
 - prevent illegal cross-border movement; contribute to the protection of the Republic's environmental and natural resources;

- ° protect the Republic from harmful and infectious diseases, pests and substances; and
- ° balance the facilitation of legitimate trade and travel with security and the constitutional responsibility of the South African National Defence Force to defend and protect the Republic, its territorial integrity and its people.

Transfer of functions to BMA through Presidential Proclamation and Ministerial Delegation

The BMA's mandate is further extended by the transfer of functions in terms of Section 97 of the Constitution, through a Proclamation by the President of the Republic of South Africa dated 30th August 2022, and subsequent Ministerial delegation of selected functions from the Department of Agriculture, Land Reform and Rural Development (DALRRD); Department of Forestry, Fisheries and Environment (DFFE); Department of Health (DoH); and Department of Home Affairs (DHA). The BMA is tasked in line with the Presidential Proclamation and Ministerial delegation to implement applicable sections of the following legislations:

Table 1: Legislative framework with implications FOR the BMA due to functions transferred to the Authority through Presidential Proclamation and ministerial delegation

Legislation	Purpose of the Legislation
Agricultural Pests Act No. 36 of 1983	To provide for measures by which agricultural pests may be prevented and combated; and. for matters connected therewith.
Agricultural Product Standards Act No. 119 of 1990	To provide for control over the sale and export of certain agricultural products and other related products; and for matters connected therewith.
Animal Diseases Act No. 35 of 1984	This repealed Act intended to provide for the control of animal diseases and parasites, for measures to promote animal health, and for matters connected therewith.
Animal Health Act No. 7 of 2002	To provide for measures to promote animal health and to control animal diseases; to assign executive authority with regard to certain provisions of this Act to provinces; to regulate the importation and exportation of animals and things; to establish animal health schemes; and to provide for matters connected therewith.
Animal Improvement Act No. 62 of 1998	To provide for the breeding, identification and utilisation of genetically superior animals in order to improve the production and performance of animals in the interest of the Republic; and to provide for matters connected therewith.
Fertilizers, Farm Feeds, Agricultural Remedies and Stock Remedies Act No. 36 of 1947	To provide for the registration of fertilizers, farm feeds, sterilizing plants and certain remedies; to regulate the importation and sale of fertilizers, farm feeds, seeds and certain remedies, and to provide for matters incidental thereto.
Genetically Modified Organisms Act No 15 of 1997	To provide for measures to promote the responsible development, production, use and application of genetically modified organisms; to ensure that all activities involving the use of genetically modified organisms (including importation, production, release and distribution) shall be carried out in such a way as to limit possible harmful consequences to the environment; to give attention to the prevention of accidents and the effective management of waste; to establish common measures for the evaluation and reduction of the potential risks arising out of activities involving the use of genetically modified organisms; to lay down the necessary requirements and criteria for risk assessments; to establish a council for genetically modified organisms; to ensure that genetically modified organisms are appropriate and do not present a hazard to the environment; and to establish appropriate procedures for the notification of specific activities involving the use of genetically modified organisms; and to provide for matters connected therewith.

Legislation	Purpose of the Legislation
Liquor Products Act No. 60 of 1989	To provide for control over the import and export of certain alcoholic products; and. for matters connected therewith
Meat Safety Act No. 40 of 2000	To establish and maintain essential national standards in respect of abattoirs; to regulate the importation and exportation of meat; to establish meat safety schemes; and. to provide for matters connected therewith.
Perishable Products Export Control Act No. 9 of 1983	To provide for the control of perishable products intended for export from the Republic of South Africa and for matters connected therewith.
Plant Improvement Act No. 53 of 1976	To provide for the registration of establishments from which the sale of certain plants or the cleansing, packing and sale of certain propagating material may be undertaken; to prescribe the conditions subject to which such plants or propagating material may be sold for the purposes of cultivation; to provide for the recognition of certain varieties of plants; for a system of certification of plants and propagating material with the object of maintaining the quality of certain plants and propagating material, and ensuring the usefulness of the products thereof for agricultural and industrial purposes; and for the control of the import and export of certain plants and propagating material; and to provide for incidental matters.
National Environmental Management Biodiversity Act No. 10 of 2004	To provide for the sustainable use of indigenous biological resources; the fair and equitable sharing of benefits arising from bioprospecting involving indigenous biological resources; the establishment and functions of a South African National Biodiversity Institute; and. for matters connected therewith.
National Environmental Management: Integrated Coastal Management Act No. 24 of 2008	To control dumping at sea, pollution in the coastal zone, inappropriate development of the coastal environment and other adverse effects on the coastal environment; to give effect to South Africa's international obligations in relation to coastal matters; and to provide for matters connected therewith.
National Forests Act No. 30 of 1998	To (a) promote the sustainable management and development of forests for the benefit of all; (b) create the conditions necessary to restructure forestry in State forests; (c) provide special measures for the protection of certain forests and trees; (d) promote the sustainable use of forests for environmental, economic, educational, recreational, cultural, health and spiritual purposes; (e) promote community forestry; and (f) promote greater participation in all aspects of forestry and the forest products industry by persons disadvantaged by unfair discrimination.
Foodstuffs, Cosmetics & Disinfectants Act No. 54 of 1972	To control the sale, manufacture and importation of foodstuffs, cosmetics and disinfectants; and. to provide for incidental matters.
Hazardous Substances Act No. 15 of 1973	To provide for the prohibition and control of the importation, manufacture, sale, use, operation, application, modification, disposal or dumping of such substances and products; and. to provide for matters connected therewith.
International Health Regulations Act No. 28 of 1974	To apply the International Health Regulations, adopted by the World Health Assembly, in the Republic, and. to provide for incidental matters.
National Health Act No. 61 of 2003	To provide a framework for a structured uniform health system within the Republic, taking into account the obligations imposed by the Constitution and other laws on the national, provincial and local governments with regard to health services; and. to provide for matters connected therewith.

Legislation	Purpose of the Legislation
Tobacco Products Control Act No. 83 of 1993	To prohibit or restrict smoking in public places; to regulate the sale and advertising of tobacco products in certain respects and to prescribe what is to be reflected on packages; and. to provide for matters connected therewith.
the Immigration Act No. 13 of 2002	To provide for the regulation of admission of persons to, their residence in, and their departure from the Republic; and for matters connected therewith.

Public Finance Management Act No. 1 of 1999 (PFMA)

Section 27 (4) of the PFMA provides the basis for the development of measurable objectives which must be included in national and provincial institutions' annual budgets. Sections 40 (3) and 55 (2) provide the basis for reporting performance against predetermined objectives in institutions' Annual Reports.

The Protection of Personal Information Act No. 4 of 2013 (POPIA)

The purpose of the POPIA is to promote the protection of personal information processes by public and private bodies and introduces certain conditions to establish minimum requirements for the processing of personal information.

Promotion of Access to Information Act No. 2 of 2000 (PAIA)

The PAIA is intended to give effect to the constitutional right of access to any information held by the State and any information that is held by another person that is required for the exercise or protection of any rights.

Promotion of Administrative Justice Act 3 of 2000 (PAJA)

This legislation gives effect to the right to administrative action that is lawful, reasonable and procedurally fair and to the right to written reasons for administrative action as contemplated in section 33 of the Constitution of the Republic of South Africa.

Corporate Governance of Information and Communication Technology (ICT) Policy Framework

The Department of Public Service and Administration, in cooperation with the Government Information Technology Officers Council (GITOC), developed a Corporate Governance of ICT Policy Framework, which was approved by the Cabinet of the Republic of South Africa on 21 November 2012. This framework is applicable to all organs of state and public institutions. As such, the BMA will comply with the Policy Framework. The framework emphasises the need for the executive leadership and management of an organisation to understand the strategic importance of ICT, to assume responsibility for the corporate governance of ICT, and to place the governance of ICT on the strategic agenda.

Labour Relations Act No. 66 of 1995

The purpose of the Act is to give effect to the public international law obligations of the Republic relating to labour relations.

The Skills Development Act No. 97 of 1998

The Act aims to expand the knowledge and competencies of the labour force in order to improve productivity and employment. The main aims of the are to: (a) improve the quality of life of workers, their prospects of work and labour mobility.

Implementation Protocols Signed with SANDF, SAPS and SARS

The BMA mandate is implemented in a coordinated and collaborative approach with the other stakeholders with a role to play in the border management value chain. Therefore, in line with the principles of integrated and coordinated border management, the BMA mandate and functions are complemented by the roles which other organs of state and other stakeholders play in the border environment and beyond. It is against this background that in addition to the BMA Act, the BMA also collaborates through implementation protocols with the South African National Defence Force (SANDF), the South African Police Service (SAPS) as well as the South African Revenue Service (SARS), and these organs of state are respectively empowered by the following legislations:

- Defence Act No. 42 of 2002 as amended;
- South African Police Service Act No. 68 of 1995; and
- South African Revenue Service Act No. 34 of 1997.

2. INSTITUTIONAL POLICIES AND STRATEGIES

2.1 GLOBAL POLICY INSTRUMENTS

In executing its mandate, the BMA will take the following global policy instruments into account:

- **The United Nations (UN) Sustainable Development Goals (SDGs)**, particularly by facilitating legitimate movement of people (Target 10.7), reducing illicit trade by facilitating legitimate movement of goods (Target 16.4), and international cooperation by signing bilateral agreements with neighbouring countries to ensure a collaborative border management approach (Target 16.a).
- **The Global Compact for Safe, Orderly and Regular Migration**, by (a) collecting and utilising accurate and disaggregated data as a basis for evidence-based targeted law enforcement and policies (Objective 1), (b) managing borders in an integrated, secure and coordinated manner (Objective 11) and (c) strengthening international and regional partnerships for safe and orderly migration (Objective 23).
- **The Universal Declaration of Human Rights as adopted by the General Assembly of the United Nations of 15 December 1948**: The Declaration outlines the rights and freedoms everyone is entitled to and the BMA shall take these rights and freedoms in the execution of its mandate.
- **International Civil Aviation Organization (ICAO) Chicago Convention of 1944 (The Convention on International Civil Aviation)**: The Convention was signed on the 7th December 1944 in Chicago by 52 signatories and it established the International Civil Aviation organisation (ICAO), which is a specialised agency of the UN charged with the responsibility of coordinating international air travel. It establishes rules of airspace, aircraft registration and safety, security, and details the rights of the signatories in relation to air travel. The Convention also contains provisions pertaining to taxation.
- **Concluding Observations by the United Nations Committee on the Rights of the Child**: Concluding observations are the main outcome of a country session. They are compiled in a public document, which indicates the progress achieved by the reviewed State, the Committee's main areas of concern and recommendations to the State to improve the implementation of the Convention on the Rights of the Child and/or its Optional Protocols, as well as the date for the submission of the next State report.

- **Concluding Observations by the African Committee of Experts on the Rights and Welfare of the Child (March 2019):** The Committee draws its mandate from articles 32-46 of the African Charter on the Rights and Welfare of the Child, which was adopted by the Heads of State and Government of the OAU on 11th July 1990 and came into force on 29th November 1999. In facilitating the legitimate movement of persons, the BMA shall consider the observations made by the Committee on the implementation of the Charter by South Africa.
- **Convention on the Elimination of all Forms of Discrimination against Women (CEDAW):** The BMA will always abide by this framework to ensure that no employee is discriminated against on the basis of gender, which is in line with Part I (Articles 1-6) of the Convention.

2.2 REGIONAL POLICY INSTRUMENTS

In addition to the above global policy instruments, the BMA shall also recognise the relevant continental and regional policy instruments, conventions, protocols and agreements which are ratified by the Republic of South Africa. These include the following:

2.2.1 *Agenda 2063: The Africa we want (Agenda 2063)*

The BMA will contribute towards the achievement of the Agenda 2063 objectives by rendering efficient and collaborative (Goal 19) border management services (Goal 6) in order to: (a) protect national interest, (b) ensure national security (Goal 13), sustainable and inclusive economic growth (Goal 4) as well as (c) sustainable natural resource management and biodiversity conservation (Goal 7); and (d) that by preventing illegitimate movement of goods, enhance revenue collection (Goal 20) thus increasing the State's service delivery and labour absorption capacity.

2.2.2 *Tripartite Free Trade Area (TFTA)*

TFTA is a free trade agreement between the Common Market for Eastern and Southern Africa (COMESA), Eastern African Community (EAC) and Southern African Development Community (SADC). The decision to establish the COMESA-EAC-SADC Tripartite was informed by the overlapping membership of the Member States to the three Regional Economic Communities (RECs). The aim of the Tripartite is to create a single market through the amalgamation of the COMESA and SADC Free Trade Areas and the EAC Customs Union. In order to ensure that the objectives of the TFTA are realised, the BMA shall prevent the illegitimate movement of goods to prevent the shrinking of the single market envisaged by the TFTA agreement.

2.3 NATIONAL POLICY INSTRUMENTS

2.3.1 *National Development Plan (NDP)*

The NDP aims to write a new story for South Africa by drawing on the energies of its people, growing an inclusive economy, building capabilities, enhancing the capacity of the state, and promoting leadership and partnership throughout society; thus eliminating the triple challenge of poverty, unemployment and inequality by 2030. The BMA will contribute towards the achievement of the NDP objectives by (a) reducing red tape, corruption and delays at border posts (Priority 7); (b) Signing agreements with communities and other persons living close to the borders to increase community participation in border related crime prevention and relevant safety initiatives (Priority 12); (c) ensuring that the Authority is capacitated to efficiently execute its mandate by ensuring that staff at all levels have the requisite skills (Priority 13); and (d) Instilling a culture of high adherence to ethics throughout the Authority by adopting a zero-tolerance stance with regard to corruption within its ranks and providing ethics training to all its employees.

2.3.2 Medium-Term Strategic Framework

The Medium-Term Strategic Framework (MTSF) is one of governments' key means of tracking progress towards the achievement of the NDP 2030 objectives. Of the seven 2019-2024 MTSF priorities of the Sixth Administration, the BMA's Strategic Plan (SP) outcomes and Annual Performance Plan Outputs are aligned to the following four priorities:

- Priority 1: A capable, ethical and developmental state.
- Priority 2: Economic transformation and job creation.
- Priority 6: Social cohesion and safer communities.
- Priority 7: A better Africa and world.

2.3.3 Institutional Policies and Strategies Over the 5-Year Period

In order to contribute towards the fight against gender-based violence and femicide, the BMA will take a policy stance to wage war against this pandemic by developing and implementing a plan against Gender-based Violence and Femicide.

3. OTHER PRESCRIPTS RELEVANT TO THE BMA MANDATE

Though not exhaustive, following are other legislative and policy prescripts that the BMA shall consider in the execution of its mandate:

- Employment Equity Act No. 55 of 1998 (EEA);
- Occupational Health and Safety (OHS) Act No. 85 of 1993;
- King IV Report on Corporate Governance;
- Basic Conditions of Employment Act No. 75 of 1997 (BCEA); and
- The Compensation for Occupational Injuries and Diseases Act 130 of 1993 (COIDA).

4. RELEVANT COURT RULINGS

There are no court rulings relevant to the BMA mandate. The authority monitors very closely developments around pending litigations against the Minister of Home Affairs with regards to the Zimbabwe Exemption Permit (ZEP).



PART B: STRATEGIC FOCUS

PART B: STRATEGIC FOCUS

5. UPDATED SITUATIONAL ANALYSIS

South Africa has a total of 72 border posts of which 53 are land ports, 8 are maritime ports and 11 are air ports. To effectively compete at global level, South Africa must have effective, safe and secure border posts that enable the efficient movement of persons and goods. The BMA completely understands the urgent need to address the plethora of challenges and issues affecting border operations, the risks associated with border management, transit management and the needs of key stakeholders operating at border posts and beyond.

Border posts are critical nodes and occupy a very special space in regional corridors. To this end, the BMA shall diligently respond to all issues and challenges affecting the performance of border posts and implement strategic interventions that will improve efficiency from security, trade facilitation, as well as persons and goods movement perspectives. It is against this background that the BMA 's strategic thrusts are:

- a) to create an environment which promotes legitimate, efficient, transparent, seamless, safe and secure border operations, and movement of persons and goods;
- b) to collaborate with various stakeholders in the cross-border environment and value chain at national and regional levels in order to improve security and efficiency; and
- c) to establish and operationalise various strategic multi-sector structures and relationships while also collaborating, supporting and working with relevant stakeholders at national, regional, continental and international levels.

At the core of border management systems of sovereign countries is the desire to balance two seemingly contrasting goals: preventing and reducing cross-border security threats on one hand and the facilitation of movement of goods and people for improved trade on the other (*Source: African Union, 2020; International Organisation for Migration, 2017*). Border management thus encompasses the intersection of mobility and security interests (International Organisation for Migration, 2017). There is as a result a strong global advocacy for countries to adopt the integrated border management approach to be able to strike the desired balance.

Integrated border management meets three objectives, namely:

- a) Protection of internal security and management of migration flows to prevent irregular migration and related inter-jurisdictional crimes;
- b) Smooth and fast border crossing for legitimate travellers; and
- c) Full respect of fundamental rights, including treating each individual with full respect for human dignity and allowing access to international protection to those in need thereof.

Furthermore, integrated border management consists of the following dimensions; amongst others:

- a) Border control (checks and surveillance), including relevant risk and crime intelligence;
- b) Investigation of cross border crime in collaboration with other state law enforcement authorities;
- c) inter-agency cooperation for border management (border guards, customs, police, national security and relevant authorities) and international cooperation; and
- d) coordination and coherence of activities with adjacent member states, border communities and other institutions.

Contrary to good practice in terms of the dimensions of integrated border management practiced in other jurisdictions, border management in South Africa is executed and influenced through multiple government departments and state agencies, thus frustrating the full realisation of the three objectives of integrated border management cited above. It however needs to be emphasised that while coordination mechanisms exist in the South Africa border management environment, more can be done to strengthen the systemic and structural management through integration. This is necessary to improve the efficiencies and effectiveness of both the security oriented and facilitative functions of border management and control.

It is against the above background that in June 2013 Cabinet took a decision that, under the leadership of the Department of Home Affairs (DHA), South Africa should adopt the principles of integrated border management through the establishment of the Border Management Authority (BMA) as a Schedule 3A Public Entity. BMA is established to provide a sustainable solution to the structural and systemic challenges of border security, control and coordination which offers a new model of integration of the current disparate functions, roles and responsibilities in the border law enforcement environment.

The following situational analysis provides an overview of the external environment BMA operates in and the conditions of its internal environment. Methods of analysis used include global integrated border management benchmarking, analysis of the external operating environment, reporting documents, current statistical data and trends as well as inputs from key stakeholders. In particular, inputs were solicited from the departments transferring functions to BMA, namely the Department of Agriculture, Land Reform and Rural Development (DALRRD); Department of Forestry, Fisheries and the Environment (DFFE); Department of Health (DoH) as well as Department of Home Affairs (DHA).

5.1 INTERNAL ENVIRONMENT ANALYSIS

Having been a special branch within the DHA during the transitional period, the BMA will start to operate as an independent Schedule 3A Public Entity from the beginning of the 2023/24 Financial Year. Considering the fact that organisational performance is largely a function of how well the organisation is configured to deliver on its mandate and execute its strategy, BMA has developed a fit-for-purpose organisational structure. The process was premised on a principle that ensured the strategy and the organisational structure are seamlessly interwoven. Below is the high-level structure of the BMA.

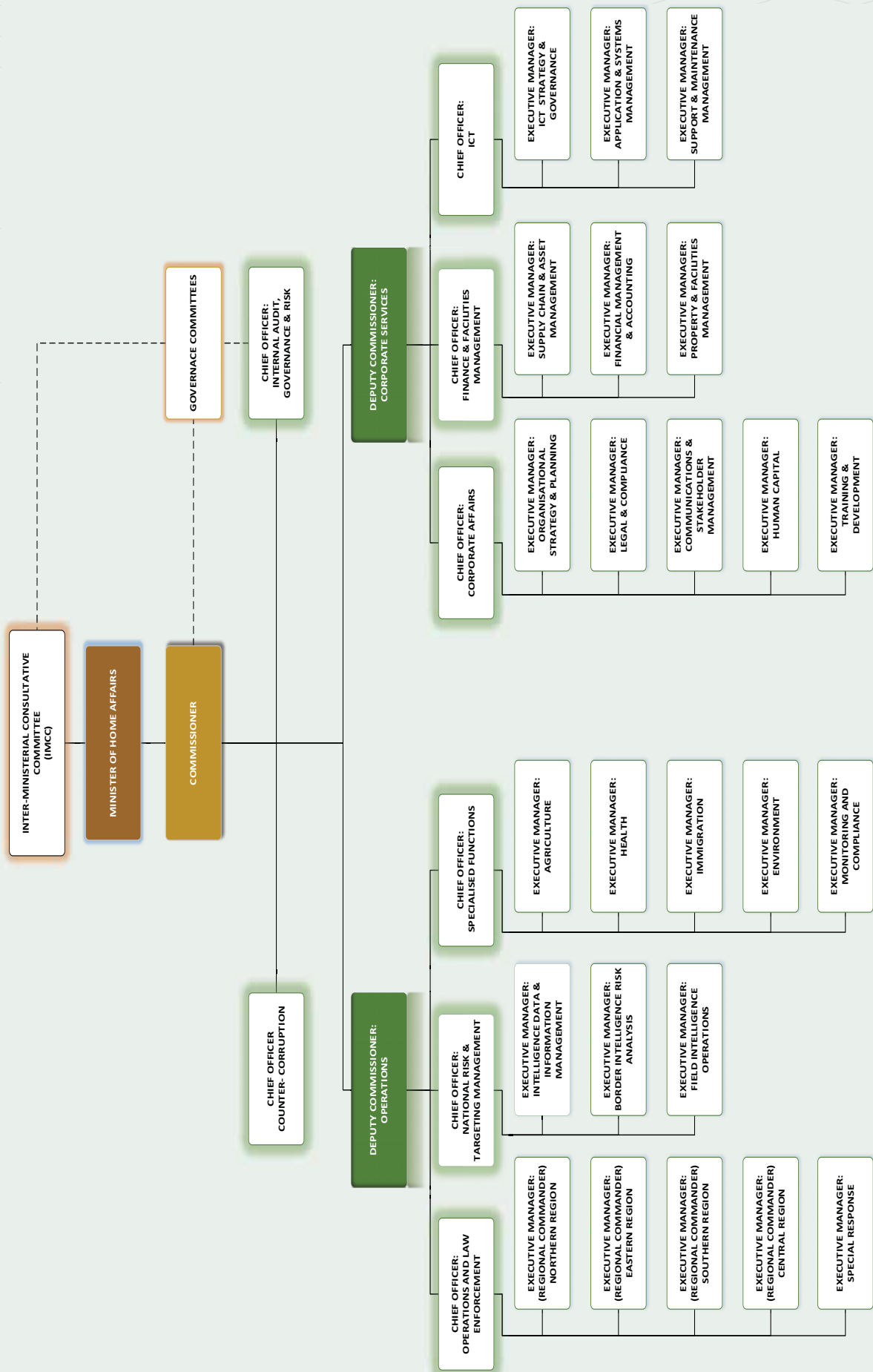


Figure 1: BMA Macro Organisational Structure

The transitional structure that was approved by the Department of Public Service and Administration (DPSA) in February 2022 was useful in the implementation of functions linked to the operationalisation of the BMA as well as the core service delivery mandate of the Authority. Eighty-nine percent of positions in the structure are filled, 96% of which are for operations (core business). The implementation of the transitional structure augmented the lean capacity of the Commissioner and two Deputy Commissioners who were appointed by the President of the Republic of South Africa during November and December 2022 respectively. It also ushered in the launch of the first cohort of two hundred (200) Border Guards that have been deployed to six (6) vulnerable segments of the border line. Of the 200 appointed Border Guards, 20% are women and 54% are youth aged 35 years and below. The relatively low percentage of women representation is due to the fact that the BMA needed to urgently address the challenge of porous borders by appointing personnel with experience, trained in the public security environment and with competency to use firearms. However, moving forward, in order to ensure development of the skills that South Africa and the Authority needs, the BMA will provide a six month pre-service training that will enable the Authority to deliberately target the unemployed youth and women. The training will also be underpinned by a drive to strengthen the quality of public service personnel critical to a functional state as amplified by the State President during the 2023 State of the Nation Address (SONA), namely skilled, committed and ethical personnel.

Four departments transferred some of their functions to BMA, namely DALRRD (Sanitary and phytosanitary export protocols and other related agricultural services), DFFE (CITES and related environmental functions), DHA (port immigration services) and DoH (port health services) culminating in the transfer of 1 950 employees from these Departments - 372, 14, 1 225 and 339 from DALRRD, DFFE, DHA and DoH; respectively. The process of transfer of functions and personnel could not have been possible, had it not been for the close collaboration with and actual participation and support of organised labour through the Public Service Coordinating Bargaining Council (PSCBC).

The BMA's four strategic outcomes are a demonstration that the BMA has a clear understanding of the national, regional and international environment within which it operates and a clear vision of the desired end. The outcomes are geared at ensuring that the BMA is well-established and adequately capacitated to implement its mandate in the short, medium and long-term through the establishment of resilient governance systems and institutional structures. This will propel the Authority to greater heights in the long term, especially at regional and global levels.

Governance frameworks, policies, structures and systems have been put in place in line with various applicable legislation and compliance requirements. Diligent monitoring and reporting frameworks shall be implemented, reviewed and enhanced where and when it becomes necessary to ensure continued and sustained improvement and growth of the organisation and its capability to deliver on its mandate.

The BMA is implementing business processes to ensure that the Authority is capable to render and deliver its mandate in an effectively and efficiently. The Authority has adopted a business model that harnesses the technology of the 4th Industrial Revolution with a view to ensuring cost effective yet efficient service delivery. Staff competence and training, as well as retraining, have been prioritised in this regard. Internal risk management and controls have been put in place across all functional lines, and are being diligently monitored. As far as it is possible, the BMA will, guided by its recruitment and procurement strategies, target youth, women and people with disabilities in the recruitment of staff and sourcing of service providers to ensure representation of these groups in the staff complement of the Authority and procurement practices as a way to embrace empowerment principles and contribute to the national targets.

The BMA has adopted the shared service model in Year 1 and therefore relies on DHA's corporate support in the areas that include Finance, Facilities and ICT. The shared services arrangement will help the BMA to focus the allocated budget towards the recruitment of additional border guards, while the capacitation of the corporate back office is phased in over the MTEF.

5.2 EXTERNAL ENVIRONMENT ANALYSIS

The objective of the external environmental analysis is to ascertain how changes in the operating environment impact the BMA and influences its overall trajectory. Accordingly, the analysis is divided into 2 sections: (1) An overview of the global context, (2) A detailed analysis of the South African context and the challenges related to border management and the movement of people and goods across borders.

5.2.1 Global context

The BMA fully comprehends the global and regional context in which it implements its mandate; the need for national security, the key priorities of government and the commitments and obligations of the country to our regional counterparts and international partners, various international conventions with a bearing on border operations; as enshrined in the various protocols, treaties, international conventions and agreements signed by the country which have a bearing on border operations, as well as the facilitation of legitimate movement of persons and goods.

As the BMA executes its mandate, it observes and commits to advance the secure facilitation of legitimate cross border movements of persons and goods as articulated in various global goals; regional, corridor-based, and international treaties, protocols and agreements which the Republic of South Africa is part of, such as the United Nations Programmes, African Continental Free Trade Area, the Tripartite Free Trade Area and SADC Protocol on Trade in Services and various other bilateral agreements. Furthermore, the BMA is also obliged to align the execution of its mandate to global instruments in order to contribute towards the achievement of relevant global commitments. This will significantly contribute towards the realisation of the country's foreign policy for "a better Africa and World" in keeping with a renewed commitment by the Republic of South Africa as amplified in the 2023 SONA by the State President. The effective implementation of the mandate will significantly enhance the performance of corridors and border posts, which is an important factor that affects intra-Africa trade and improved competitiveness of most African economies.

The benefits of efficient integrated border management are multi-fold. The Doha Round of World Trade Organization (WTO) negotiations and certain publications of the World Bank, such as *Doing business and connecting to compete: logistics performance index*, have also increased global awareness of the important contribution that improved border management procedures can make to economic development and poverty reduction. This is achieved by reducing unnecessary red tape and facilitating the cross border movement of goods. There is as a result heightened awareness of costs associated with poor border management and this has generated political pressure for competitiveness as countries vie to attract trade and tourism.

According to the World Economic Forum (WEF), illicit trade, which flourishes in an environment of poor border management, is "a cancer that eats into the socio-economic sovereignty of nations". The magnitude of illicit trade globally is summarised thus:

- a) It is estimated that illicit international trade amounts to roughly \$650 Billion.
- b) Illicit financial flows are in the order of \$1.3 Trillion.
- c) Moreover, the "illicit economy" represents approximately 15% of the world's GDP and 7% of the world's circulating merchandise."

(Source: *The South African Revenue Service (SARS). 2020. Illicit Trade: The monster that eats into our socio-economic sovereignty. International Customs Day 2020, 24 January 2020*).

The African Continental Free Trade Area (AfCFTA) which came into effect in January 2021, which the Republic of South Africa ratified, provides an opportunity for African countries to significantly improve trade with each other (regional and continental trade), improve harmonisation, address bottlenecks affecting cross-border operations and transit management, leverage the skills from different countries whilst at the same time enhancing the management of the movement and migration of people (AfCFTA: AU). It is very clear that the AfCFTA presents a significant opportunity for Africa to improve intra-Africa trade, economic performance and the continent's share of global trade as well as mechanism for facilitating legitimate movement of persons. The significance of the AfCFTA was underscored by the express commitment to its implementation by the Republic of South Africa as articulated by the State President during the 2023 State of the Nation Address (SONA). In contributing towards the realisation of this commitment, as the BMA implements its mandate, the Authority shall recognise and promote the above goals and objectives of the AfCFTA which will amongst others benefits result in:

- a) improved capacity and coordination by and between corridor and border stakeholders towards implementation of agreed programmes aimed at improving performance of border posts;
- b) improved efficiency, sustainability, predictability, reliability and dependability of cross-border operations; and
- c) data driven decision making, and the design, development and implementation of border management programmes.

In executing its mandate, the BMA shall also ensure that due consideration is given to various regional protocols especially the SADC Protocol on Transport, Communications and Meteorology, SADC Protocol on Trade, and the SADC Protocol on Trade in Services which the country is party to. BMA commits to ensuring the transformation of the border environment working with regional and domestic stakeholders, to an environment characterized by high security, transparency, visibility and efficiency of operations.

Ultimately, this will have many benefits for the country and the region. As the Authority moves forward, strategic partnerships shall be maintained with key stakeholders in order to leverage their support and commitment to the transformation. Meanwhile, the BMA shall embark on a technological journey in order to ensure the predictability and reliability of business processes and service delivery. This will in the short to medium term ensure that border posts are not an obstacle to enhanced regional trade and the growth of cross-border trade and business.

5.2.2 South African context

The National Development Plan (NDP) 2030 remains the vision of the country's development. However, as long as border management remains as inefficient as it is, the inefficiencies can end up contributing to preventing the realisation of some of the objectives of the NDP. This assertion is made considering, that border management in South Africa is currently exercised and influenced through multiple government departments and state agencies. The following are the challenges that result from the fragmented approach that characterises South Africa's border law enforcement as identified in the BMA Blueprint together with the intervention government is putting in place to address them:

Table 2: Challenges caused by the fragmented approach to border management in South Africa

Challenges	Intervention(s) to address the challenges
<ul style="list-style-type: none"> a) Non-aligned and often poor border control related mandated Border Law Enforcement services; b) Ineffective facilitation of the movement of persons and goods (duplications and overlaps, unnecessary delays, long transit time and cost to clients); c) An unpredictable operating environment for the business sector which is often a source of delays, long transit times, penalties and high logistics costs which negatively affect regional competitiveness; d) Uncoordinated law enforcement operations coupled with a lack of or different law enforcement operating procedures; e) Constant disruptions to trade flows and supply chains owing to inefficiencies and too many bottlenecks and barriers to seamless cross-border movements. f) Compromised joint efforts and outcomes as a result of different risk management tools and approaches; g) The ineffective utilisation of public resources due to limited information sharing; h) Inability to enforce a standard approach in dealing with Border Law Enforcement transgressions; i) A higher volume of illegal goods entering the country; j) Corruption and organised crime thriving in a fragmented border management environment; k) An increase in undocumented foreign nationals within the country; and l) Silo-based behaviour with agencies focusing on their own mandates. 	<p>Institutionalisation of an integrated and coordinated border management through the establishment of the BMA, which is premised on the principles of integrated border management approach, with a sole mandate of:</p> <ul style="list-style-type: none"> - Facilitating and managing the legitimate movement of persons within the border law enforcement area and at ports of entry; - Facilitating and managing the legitimate movement of goods within the border law enforcement area and at ports of entry; and - Cooperating and coordinating its border law enforcement functions with other organs of state, border communities or any other persons thus eliminating the currently entrenched silo way of working.

These challenges adversely impact national security and stability, sustainability, productivity and efficiency at border posts and the performance of supply chains. They further create unnecessary bottlenecks and non-tariff barriers (NTBs), which also contribute to a high-risk border environment susceptible to all sorts of manipulation and underhand activities; and this equally has a detrimental effect on the security of the country and seamless cross border movements. Therefore, addressing these issues will not only improve national security but also enhance the performance of cross border trade and transport systems, which is very important for improving regional and continental integration.

There are also many sector specific and sector oriented national policies and strategies, as well as programmes in various economic sectors which are aimed at enhancing the socio-economic environment in the Republic, the growth of South Africa's regional trade and economic development, the full implementation of which requires an efficiently managed border environment particularly with regard to:

- a) Border capacity, performance, and throughput;
- b) Border efficiency; and
- c) Border security.

Border management related challenges adversely impact the performance of business in South Africa and neighbouring countries. For instance, traders/trucks have to wait about 36 hours at the South Africa–Zimbabwe Beitbridge border post. As a result, in Southern African countries, customs delays cost about US\$ 48 million per annum. The consequences of an inefficient border management service are therefore dire for any country.

Over the last few decades, South Africa's trade has increased substantially with the country now exporting R1,196.4 trillion and importing R1,185 trillion (November 2019). However, the expansion of legitimate trade has, as with most other countries in the world, been accompanied by a rise in illegal and illicit trade. Failure by government to collect revenue due and address the concomitant prime movers such as illicit trade, spells enormous socio-economic and security threat to economic growth and the ability to meet government programmes. Illicit trade related illegal imports pose innumerable risks to any country where it manifests. Amongst others, following are the risks identified by SARS (*The South African Revenue Service (SARS). 2020. Illicit Trade: The monster that eats into our socio-economic sovereignty. International Customs Day 2020, 24 January 2020*), which are associated with illicit trade:

- Lower revenue for the fiscus (given that not all customs duties and value added tax (VAT) due to the government are paid);
- Circumvention of support put in place by government for local industries;
- The erosion of productive capacity in the country;
- Job losses, particularly in the manufacturing sector;
- Limiting our potential to grow and create jobs;
- Lower company profits due to unfair competition for legitimate trade;
- Disincentivising innovation by companies;
- Undermining government's efforts to promote health (e.g. underpriced cigarettes), security, standards and the well-being of its people;
- Undermining government's efforts to curb corruption; and
- Social tension.

This therefore makes a strong case for a border management model that will curb illegitimate movement of people and goods in and out of the borders of South Africa. Such an intervention will go a long way in mitigating the risks identified above as well as arresting and then reversing the increasing trend of unemployment rate in South Africa. For example, from 2018 to 2021, South Africa unemployment rate (*Source: Statistics South Africa*) for:

- 2021 was 33.56%, a 4.34% increase from 2020.
- 2020 was 29.22%, a 0.75% increase from 2019.
- 2019 was 28.47%, a 1.56% increase from 2018.

In fact, according to the World Bank, South Africa had the highest unemployment rate (33.6%) in 2021 globally, which is over five (5) times higher than the global average unemployment rate (6.2%) of the same year.

Considering the increasing trend and the relatively high South Africa unemployment rate at the global level, there is an urgent need to curb all forms of jobs threatening cross border crimes including illicit trade. The need for targeted interventions focusing on border management is premised on the observation made by the World Bank's Ease of Doing Business Survey, which provides a perspective of South Africa's relative competitiveness across a wide range of dimensions. Of concern is the finding that South Africa has fallen 52 positions in the world rankings in just 11 years and one of the causes of this decline is South Africa's high trading costs and specifically, border compliance costs is the key contributor. The finding of the World Bank is confirmed in the OECD Trade Facilitation Report, which ranks South Africa 40th out of 169 countries, and in the WEF Global Enabling Trade Report which ranks South Africa 55th out of 136. In all these three surveys, South Africa scores lowest on customs administration and border coordination related matters. (Source: Stern, M. & Ramkolowan, Y. 2021. *Understanding South Africa's trade policy and performance*. South African Reserve Bank Working Paper Series WP/20/17, 25 August 2021).

As part of responding to these challenges and issues, the BMA shall implement a border management model that will curb challenges such as the illegitimate movement of people and goods in and out of the borders of South Africa whilst promoting regional trade, regional integration, efficiency of supply chains and performance of border posts.

The BMA shall implement the border management model by leveraging on its strengths and opportunities while also mitigating the potential adverse impact of their threats, weaknesses and risks. In order to identify these threats and weaknesses, as well as strengths and opportunities, BMA in consultation with its stakeholders conducted a SWOT analysis and the following strengths, opportunities and threats were identified for BMA's consideration as it implements its mandate:

Table 3: BMA SWOT Analysis

STRENGTHS	OPPORTUNITIES
Full and clear mandate which guides the Authority	Leading all stakeholders in the border environment
Political will and support	Introduction of systems which are fit for purpose
Committed and ethical leadership	Integration of all stakeholders
Experienced top leadership resources	Collaboration with other stakeholders within the security cluster
	Harnessing technology - the Fourth Industrial Revolution(4IR)
	Systems integration for data exchange – single window approach

WEAKNESSES	THREATS
Untested and untried business processes	Instability in neighbouring countries
Unintegrated systems	Lack of regional and collective security
Lack of regional and collaborative security	Potentially competing mandates, overlaps and duplication of resources
Inadequate sharing of information and data with stakeholders	Resistance and lack of support by other government departments
	Culture that tolerates corruption

The SWOT analysis helps in the identification of potential risks that the BMA should mitigate to prevent them from manifesting. Several interventions have subsequently been identified for implementation to manage the weaknesses and threats identified through the SWOT analysis presented in the table above. Amongst others, the interventions include the following measures:

- a) Harnessing technology - 4IR
- b) Systems integration
- c) Business continuity planning
- d) Harnessing the political support
- e) A partnership approach with key stakeholders in the roll-out of key programmes
- f) Coordination and collaborating with all key stakeholders
- g) Effective monitoring, control and evaluation.

It is on the basis of the Authority's legislative mandate, the SWOT analysis and resulting intervention measures cited above that the BMA adopts the following Theory of Change (ToC) to underpin its strategic outcomes, strategic plan 5-year targets as well as annual performance targets:

ASSUMPTIONS: The following assumptions apply across the Theory of Change chain: (a) Other Organs of State support BMA efforts in the implementation of integrated border management principles; (b) Adequate financial and human resources are available to capacitate the BMA to execute its full mandate; and (c) There is buy-in and participation by border communities and neighboring countries in support of the implementation of integrated border management approach.



INPUTS	ACTIVITIES	OUTPUTS	OUTCOMES	IMPACT
	Ensure 30 PoE render port health services in compliance with International Health Regulations (2005) and National Environmental Health Norms and Standards.	PoE services compliant with National Environmental Health Norms and Standards, and International Health Regulations (2005).		
	Detecting and processing illegitimate persons at ports of entry for deportation	Illegitimate persons are detected at ports of entry and processed for deportation		
	Endorsement of all (100%) pre-booked CITES consignments that go through the PoE	Legitimate importation and exportation of Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) goods in and out of the country through PoE.	Enhanced trade and socio-economic development	
	Auditing of 22 land PoE with facilities for transfer to the BMA.	Facilities at land Ports of Entry audited.		
	Conclusion of the bid adjudication process for the selection of preferred bidders	Redevelopment of the six priority PoE as part of a public-private partnership (PPP).		
	Monitoring of three implementation protocols signed with SAPS, SARS, and SANDF for implementation	Implementation protocols with SANDF, SAPS and SARS realized	Strengthened coordination and cooperation amongst stakeholders within the border management environment	
	Signing of two partnership agreements, one with border community of Mbuzini and one with Eswatini	Agreements with border communities and neighbouring countries signed and implemented		

Figure 2: BMA Theory of Change (ToC)

The BMA ToC depicted by Figure 2 above is premised on the assumption that:

- a) the other Organs of State such as SANDF, State Security Agency (SSA), SAPS and SARS amongst others support BMA's efforts in the implementation of integrated border management principles;
- b) there are adequate financial and human resources to enable the BMA to execute its full mandate; and
- c) there is cooperation from border communities and neighboring countries in the implementation of an integrated border management approach.

Using the Logic Model principles to interpret the ToC depicted diagrammatically by Figure 2 above, it follows therefore that the chain means that:

IF

BMA is resourced in terms of ICT, financial and human resources

AND

All enabling legislation, business processes and implementation protocols are in place

AND

Partners, both domestic and international stakeholders, such as other organs of state, border communities and neighbouring countries support the Authority's integrated border management efforts

THEN

The Authority will be able to:

- Conduct business process reviews to detect system and process related vulnerabilities to fraud and corruption;
- Pay all valid invoices within 30 days;
- Prepare, approve and submit quarterly reports to the DPME as prescribed;
- Implement a BMA Gender-based Violence and Femicide Plan;
- Develop a Disaster Management Plan and approve it;
- Establish a NTC as per proposed operating model (business case);
- Roll out Authority services in phases along additional 2 segments of the land border law enforcement area;
- Roll out the Authority's services in one additional CCP;
- Improve 30 PoEs to render port health services in compliance with International Health Regulations and National Environmental Health Norms and Standards;
- Deport all the detected and intercepted illegitimate persons at the PoE;
- Endorse all pre-booked CITES consignments that go through the PoE;
- Audit 22 land PoE with facilities for transfer to the Authority;
- Conclude the bid adjudication process for bidders towards development of six priority land ports of entry;
- Implement three signed protocols with SAPS, SARS and SANDF; and
- Implement two partnership agreements, one with border community of Mbuzini and the other with the Kingdom of Eswatini;
- Sign 2 bilateral agreements with Eswatini and Mozambique.

SO THAT

- Business process reviews to detect systems and process related vulnerabilities to fraud and corruption are conducted;
- Valid invoices are paid within set timelines;
- Quarterly reports are submitted to DPME;
- BMA Gender-based Violence and Femicide Plan is implemented;
- Disaster Management Plan is approved;
- NTC is established and implemented;
- BMA is rolled out at selected designated segments of the land border law enforcement area and CCPs;
- PoE services are incrementally compliant with National Environmental Norms and Standards, and International Health Regulations (2005);
- There is legitimate importation and exportation of CITES goods in and out of the country through PoE;
- Facilities at land PoE are audited;
- Illegitimate persons are deported – and prevented from entering the country;
- Bidders are appointed for the construction and redevelopment of the six priority PoE as part of the PPP project;
- Implementation protocols with SANDF, SAPS and SARS are realised; and
- Partnership agreements with border communities and neighbouring countries are implemented.
- Bilateral agreements with neighbouring countries are signed.

THEN

South Africa's border management will be characterised by:

- Institutional excellence distinguished by good corporate governance and ethical leadership;
- Secure borders that protect national interests and enhance national security;
- Enhanced trade and socio-economic development; and
- Improved coordination and cooperation amongst stakeholders within the border management environment.

THEREFORE

Resulting in:

Highly efficient, integrated, well coordinated and technology driven border law enforcement services that contribute to national security and socio-economic development.

The different components of the ToC are programmed and unpacked in details in Part C (Measuring Performance) hereunder.



PART C: MEASURING PERFORMANCE

PART C: MEASURING PERFORMANCE

6. INSTITUTIONAL PROGRAMME PERFORMANCE INFORMATION

In addition to the COVID-19 pandemic, which brought about its own level of complexity, risks and a 'new normal' business operations, the BMA considered a number of other factors in its strategic planning process, namely:

- The tight fiscal environment within which the country has to operate.
- Increasing expectations from clients and stakeholders to improve levels of border management service delivery despite capacity and resource constraints.
- Measures to instil public trust in the Authority despite the challenge of possible contrasting levels of integrity and a diversity of cultures that come with staff that is being integrated from four different government departments.

The Revised Framework for Strategic Plans and Annual Performance Plans prescribes an outcomes-based approach to strategic planning in government. Therefore, in line with the outcomes-based approach to strategic planning, the BMA developed the following outcomes:

- Institutional excellence distinguished by good corporate governance and ethical leadership;
- Secure borders that protect national interests and enhance national security;
- Enhanced trade and socio-economic development; and
- Strengthened coordination and cooperation amongst stakeholders within the border management environment.

6.1 PROGRAMME 1: CORPORATE SERVICES

The Administration/Corporate Services programme covers all functions of the BMA that support its core business, such as policy development, counter-corruption, governance, financial services, human resource (HR) management and development, labour relations and legal services. It is also responsible for the provision of information communication technology (ICT), facilities and infrastructure, communication and stakeholder management, as well as knowledge and information management.

PURPOSE: Provide strategic leadership, management and support services to the BMA.

6.1.1 Outcomes, Outputs, Performance Indicators, Explanation of planned performance over the Medium Term Period, Output Indicators and Targets (Annually and Quarterly)

Institutional excellence: Business process reviews						
Outcome:	1. Institutional excellence distinguished by good corporate governance and ethical leadership					
Output:	Business process reviews to detect systems and process related vulnerabilities to fraud and corruption					
Output Indicators:	Annual Targets					
	Audited / Actual Performance			Estimated Performance	MTEF Period	
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Number of business process reviews conducted to detect system- and process-related vulnerabilities to fraud and corruption.				New target	3 business process reviews conducted to detect system- and process- related vulnerabilities to fraud and corruption.	8 business process reviews conducted to detect system- and process- related vulnerabilities to fraud and corruption. (incremental number of 11)
					3 business process reviews conducted to detect system- and process- related vulnerabilities to fraud and corruption.	10 business process reviews conducted to detect system- and process- related vulnerabilities to fraud and corruption. (incremental number of 21)
<u>Explanation of planned performance over the Medium Term Period:</u>						
Process reviews are conducted with the aim of identifying corruption vulnerabilities and gaps within BMA business processes, and recommend mitigating strategies to eliminate opportunities for officials to commit fraud and corruption. Reported and finalised cases are analysed in order to identify the modus operandi used to commit fraud and corruption and inform the re-engineering of BMA business processes. The output will contribute towards the implementation of Counter Corruption and Fraud Prevention measures. The output thus contributes to the BMA outcome in the sense that it enables the BMA to curb corruption by improving business processes and in this manner contribute to good governance, which in turn contributes to the government outcome of a capable, ethical and developmental state (programme to prevent and fight corruption in government).						

Quarterly Targets for 2023/24					
Output Indicators	Annual Target	Q1	Q2	Q3	Q4
Number of business process reviews conducted to detect system- and process-related vulnerabilities to fraud and corruption	3 business process reviews conducted to detect system- and process-related vulnerabilities to fraud and corruption.		1 business process review conducted to detect system- and process-related vulnerabilities to fraud and corruption (signed off by D/C Corporate services) (incremental number of 1)	1 business process review conducted to detect system- and process-related vulnerabilities to fraud and corruption (signed off by D/C Corporate services)(Incremental number of 2)	1 business process review conducted to detect system- and process-related vulnerabilities to fraud and corruption. (signed off by D/C Corporate services)(Incremental number of 3)

Institutional excellence Payment of invoices	Outcome:	1. Institutional excellence distinguished by good corporate governance and ethical leadership							
	Output:	Valid invoices paid within set timelines							
	Output Indicators:	Audited / Actual Performance				Estimated Performance		MTEF Period	
		2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	
		% of valid invoices paid within 30 days				100% of valid invoices paid within 30 days	100%	100%	
	<u>Explanation of planned performance over the Medium Term Period</u>								
In these difficult economic times, it is of utmost importance that all service providers rendering services to the BMA will be paid on time, as their survival often depends on timely remuneration for their services. Hence the target of payment of valid invoices within 30 days, aiming at a 100% within the set turnaround time right from the onset and keeping it up over the medium term period. The output contributes towards the outcome of institutional excellence which in turn contributes towards the government priorities of a capable, ethical and developmental state as well as economic transformation and job creation.									
	Quarterly Targets for 2023/24								
	Output Indicators	Annual Target	Q1	Q2	Q3	Q4			
	% of valid invoices paid within 30 days	100% of valid invoices paid within 30 days	100%	100%	100%	100%			

Institutional excellence	Outcome:	1. Institutional excellence distinguished by good corporate governance and ethical leadership									
	Output:	Quarterly reports submitted to DPME									
	Output Indicators:	Annual Targets					MTEF Period				
		Audited / Actual Performance			Estimated Performance						
		2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26			
	Number of quarterly reports (to track organisational performance against APP targets) submitted to DPME as prescribed				3 quarterly approved reports submitted to the DPME as prescribed	4 quarterly approved reports submitted to the DPME as prescribed	4 quarterly approved reports submitted to the DPME as prescribed				
	Explanation of planned performance over the Medium Term Period										
	Tracking performance is critical to the success of any organisation, especially a newly created entity such as the BMA and in the light of the high citizens expectations of the BMA. The BMA will therefore endeavour to implement a proper monitoring and evaluation system that tracks performance against its APP targets, make quick intervention and inform future planning. The composition of the reports provides for actual performance against targeted performance, reasons for under/over achievement and steps to be taken to correct performance deviations within set timelines. Reporting takes place during quarterly reviews conducted by the BMA (during which corrections on previous deviations are also reported on). The output thus contributes to the outcome of good governance by ensuring that performance against targets is properly tracked and accounted for. This in-turn contributes to the government priority of a capable, ethical and developmental state.										
	Quarterly Targets for 2023/24										
	Output Indicators	Annual Target	Q1	Q2	Q3	Q4					
	Number of quarterly reports (to track organisational performance against APP targets) submitted to DPME as prescribed	3 quarterly approved reports submitted to the DPME as prescribed		1	1	1					

Institutional excellence	Outcome:	1. Institutional excellence distinguished by good corporate governance and ethical leadership						
	Output:	BMA Gender-based Violence and Femicide Plan implemented						
	Output Indicators	Annual Targets						
		Audited / Actual Performance			Estimated Performance	MTEF Period		
		2019/20	2020/20	2021/22	2022/23	2023/24	2024/25	2025/26
	Implementation of BMA Gender-based Violence and Femicide Plan as per approved implementation plan				Gender-based Violence and Femicide Plan implemented as per approved implementation plan	Revised Gender-based Violence and Femicide Plan implemented as per approved implementation plan	Revised Gender-based Violence and Femicide Plan implemented as per approved implementation plan	
Explanation of planned performance over the Medium Term Period								
All organs of state are required to contribute to the National Strategic Plan (NSP) on Gender based Violence and Femicide (NSP on GBVF); 2020 to 2030. The President reiterated this call during the 2023 State of the Nation Address. The output is the BMA's contribution to this requirement and to the MTSF priority of contributing positively to a capable and developmental state. The BMA will develop and implement a specific plan to address this important priority. It is therefore critical that the BMA adopts and implements the plan and also contribute towards the achievement of the targets of the National Strategic Plan. A key component of the plan will be to raise awareness on matters addressed under the NSP on GBVF, as well gender and disability mainstreaming priorities. The plan will be integrated with the BMA's Employee Wellness Programme. The implementation of the plan will be closely monitored so as to ensure that the BMA plays its rightful role in the fight against GBVF.								

Quarterly Targets for 2023/24				
Output Indicators	Annual Target	Q1	Q2	Q3
	BMA Gender based Violence and Femicide Plan implemented	Situational assessment of Gender based Violence and Femicide within the BMA domain assessed	• BMA Gender based Violence and Femicide Plan developed and signed off by BMA Commissioner	BMA Gender based Violence and Femicide Plan implemented as per approved plan
BMA Gender based Violence and Femicide Plan implemented as per approved implementation plan				

Institutional excellence	Outcome:	1. Institutional excellence distinguished by good corporate governance and ethical leadership						
	Output:	Approved Disaster Management Plan						
	Output Indicators	Annual Targets			MTEF Period			
		Audited / Actual Performance		Estimated Performance				
		2019/20	2020/20	2021/22	2022/23	2023/24	2024/25	2025/26
	Approved Disaster Management Plan					Disaster Management Plan approved	Updated Disaster Management Plan approved	Updated Disaster Management Plan approved
<u>Explanation of planned performance over the Medium Term Period</u> Disasters can happen anytime and anywhere in all environments. It is therefore important that the BMA needs to make a comprehensive assessment of possible disasters that can disrupt its Border Management functions, destroy critical systems or infrastructure, or any other eventuality that may threaten business continuity. This information can then be used to develop a Disaster Management Plan to ensure that critical functions can continue in the event of a disaster. The situation needs to be assessed annually and the plan updated accordingly. Thus the target will contribute to the government priority of a capable, ethical and developmental state.								
Quarterly Targets for 2023/24								
	Output Indicators	Annual Target	Q1	Q2	Q3	Q4		
	Approved Disaster Management Plan	Approved Disaster Management Plan	Situational assessment of possible disaster threats within the BMA domain conducted	<ul style="list-style-type: none"> First draft of the disaster management plan presented to Exco 	<ul style="list-style-type: none"> BMA Disaster Management Plan approved 			

6.1.2 Programme 1 (CORPORATE SERVICES) Resource Considerations

CORPORATE SERVICES EXPENDITURE ESTIMATES OVER THE MTEF PERIOD 2023 TO 2026

Table 4: Programme 1 Expenditure Estimates 2023 to 2026

Subprogramme		Medium-term expenditure estimate			
thousands		2023/24	2024/25	2025/26	Total
Office of the Commissioner		6,706.1	7,038.5	7,365.4	21,110.0
Corporate Services		60,355.2	63,346.1	66,288.5	189,989.8
Total		67,061.3	70,384.6	73,653.9	211,099.8
Economic classification					
Current payments		66,324.3	69,644.2	72,622.7	208,591.2
Compensation of employees		55,857.2	58,650.1	60,996.2	175,503.5
Goods and services		10,467.0	10,994.1	11,626.6	33,087.7
of which:					
Minor assets					
Computer services		2,011.8	2,111.5	2,209.6	6,333.0
Communication		670.6	703.8	736.5	2,111.0
Infrastructure		2,011.8	2,111.5	2,209.6	6,333.0
Travel and subsistence		1,341.2	1,407.7	1,473.1	4,222.0
Contractors		670.6	703.8	740.5	2,115.0
Cost of additional professional & support staff, casual labour		670.6	703.8	810.2	2,184.7
Security		670.6	703.8	736.5	2,111.0
Training		670.6	703.8	736.5	2,111.0
Uniform and Clothing		670.6	703.8	736.5	2,111.0
Other		1,078.4	1,140.2	1,237.4	3,456.1
Transfers and subsidies		–	–	–	–
Departmental agencies and accounts		–	–	–	–
Payments for capital assets		737.0	740.4	1,031.2	2,508.6
Payments for capital assets		737.0	740.4	1,031.2	2,508.6
Total		67,061.3	70,384.6	73,653.9	211,099.8

The spending focus over the medium term will be on the further establishment of the BMA in respect of compensation of employees and goods and services.

6.2 PROGRAMME 2: BMA OPERATIONS

The Operations programme covers all core business functions of the BMA such as Border Control and Law Enforcement, Human and Goods Movement, as well as National Risk and Targeting Management.

PURPOSE: To execute the core business functions of the BMA

6.2.1 Outcomes, Outputs, Performance Indicators, Explanation of planned performance over the Medium Term Period, Output Indicators and Targets (Annually and Quarterly)

OUTCOME 2: SECURE BORDER THAT PROTECT NATIONAL INTERESTS AND ENHANCE NATIONAL SECURITY

NTC roll-out	Outcome:	Secure borders that protect national interests and enhance national security							
	Output:	National Targeting Centre (NTC) established and implemented							
	Output Indicators	Annual Targets				MTEF Period			
		Audited / Actual Performance		Estimated Performance					
		2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	
	NTC established				New target	NTC established as per proposed operating model (business case)	-	-	
	<u>Explanation of planned performance over the Medium Term Period</u>								
	As mentioned in the BMA Strategic Plan, a proper intelligence and risk capability lies at the heart of border security, hence the output relating to the establishment and implementation of a national targeting center that can provide proper, timeous and accurate intelligence information and can be utilised to effectively and efficiently to execute the BMA mandate, especially with regard to border security. In this manner the output contributes to the outcome of secure borders which leads to improved national security and helps to ensure that all people in SA are and feel safe and therefore contributes to social cohesion and safer communities as per the Apex priority.								
	Quarterly Targets for 2023/24								
	Output Indicators	Annual Target	Q1		Q2		Q3		Q4
NTC established	NTC established as per proposed operating model (business case)	Appointment of key personnel of the NTC (Commander NTC) and drafting of the operational model		Deployment of key personnel for Risk Targeting		Deployment of key personnel for Data Analysis		NTC established	

2. Secure borders that protect national interests and enhance national security						
BMA rolled out at selected designated segments of the land border law enforcement area and community crossing points (CCPs).						
Output Indicators	Annual Targets			MTEF Period		
	Audited / Actual Performance		Estimated Performance			
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Number of land border law enforcement area segments with Border Guards.			5	3 (incremental number of 8)	BMA rolled out in phases along additional 2 segments of the land border law enforcement area. (incremental number of 10)	-
Number of additional CCPs established			1		BMA rolled out to one (1) additional CCP. (incremental number of 2)	1 (incremental number of 4)
Explanation of planned performance over the Medium Term Period						
The targets are not new but inherited from the Department of Home Affairs (BMA Branch). Over the MTSF period, the BMA will be contributing to the MTSF priority area focusing on, inter alia, border security and illegal immigration in line with its mandate.						
With regard to securing the borders the primary focus will be on the further roll-out of border guards along vulnerable segments of the borderline. A further priority will be the expansion of community crossing points to ensure the regulated crossing of cross border community members, as well as the mitigation of illegal activities in the CCPs e.g. illegitimate movement of people and goods and any other inter-jurisdictional criminal activities at these points. In this manner the output contributes to the outcome of secure borders which leads to improved national security and helps to ensure that all people in SA are and feel safe and therefore contributes to social cohesion and safer communities.						

BMA roll-out

Quarterly Targets for 2023/24					
Output Indicators	Annual Target	Q1	Q2	Q3	Q4
Number of land border law enforcement area segments with Border Guards.	BMA rolled out in phases along additional 2 segments of the land border law enforcement area.			BMA rolled out to the RSA/Botswana segment of the land border law enforcement area	BMA rolled out to the RSA/Namibia segment of the land border law enforcement area
Number of CCPs established.	BMA rolled out to one (1) additional CCP.	Identification of possible CCP based on previous surveys	Formal engagement with Mbuzini community leaders held	1 agreement signed with the Eswatini Kingdom	Border Guards deployed at newly established CCPs

Secure borders in respect of Health Standards	Outcome:	2. Secure borders that protect national interests and enhance national security						
	Output:	Effective law enforcement at PoEs and within the border law enforcement area						
	Output Indicators	Annual Targets						
		Audited / Actual Performance			Estimated Performance	MTEF Period		
		2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
	Percentage of detected illegitimate persons at the PoE processed for deportation per year	NA	NA	NA		100% of detected illegitimate persons at the PoE processed for deportation	100%	100%
<u>Explanation of planned performance over the Medium Term Period</u> Border security was previously applied in an ineffective and fragmented way, which led to a drastic increase in illegitimate activities at and around ports of entry and along the borderline, resulting in a porous borderline and posing an increasing threat to national security. One of the reasons for establishing the BMA was to turn this situation around. The focus over the medium term will therefore be to ensure that law enforcement is applied in an effective and efficient way and according to prescripts in all cases (100%) without exception. The constant and consequent application of prescripts with regard to all detected and intercepted illegitimate persons will act as a deterrent and will therefore result in a gradual decline in illegitimate cross border activities. In this manner the output contributes to the outcome of secure borders which leads to improved national security and helps to ensure that all people in SA are and feel safe and therefore contributes to social cohesion and safer communities. [This target should also be read in conjunction with related supporting targets relating to the roll-out of capacity and the business process reviews to detect systems and process related vulnerabilities to fraud and corruption]								

Quarterly Targets for 2023/24				
Output Indicators	Annual Target	Q1	Q2	Q4
	100% of detected illegitimate persons at the PoE processed for deportation	100% of detected illegitimate persons at the PoE processed for deportation	100%	100%

Secure borders in respect of Health Standards	Outcome:	2. Secure borders that protect national interests and enhance national security						
	Output:	PoE services compliant with National Environmental Health Norms and Standards, and International Health Regulations (2005).						
	Output Indicators	Annual Targets						
		Audited / Actual Performance			Estimated Performance	MTEF Period		
		2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
	Number of PoEs rendering port health services in compliance with International Health Regulations (2005) and National Environmental Health Norms and Standards (incremental approach)		NA	NA	25	30	35	40
<u>Explanation of planned performance over the Medium Term Period</u>								
Internationally, health regulations are in place in order to protect countries and travellers from the spread of contagious inter-jurisdictional diseases. A strategic priority is therefore to ensure that the port of entry services are compliant with International Health Regulations (2005) and National Environmental Health Norms and Standards. The borders of South Africa are important spatial areas that constitute the first line of defence and protection against the spread of contagious inter-jurisdictional diseases. Compliance to international Health regulations is therefore critical to protect South African citizens and tourists. The endeavor over the MTEF is to ensure that all PoE that render port health services are assessed annually to ensure compliance with International Health Regulations (2005) and National Environmental Health Norms and Standards. This will also be in support of the Apex priority for social cohesion and safer communities.								
	Quarterly Targets for 2023/24							
	Output Indicators	Annual Target	Q1	Q2	Q3	Q4		
	Number of PoE rendering port health services in compliance with International Health Regulations (2005) and National Environmental Health Norms and Standards. (Incremental approach)	30	4	6	9	11		

OUTCOME 3: Enhanced trade and socio-economic development

Facilitation of legitimate movement of specialized goods: CITES									
Outcome:	3. Enhanced trade and socio-economic development								
Output:	Legitimate importation and exportation of Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) goods in and out of the country through PoE.								
Output Indicators	Audited / Actual Performance				Annual Targets		MTEF Period		
	2019/20	2020/21	2021/22		Estimated Performance		2023/24	2024/25	2025/26
Percentage of pre-booked CITES consignments that go through the PoE, endorsed					100% of pre-booked CITES consignments that go through the PoE, endorsed.		100% of pre-booked CITES consignments that go through the PoE, endorsed	100% of pre-booked CITES consignments that go through the PoE, endorsed	100% of pre-booked CITES consignments that go through the PoE, endorsed
Explanation of planned performance over the Medium Term Period									
All countries have a responsibility to protect their natural environment and especially the endangered species. Therefore, the BMA aims to ensure that all CITES consignments that move through Ports of Entry will be endorsed and improve mechanisms to ensure this over the medium term. Illegal exploitation of the endangered species leads to their possible extinction while also having irreversible ecological consequences and negative economic effects. The output focusing on legitimate importation and exportation of Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) goods in and out of the country through PoE thus contributes to the outcome of enhanced trade and socio-economic development, thus supporting Apex priority 2 (Economic transformation and job creation)									
Quarterly Targets for 2023/24									
Output Indicators	Annual Target	Q1	Q2	Q3	Q4				
Percentage of pre-booked CITES consignments that go through the PoE, endorsed	100%	100%	100%	100%	100%				

Outcome:	3. Enhanced trade and socio-economic development						
Output:	Facilities at land Ports of Entry audited.						
Output Indicators	Audited / Actual Performance			Annual Targets		MTEF Period	
	2019/20	2020/21	2021/22	Estimated Performance	2022/23	2023/24	2024/25
	Number of facilities at land PoE audited for transfer to BMA.			31 land PoE	22 identified PoE audited for transfer to the BMA.	Facilities at the 53 land PoE transferred from DPWI to the BMA.	Facilities at the 22 identified ports of entry audited for transfer.
Explanation of planned performance over the Medium Term Period Ports of Entry play a critical role when it comes to the efficient, professional and fast facilitation of legitimate travellers and goods. The way this is managed in conjunction with suitable PoE facilities and infrastructure, has a bearing on the regional socio- economic integration and development, both in terms of trade as well as in terms of tourism, which are important sources of income for the country. The BMA aims to assume responsibility over facilities management at all land PoE to ensure that a conducive environment for cross border movement and trade is being created. The process has already started in 2022/23 and will be concluded in the outer years. The output therefore revolves around the auditing of facilities and the subsequent efficient management of facilities in order to improve service delivery which supports the outcome of enhanced trade and socio-economic development, thus supporting Apex priority 2 (Economic transformation and job creation) as well as Apex priority 1 (A capable, ethical and developmental state)							
Quarterly Targets for 2023/24							
Output Indicators	Annual Target	Q1	Q2	Q3	Q4		
Number of land PoE with facilities audited for transfer to BMA.	22 land PoE with facilities audited for transfer to the BMA.			Facilities management budget for the 22 PoE determined and ring-fenced	Facilities at the 22 identified ports of entry audited for transfer.		

Outcome:	3. Enhanced trade and socio-economic development						
Output:	Six priority land ports of entry redeveloped as part of a public-private partnership (PPP).						
Output Indicators	Annual Targets						
	Audited / Actual Performance			Estimated Performance	MTEF Period		
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
Status of construction for the redevelopment of the six (6) land Ports of entry				RfP revised and submitted to Treasury for approval and issuance to the market	Bid adjudication for selection of the preferred bidders concluded	Land availability and acquisition process finalised	Construction commences at the six land ports of entry
Explanation of planned performance over the Medium Term Period The output is an infrastructure intervention aimed at improving efficiencies and security at ports of entry in respect of goods and people movement; and promoting economic development through the establishment of OSBPs, thus supporting the MTSF priorities of Economic transformation and job creation as well as the Economic Reconstruction and Recovery Plan of Government in support of aggressive infrastructure investment. The output also contributes to the Apex priority of A better Africa and World by contributing to improved trade and integration of the region. The main priority for 2023/24 is to achieve finalisation of the bid adjudication process towards National Treasury's approval of the preferred bidders in respect of the development. The indicator measures the status of the multi-year PPP project, in other words at which stage of completion the construction and redevelopment process is. This target is essential to the future redevelopment and operations of the six ports. BBBEE targets will inform the work and people employed by the private parties during the construction and concession phases of the project.							
Quarterly Targets for 2023/24							
Output Indicators	Annual Target	Q1	Q2	Q3	Q4		
Status of construction for the redevelopment of the six (6) land PoE.	Bid adjudication for selection of the preferred bidders concluded		RfP issued to the market	Bids received and evaluated	Bid adjudication for selection of the preferred bidders concluded		

OUTCOME 4: IMPROVED COORDINATION AND COOPERATION WITH LOCAL AND INTERNATIONAL STAKEHOLDERS WITHIN THE BORDER MANAGEMENT ENVIRONMENT

Outcome:	4. Strengthened coordination and cooperation amongst stakeholders within the border management environment						
Output:	Implementation protocols with SANDF, SAPS and SARS realised						
Output Indicators	Annual Targets				MTEF Period		
	Audited / Actual Performance		Estimated Performance				
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
Number of signed implementation protocols with SAPS, SARS, and SANDF monitored for implementation					3 signed implementation protocols with SAPS, SARS and SANDF monitored for implementation		
<u>Explanation of planned performance over the Medium Term Period</u> The BMA does not operate in isolation but is surrounded by local and international stakeholders with whom it needs to cooperate as well as coordinate its operations. Since they are critical to the success of the BMA, the relationships with these role-players need to be formalized and therefore the BMA will focus on forging formal relationships with other organs of state over the MTSF period. BMA will ensure that protocols already signed with SANDF, SARS and SAPS are implemented and strengthened over the medium period. The output of a coordinated and cooperative Border Management as per agreed implementation protocols supports the broader outcome of Improved coordination and cooperation with local and international stakeholders within the border management environment. In this manner, the outcome contributes to the Apex priority of a capable, ethical and developmental state							
Quarterly Targets for 2023/24							
Output Indicators	Annual Target	Q1	Q2	Q3	Q4		
Number of signed implementation protocols with SAPS, SARS, and SANDF monitored for implementation	3 signed implementation protocols with SAPS, SARS, and SANDF monitored for implementation	3 signed implementation protocols with SAPS, SARS, and SANDF monitored for implementation	3 signed implementation protocols with SAPS, SARS, and SANDF monitored for implementation	3 signed implementation protocols with SAPS, SARS, and SANDF monitored for implementation	3 signed implementation protocols with SAPS, SARS, and SANDF monitored for implementation		

Outcome:	4. Strengthened coordination and cooperation amongst stakeholders within the border management environment					
Output:	Cooperative and coordinated partnerships and bilateral agreements with other organs of state and border communities					
Output Indicators	Annual Targets					
	Audited / Actual Performance			Estimated Performance	MTEF Period	
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25 2025/26
Percentage of cooperation and coordination with other organs of state and border communities per year				New target	25% cooperation and coordination with other organs of state and border communities (2 agreements concluded)	25% 50%
<u>Explanation of planned performance over the Medium Term Period</u> The BMA does not operate in isolation but is surrounded by local and international stakeholders with whom it needs to cooperate as well as coordinate its operations. Since they are critical to the success of the BMA, the relationships with these role-players need to be formalized and therefore the BMA will focus on forging formal relationships with border communities and neighbouring countries over the MTSF period, leading to a total of 8 agreements being signed over the MTSF period. Expressed as a % improvement of cooperation and coordination, this will lead to an achievement of 25% for the 2023/24 financial year and 25% and 50% for the 2024/25 and 2025/26 financial years respectively. Cooperation with these two stakeholders, Eswatini Kingdom and Mbuzini community that straddles the border line will strengthen efforts to curb illegitimate cross-border activities. The output supports the broader outcome of strengthened coordination and cooperation amongst stakeholders within the border management environment. In this manner, the outcome contributes to the Apex priority of social cohesion and safer communities.						

Quarterly Targets for 2023/24				
Output Indicators	Annual Target	Q1	Q2	Q3 Q4
Percentage of cooperation and coordination with other organs of state and border communities per year	25% cooperation and coordination with other organs of state and border communities (2 agreements concluded)	Formal engagement with Gate 6 community leaders and SAPS held	Formal engagement with Mozambique conducted	12,5% (Bilateral agreement with Mozambique signed)

61.2 Programme 2 Resource Considerations

OPERATIONS EXPENDITURE ESTIMATES OVER THE MTEF PERIOD 2023 TO 2026

Table 5: BMA Operations Programme Expenditure Estimates 2023 to 2026

Subprogramme		Medium-term expenditure estimate			
thousands		2023/24	2024/25	2025/26	Total
Operations		1,274,164.3	1,337,307.4	1,399,424.1	4,010,895.8
Total		1,274,164.3	1,337,307.4	1,399,424.1	4,010,895.8
Economic classification					
Current payments		1,260,161.2	1,323,238.9	1,379,832.2	3,963,232.3
Compensation of employees		1,061,287.7	1,114,351.5	1,158,926.9	3,334,566.2
Goods and services		198,873.5	208,887.4	220,905.2	628,666.1
of which:					
Minor assets					
Communication		12,741.6	13,373.1	13,994.2	40,109.0
Combat and Office Uniform		12,741.6	13,373.1	13,994.2	40,109.0
Computer services		38,224.9	40,119.2	41,982.7	120,326.9
Contractors		12,741.6	13,373.1	14,070.3	40,185.1
Cost of additional professional & support staff, casual labour		12,741.6	13,373.1	15,393.7	41,508.4
Security		12,741.6	13,373.1	13,994.2	40,109.0
Other		20,490.5	21,664.4	23,510.3	65,665.2
Infrastructure		38,224.9	40,119.2	41,982.7	120,326.9
Training		12,741.6	13,373.1	13,994.2	40,109.0
Travel and subsistence		25,483.3	26,746.1	27,988.5	80,217.9
Transfers and subsidies		—	—	—	—
Departmental agencies and accounts		-	-	-	-
		-	-	-	-
Payments for capital assets		14,003.1	14,068.5	19,591.9	47,663.5
Payments for capital assets		14,003.1	14,068.5	19,591.9	47,663.5
Total		1,274,164.3	1,337,307.4	1,399,424.1	4,010,895.8

Spending focus over the medium term will be on the further roll out of the BMA at border law enforcement area segments and community crossing points as well as on infrastructure improvements and computer services.

7. KEY RISKS

Table 11: BMA Key Risks

No	Outcome	Key Risk	Risk Mitigation
1.	Institutional excellence distinguished by good corporate governance and ethical leadership	Cyber attacks on critical systems	<ul style="list-style-type: none"> • Procure the Integrated Threat, Event and Vulnerability Management Solution • IS security specialist to be appointed
		Inability to deliver on the BMA's APP targets	<ul style="list-style-type: none"> • Individual performance agreements aligned to the APP targets • Quarterly performance reviews • Capacitation of the internal audit unit • Business continuity plan developed and monitored
		Fraud and corruption	<ul style="list-style-type: none"> • Counter corruption and fraud prevention strategy developed and approved • Code of good conduct in place • Constant systems and process review • Governance committees established and function efficiently
		Negative brand equity and public perception	<ul style="list-style-type: none"> • Communication forum with key stakeholders in the border management environment • Constant communication about the Authority's work on public platforms • Governance committees established and function efficiently
2	Secure borders that protect national interests and enhance national security	Inability to contain illegitimate entry of goods and people into SA (due to Porous borders)	<ul style="list-style-type: none"> • IT systems at the PoE-level aligned and integrated • The SANDF has initiated a project to reconstruct and secure the land borderline, i.e. installing fences and surveillance technology (The BMA is a member of the Project Steering Committee). • Implementation of signed protocols with SARS, SANDF and SAPS. • BMA Regulations finalised • Engagement with the PSCBC on an ongoing basis (conditions of service and BMA as an essential service entity) • BMA participation in high-level structures such as the NAT JOINTS, JCPS and Inter Ministerial Committee on Migration, and the Presidency • Establishment of the national targeting centre

No	Outcome	Key Risk	Risk Mitigation
3.	Enhanced trade and socio-economic development	<p>Inability to enforce bio-security and bio-diversity compliance measures</p> <p>High inflation limiting PPP participation in port re-development project</p>	<ul style="list-style-type: none"> • Additional agricultural, health and environment specialists recruited • Capital injection availed through the DBSA for small contractors who may struggle to source money through commercial banks • Pre-requisite for big companies to sub-contract local small business, and general emphasis on local content through the project value-chain
4.	Improved coordination and cooperation amongst stakeholders within the border management environment	Inability to meet targets (due to e.g. trust deficit, competing priorities, communication breakdown)	<ul style="list-style-type: none"> • Clear communication plan • Sufficient resources to implement the communication plan



PART D: TECHNICAL INDICATOR DESCRIPTION

PART D: TECHNICAL INDICATOR DESCRIPTION

BMA OUTCOME 1 TIDs:

TID	
1.1 Business process reviews to detect systems and process related vulnerabilities to fraud and corruption	
Indicator title	Number of business process reviews conducted to detect system- and process-related vulnerabilities to fraud and corruption
Target title	3 business process reviews conducted to detect system- and process- related vulnerabilities to fraud and corruption.
Definition	It is often the case that people are not inherently corrupt but there are those whose moral standing is not so firm such that when an opportunity presents itself, they are not able to resist. The latter presents itself in the form of systems and processes that are not fool-proof. The target seeks to evaluate selected business processes to detect possible vulnerabilities to fraud and corruption. Business processes will be selected using a strategic targeting approach.
Purpose / importance	To mitigate fraud and corruption risks and to enhance systems and processes.
Source of data	Signed business process review reports.
Method of calculation / assessment	The target will be assessed by comparing the number of processes actually reviewed against the number of reviews planned
Means of verification	Reports submitted to BMA Management for consideration of the recommendations made and approval by the Commissioner.
Assumptions	The unit dealing with risk and counter-corruption will be capacitated
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Calculation type	Cumulative (year-end)
Availability of total population	List of processes evaluated.
Reporting cycle	Quarterly and Annually
Desired performance	The targeted number of processes evaluated as per plan
Indicator responsibility	Deputy Commissioner Corporate Services

TID	
1.2 Valid invoices paid within 30 days	
Indicator title	Percentage of valid invoices paid within 30 days of receipt
Target title	100% of valid invoices paid within 30 days of receipt
Definition	To measure the quantity of valid invoices paid to service providers within 30 days in line with Treasury Regulations
Purpose / importance	To make sure that suppliers are paid in time and in compliance with Treasury Regulations
Source of data	Register of payments and creditors age analysis
Method of calculation / assessment	Determining the number of paid invoices against the total valid invoices received. NB. An invoice is valid only when all disputes (if any) are resolved
Means of verification	Quarterly reports on payments to suppliers submitted to the Commissioner
Assumptions	There will be financial resources to capacitate the finance unit.
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Calculation type	Non-cumulative
Availability of total population	Valid invoices received
Reporting cycle	Quarterly and Annually
Desired performance	100% of payments of valid invoices within 30 days achieved
Indicator responsibility	CFO

TID	
1.3 Monitoring and evaluation system for the BMA implemented	
Indicator title	Number of approved quarterly reports submitted to DPME as prescribed
Target title	3 approved quarterly reports submitted to DPME as prescribed
Definition	To measure the quantity of reports and frequency at which management keeps track of organizational performance towards achievement of the APP targets. Tracking of performance against the APP targets is a mechanism to monitor the organization's achievement of its mandated responsibilities and service delivery. The reports are submitted quarterly as prescribed to DPME
Purpose / importance	To make sure that the BMA tracks and achieves all its APP targets and submits the quarterly reports as prescribed.
Source of data	Signed organizational quarterly reports (signed off by the Commissioner) and submitted to DPME as prescribed
Method of calculation / assessment	Determining the number of evaluation reports produced, signed off and submitted to DPME against the targeted number. While the year has 4 quarters, the 4th quarter report gets submitted during the first quarter of the following year. As a new organization, the BMA has no prior year quarter 4 report for submission in quarter 1.
Means of verification	Quarterly reports monitoring achievement of APP targets approved by BMA management and submitted to DPME as prescribed
Assumptions	BMA will receive the requested budget allocation and be capacitated
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Calculation type	Cumulative (year-end)
Availability of total population	-
Reporting cycle	Quarterly and Annually
Desired performance	3 approved quarterly reports submitted to DPME as prescribed
Indicator responsibility	Deputy Commissioner Corporate Services

TID	
1.4 Gender based Violence and Femicide Plan	
Indicator title	Implementation of BMA Gender-based Violence and Femicide Plan as per approved implementation plan
Target title	BMA Gender-based Violence and Femicide Plan implemented as per approved implementation plan
Definition	All organs of state are required to contribute to the National Strategic Plan (NSP) on Gender-based Violence and Femicide (NSP on GBVF): 2020 to 2030. The output is the BMA's contribution to this requirement and to the MTSF priority of contributing positively to a capable and developmental state. The BMA will develop and implement a specific plan to address this important priority. It is therefore critical that the BMA adopts and implements the plan and also contributes towards the achievement of the targets of the National Strategic Plan. A key component of the plan will be to raise awareness on matters addressed under the NSP on GBVF, as well gender and disability mainstreaming priorities. The implementation of the plan will be closely monitored so as to ensure that the BMA plays its rightful role in the fight against GBVF
Purpose / importance	<p>The President convened a GBVF summit, which resolved to create a NSP on GBVF. The NSP on GBVF was approved by Cabinet, and all organs of state are required to set out targets that must be implemented; and periodic reports must be sent through to the Department of Women, Youth and Persons with Disabilities (DWYPD) for consolidation and forwarding to Cabinet and Parliament.</p> <p>The National Gender Policy Framework requires the BMA to implement Gender Equality and Empowerment (GEWE), and the Authority is required to implement the Public Service Disability Policy Frameworks.</p>
Source of data	<ul style="list-style-type: none"> - BMA Plan on GBVF - Progress reports on implementation
Method of calculation / assessment	Achievement of actual target versus planned (execution of planned deliverables in the implementation plan).
Means of verification	GBVF plan that is approved by the Commissioner and progress reports on implementation.
Assumptions	All units responsible for targets/ activities which contribute towards the implementation of the BMA GBVF Plan, will deliver on these. The GBVF plan will be internalised and integrated into all spheres within BMA.
Disaggregation of beneficiaries (where applicable)	The plan is aimed at BMA staff, including the targeted groups of women, youth and persons with disability.
Spatial transformation (where applicable)	N/A
Calculation type	Non-cumulative
Availability of total population	BMA GBVF Plan
Reporting cycle	Quarterly and annual reporting
Desired performance	Implementation of BMA GBVF Plan.
Indicator responsibility	Deputy Commissioner Corporate Services

TID	
1.5 Disaster Management Plan	
Indicator title	Approved Disaster Management Plan
Target title	Disaster Management Plan approved
Definition	A disaster management plan is a plan that outlines how the BMA can have business continuity in the event of a disaster or any disruption in its core operations and back-office support. The plan needs to be approved by the Commissioner and updated on an annual basis.
Purpose / importance	Disasters can happen anytime anywhere in all environments. It is therefore important that the BMA needs to make a comprehensive assessment of possible disasters that can disrupt its Border Management functions or even destroy critical systems or infrastructure. This information can then be used to develop a Disaster Management Plan to ensure that critical functions can continue in the event of a disaster. The situation needs to be assessed annually and the plan updated accordingly. Thus the target will contribute to the government priority of a capable, ethical and developmental state.
Source of data	Disaster Management Plan
Method of calculation / assessment	Actual approved Disaster Management Plan in place
Means of verification	Disaster Management Plan that is approved by the Commissioner
Assumptions	Financial resources adequate to attract the necessary human capabilities; Comprehensive assessment of possible disasters that can disrupt its Border Management functions or even destroy critical systems or infrastructure conducted
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	All PoE and BMA head office
Calculation type	Non-cumulative
Availability of total population	Approved Disaster Management Plan
Reporting cycle	Quarterly
Desired performance	Disaster Management Plan approved
Indicator responsibility	Deputy Commissioner Corporate Services

BMA OUTCOME 2 TIDs:

TID	
2.1 NTC established	
Indicator title	National Targeting Centre (NTC) established
Target title	NTC established as per proposed operating model (business case)
Definition	<p>Over the MTSF period, the BMA will be contributing to the MTSF priority area focusing on, inter alia, border security and illegal immigration in line with its mandate. The integrated BMA will deploy risk management and intelligence-led border management, as such the NTC will be the primary border intelligence instrument. The NTC will serve as the central risk management and intelligence hub for the border environment in South Africa and will assist in identifying and mitigating high-risk travellers, goods and conveyancers passing through South Africa's borders. In establishing the BMA, the following elements have to be considered:</p> <ul style="list-style-type: none"> • The establishment of a NTC management structure; • The establishment of a NTC operating model; • The identification of targeting priorities; and • Development of terms of reference to support the conceptualization of NTC Blue Print and Road Map.
Purpose / importance	A proper intelligence and risk capability, lies at the heart of border security, hence the output relating to the establishment and implementation of a national targeting center that can provide proper, timeous and accurate intelligence information and can be utilized to effectively and efficiently execute the BMA mandate, especially with regard to border security thus leading to improved national security and ensuring that all people in SA are and feel safe and therefore contributing to the Apex priority of Social cohesion and safer Communities.
Source of data	NTC management structure, Proposed operating model and targeting priorities of the National Targeting Centre of the BMA, Terms of reference to support the conceptualisation of NTC Blue Print and Road Map.
Method of calculation / assessment	Actual NTC establishment vs planned
Means of verification	Reality of the NTC physically established as per proposals; Appointment letters for BMA NTC executive and staff deployment, List of targeting priorities, Copy of Terms of Reference to support the conceptualization of NTC Blue Print and Road Map.
Assumptions	Resources available for NTC staff to be deployed as per proposed operating model
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Calculation type	Non-cumulative
Availability of total population	Fully established NTC

TID	
2.1 NTC established	
Reporting cycle	Quarterly and annually
Desired performance	NTC established as per proposed operating model (business case)
Indicator responsibility	Deputy Commissioner Operations

TID	
2.2 Segments of the land border law enforcement area with Border Guards	
Indicator title	Number of land border law enforcement area segments with Border Guards per year
Target title	BMA rolled out in phases along additional 2 segments of the land border law enforcement area. (incremental number of 10)
Definition	The BMA is envisaged to have been rolled out to all ten segments of the land border line by the end of the MTSF period. Border Guards shall have been deployed to eight of the segments by end of the financial year 2022/23. In the current MTSF period, the BMA intends to cover the remaining two segments, SA/ Namibia and SA/Botswana by deploying Border Guards to those segments.
Purpose / importance	To ensure border security by means of deployment of Border Guards who will mitigate illegitimate movement of persons and goods in the border law enforcement area. The indicator demonstrates the tangible rollout of the BMA along the land border law enforcement segments. The indicator shows direct support to the MTSF outcome of improving border security and international migration. It supports the Apex priority: Safer communities and social cohesion
Source of data	BMA reports on the deployments, further supported by evidence of appointments or secondment of Border Guards to the identified segments
Method of calculation / assessment	Quantitative approach that measures the deployment of Border Guards to the areas
Means of verification	Appointment/ Secondment letters. Border Guards are in one uniform and under a single command and control.
Assumptions	BMA will have resources to appoint the Border Guards
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Calculation type	Cumulative (Year-end).
Availability of total population	Border Guards are deployed to the identified segments.
Reporting cycle	Quarterly and annual basis.
Desired performance	Border Guards are deployed to the identified segments
Indicator responsibility	Deputy Commissioner Operations

TID	
2.3 Community crossing points (CCPs)	
Indicator title	Number of additional CCPs established
Target title	BMA rolled out to one (1) additional CCP.
Definition	South Africa has communities that straddle across the borderline with neighboring SADC countries. Frequent movement therefore exists across the border between these communities that have socio-cultural ties. At times the activities include school children going to school on the other side, commuting workers as well as minor economic activities. If not regulated, these crossing points get exploited by individuals who carry out illegal cross-border activities.
Purpose / importance	To formally establish CCPs to facilitate legal movement by community members as well as the mitigation of illegal activities in the CCPs e.g. illegitimate movement of people and goods and any other inter-jurisdictional criminal acts at these points. In this manner the output contributes to the outcome of secure borders which leads to improved national security and helps to ensure that all people in SA are and feel safe and therefore contributes to the Apex priority of social cohesion and safer communities
Source of data	BMA reports on the CCP establishment and agreements that will be entered into with the adjacent country (bi-laterals) and the affected community structures.
Method of calculation / assessment	Quantitative approach that measures the deployment of Border Guards to the CCP
Means of verification	Minutes of formal engagement meeting with Mbuzini community leaders, Copy of agreement signed with the Eswatini Kingdom, Border Guards are deployed to the CCP of Mbuzini between South Africa and Eswatini based on appointment or deployment letters.
Assumptions	BMA will have resources to appoint the Border Guards.
Disaggregation of beneficiaries (where applicable)	NA.
Spatial transformation (where applicable)	NA.
Calculation type	Cumulative (Year-end).
Availability of total population	CCP deployed Border Guards
Reporting cycle	Quarterly and annually
Desired performance	BMA rolled out to one (1) additional CCP (Border Guards are deployed to the identified CCP)
Indicator responsibility	Deputy Commissioner: Operations

TID	
2.4 Effective and efficient Law enforcement	
Indicator title	Percentage of detected illegitimate persons at PoE processed for deportation
Target title	100% of detected illegitimate persons at PoE processed for deportation
Definition	In the Target formulation “Ports of Entry” refer to the land border posts under BMA control and also include the border law enforcement areas which spans a 10 Km area around those land Ports of Entry; “Detected Illegitimate persons” refers to persons in the above mentioned area that are spotted, intercepted and found to have entered RSA illegally (without the necessary authorizing documentation or entered outside the designated PoE). This excludes asylum seekers and third country nationals; “Processed for deportation” means that these persons are recorded in accordance with relevant prescripts and escorted back across the border.
Purpose / importance	<p>In the past, border security was often applied in an ineffective and fragmented way, which led to a drastic increase in illegitimate activities at and around Ports of Entry and along the borderline, resulting in a porous borderline and posing an increasing threat to national security. One of the reasons for establishing the BMA was to turn this situation around, of which this target forms part.</p> <p>The focus of this target over the medium term is to ensure that law enforcement is applied in an effective and efficient way and according to prescripts in all cases (100%) without exception. The constant and consequent application of prescripts with regard to all detected illegitimate persons will act as a deterrent to future attempts of illegal cross-border activities and should therefore result in a gradual decline of attempts in this regard. In this manner the output contributes to the outcome of secure borders which leads to improved national security and helps to ensure that all people in SA are and feel safe and therefore contributes to social cohesion and safer communities as per Apex priority 6.</p>
Source of data	Case/ Record Management Statistics and law enforcement reports
Method of calculation / assessment	The target is calculated by taking the number of illegitimate persons processed for deportation in relation to the number of illegitimate persons intercepted and arrested– expressed as a percentage
Means of verification	Statistical and law enforcement reports
Assumptions	Funding for deployment of Border Guards and the necessary tools of trade
Disaggregation of beneficiaries (where applicable)	All detected illegitimate persons, excluding asylum seekers and third country nationals (the latter refers to persons who are not citizens of the country through whose border they came. These are to be handed over to DHA for deportation through Lindela Repatriation Centre)
Spatial transformation (where applicable)	The host municipalities and provinces for segments with Border Guards deployed will benefit from the safety that will be experienced when illegitimate border activities are curbed
Calculation type	Non-cumulative
Availability of total population	100% detected cases
Reporting cycle	Quarterly

TID	
2.4 Effective and efficient Law enforcement	
Desired performance	100% of detected illegitimate persons at PoE processed for deportation
Indicator responsibility	Deputy Commissioner: Operations

TID	
2.5 PoE services compliant with International Health Regulations (2005) and National Environmental Health Norms and Standards	
Indicator title	Number of PoE rendering port health services in compliance with International Health Regulations (2005) and National Environmental Health Norms and Standards
Target title	30 PoE rendering port health services in compliance with International Health Regulations (2005) and National Environmental Health Norms and Standards
Definition	Internationally, health regulations are in place in order to protect countries and travellers from the spread of contagious inter-jurisdictional diseases. A strategic priority is therefore to ensure that the Port of Entry services are compliant with International Health Regulations (2005) and National Environmental Health Norms and Standards. Hence the endeavour over the medium term to ensure that all ports of entry rendering port health services are in compliance with International Health Regulations (2005) and National Environmental Health Norms and Standards.
Purpose / importance	The borders of South Africa are important spatial areas that constitute the first line of defence and protection against the spread of contagious inter-jurisdictional diseases. Compliance to international Health regulations is therefore critical to protect South African citizens and tourists in this regard.
Source of data	International Health Regulations (2005) and National Environmental Health Norms and Standards
Method of calculation / assessment	Actual number of PoE rendering port health services compliant with International Health Regulations (2005) and National Environmental Health Norms and Standards versus planned number
Means of verification	BMA Self-Assessment Report, World Health Organisation (WHO) Core Capacity Audit Tool, DoH Independent Audit Reports for 30 PoE, Action Plan by PoE to address identified gaps
Assumptions	Capacity and facilities for rendering Port Health Services available
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Calculation type	Non-cumulative
Availability of total population	30 PoE rendering port health services
Reporting cycle	Quarterly and Annually
Desired performance	30 PoE rendering port health services in compliance with International Health Regulations (2005) and National Environmental Health Norms and Standards
Indicator responsibility	Deputy Commissioner: Operations

BMA OUTCOME 3 TIDs:

TID	
3.1 Legitimate importation and exportation of Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) goods in and out of the country through PoEs	
Indicator title	Percentage of pre-booked CITES consignments that go through the PoE endorsed.
Target title	100% of pre-booked CITES consignments that go through the PoE endorsed.
Definition	<p>The target aims at conducting prescribed inspections of pre-booked consignment for CITES species/ specimen to be imported or exported, onsite verification of CITES permits at farm by a DFFE inspector to confirm that the consignment is in line with the permit and endorsement, which only happens at the PoE and it is done by a different inspector from BMA and promotion of compliance with regulatory requirements. In essence, endorsement is a validation that the verification is correct in that the animal being exported or imported is the same animal that was inspected during onsite verification at the farm.</p> <p>All consignments need to be pre-booked 48 hours in advance in order to ensure that it can be processed at the PoE.</p>
Purpose / importance	<p>The purpose of the target is to ensure compliance with National Environmental Biodiversity Act and CITES convention obligations.</p> <p>The output, focussing on legitimate importation and exportation of Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) goods in and out of the country through PoEs, thus contributes to the outcome of enhanced trade and socio-economic development, and consequently supports Apex priority 2 (Economic transformation and job creation).</p>
Source of data	CITES permits and booking requests
Method of calculation / assessment	Actual percentage of CITES consignment-permits endorsed at Ports of entry/exit versus planned
Means of verification	Statistical Records for bookings and endorsed permits
Assumptions	Human capacity to achieve the target
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Calculation type	Non-cumulative
Availability of total population	Pre-booked CITES consignments
Reporting cycle	Quarterly and annually
Desired performance	100% of pre-booked CITES consignments that go through the PoE endorsed.
Indicator responsibility	Deputy Commissioner: Operations

TID	
3.2 Efficient management of facilities to improve service delivery at the PoEs	
Indicator title	Number of facilities at land PoEs audited for transfer to BMA
Target title	22 facilities at identified PoE audited for transfer to the BMA.
Definition	<p>The BMA has started assuming responsibility for facility management at land ports of entry in 2022/23. The process will continue in the 2023/24 financial year.</p> <p>The process will entail:</p> <ul style="list-style-type: none"> a) The BMA will assume responsibility for border facilities management in accordance with the Government Immovable Assets Management Act (2007); b) an audit of available facilities at the identified ports of entry will be conducted; c) BMA Facility Management Matrix, i.e. Strategy, Policies and Budgets), will be developed and approved by the BMA Commissioner.
Purpose / importance	The indicator demonstrates the process of BMA assumption of responsibility over border facility management. The indicator shows indirect support to the MTSF outcome of improving border security and international migration. The BMA contributes towards the achievement of Apex priority 6: Safer communities and social cohesion. Improved border facilities also support trade and tourism.
Source of data	Audit report
Method of calculation / assessment	The quantitative performance will be measured in terms of the actual number of PoE with facilities audited for transfer to BMA as against the planned number.
Means of verification	<ul style="list-style-type: none"> • Facilities management budget for the 22 PoEs determined • Facility Management Matrix (strategy and policies) approved by BMA Commissioner • Report on available facilities at the 22 identified ports of entry audited for transfer.
Assumptions	<ul style="list-style-type: none"> • Memorandum of Agreement with DPWI in place.
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Calculation type	Non-cumulative
Availability of total population	All land ports of entry (where the BMA will be responsible for border facility management).
Reporting cycle	Quarterly and annual basis.
Desired performance	<ul style="list-style-type: none"> • 22 facilities at identified PoE audited for transfer to the BMA.
Indicator responsibility	Deputy Commissioner: Corporate Services

TID	
3.3 Redevelopment of six (6) priority land ports of entry as one-stop border posts (OSBPs)	
Indicator title	Status of construction for the redevelopment of the six (6) land ports of entry.
Target title	Bid adjudication for selection of the preferred bidders concluded
Definition	<p>The target is not new but inherited from the Department of Home Affairs, one of the departments that ceded functions to the BMA. In 2015 the DHA registered a PPP project to redevelop six (6) land ports of entry (Beitbridge, Lebombo, Maseru Bridge, Ficksburg, Kopfontein and Oshoek). In December 2018 Cabinet approved the National OSBPs Framework. This Framework will guide the redevelopment of the 6 land ports of entry as OSBPs. The redevelopment of the 6 land ports of entry as a PPP project is regulated by Section 16 of the Treasury Regulations and requires National Treasury approval for the various PPP stages.</p> <p>Given the laps of time, National Treasury recently identified gaps that informed re-commissioning of traffic and economic studies to inform latest traffic projections and economic-wide impact of the project respectively.</p> <p>By the end of 2027, the construction and redevelopment at the 6 ports of entry would have been completed and operational as OSBP. While construction will commence in 225, completion and operationalization of the 6 priority land PoE as OSBP will only be realised in the next MTSF cycle. The impact of the redevelopment of the six land ports of entry will result in shorter and more efficient processing times, improved security and sterility.</p> <p>[Status of construction refers to the current-year stage/phase of the complete multi-year construction and redevelopment, and it includes the mandatory and related pre-construction activities]</p>
Purpose / importance	The target is a ministerial priority. This project is a PPP initiative that aims to redevelop 6 priority land ports. This will improve the effectiveness, security and efficiency at ports of entry and promote economic development through the establishment of OSBPs. The indicator forms part of the Economic Reconstruction and Recovery Plan of government.
Source of data	Request for Proposal (RfP) documents; National Treasury approval of the RfP documents.
Method of calculation / assessment	Project performance will be measured on the actual conclusion of the bid adjudication process against the targeted time.
Means of verification	RfP evaluation and adjudication outcomes; Submission of the adjudication outcome to NT
Assumptions	<ul style="list-style-type: none"> • National Treasury approval of the RfP will be granted. • The Transaction Advisor effects delivery against critical timeframes. • South Africa makes significant progress towards the finalisation of the bilateral agreements with the five affected neighbouring countries (Lesotho, Mozambique, eSwatini, Zimbabwe and Botswana).

TID	
3.3 Redevelopment of six (6) priority land ports of entry as one-stop border posts (OSBPs)	
Disaggregation of beneficiaries (where applicable)	BBBEE targets will inform the work and a reflection of these will influence the bid selection. The ultimate goal is to have the locals benefiting in the entrepreneurship a job creation components during the construction and concession phases of the project.
Spatial transformation (where applicable)	In the medium to long term, the redevelopment of six land ports of entry is envisaged to have a positive socio-economic impact on surrounding local communities, e.g. employment during the construction and concession phases.
Calculation type	Non-cumulative
Availability of total population	Appointed preferred bidders
Reporting cycle	Reporting will be on quarterly and annual basis.
Desired performance	Bid adjudication for selection of the preferred bidders concluded.
Indicator responsibility	Deputy Commissioner: Operations

BMA OUTCOME 4 TIDs

TID:	
4.1 Coordinated and cooperative Border Management as per signed implementation protocols with SANDF, SAPS and SARS	
Indicator title	Number of signed implementation protocols with SAPS, SARS and SANDF monitored for implementation
Target title	3 signed implementation protocols with SAPS, SARS and SANDF monitored for implementation
Definition	The BMA does not operate in isolation but is surrounded by local and international stakeholders with whom it needs to cooperate as well as coordinate its operations. Since they are critical to the success of the BMA, the relationships with these role-players need to be formalized and therefore the BMA will focus on forging formal relationships with other organs of state over the MTSF period. BMA will ensure that protocols already signed with SANDF, SARS and SAPS are implemented and monitored.
Purpose / importance	Border protection requires a joint effort between all the role-players in the border area environment. As some state organs are not part of the BMA integration and continue to function independently, it is all the more important to ensure good coordination and cooperation with them by means of formal agreements (implementation protocols) to ensure a seamless security blanket along the total borderline. The output supports the broader outcome of Strengthened coordination and cooperation amongst stakeholders within the border management environment. In this manner, the outcome contributes to the Apex priority of a capable, ethical and developmental state
Source of data	Signed implementation protocols, Implementation Plan, Implementation Reports and Monitoring Reports with SAPS, SARS and SANDF
Method of calculation / assessment	Actual number of implementation protocols monitored for implementation against planned number
Means of verification	Implementation reports read with signed protocols and BMA monitoring reports
Assumptions	Stipulations of implementation protocols honored by all signatories
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Calculation type	Non-cumulative
Availability of total population	All role-players falling within the implementation protocol scope (BMA, SAPS, SARS and SANDF)
Reporting cycle	Quarterly and annually
Desired performance	3 signed implementation protocols with SAPS, SARS and SANDF monitored for implementation
Indicator responsibility	Deputy Commissioner: Operations

TID	
4.2. Cooperative and coordinated partnerships with other organs of state and border communities	
Indicator title	Percentage of cooperation and coordination with other organs of state and border communities
Target title	25% of the targeted cooperation and coordination with other organs of state and border communities
Definition	The BMA does not operate in isolation but is surrounded by local and international stakeholders with whom it needs to cooperate as well as coordinate its operations. Cooperation refers to the working together of stakeholders whilst coordination refers to how this cooperation will be structured and aligned. Within the context of this target the stakeholders referred to as organs of state include neighbouring states, while border communities refer to communities that have historical ties and straddle the borderline between South Africa and neighbouring countries. Since they are critical to the fight against illegal cross-border activities, the relationships with these role-players need to be formalized. The BMA will therefore focus on forging formal relationships with border communities and neighbouring countries, leading to a total of 8 agreements being signed over the MTSF period. For the current year, two agreements will be signed.
Purpose / importance	<p>The drawing of the historical national borders did not always take the local population demographics in the borderline area into consideration and therefore often created an artificial divide of communities into two parts by means of the borderline. In order to accommodate these special communities, formal cooperation is critical.</p> <p>The output of Cooperative and coordinated partnership and bilateral agreements with border communities and neighbouring countries supports the broader outcome of Improved coordination and cooperation with local and international stakeholders within the border management environment. In this manner, the outcome contributes to the Apex priority of a capable, ethical and developmental state, and most importantly safer communities because in the absence of cooperation and regulated movement, these areas are exploited by elements that facilitate inter-jurisdictional criminal activities.</p>
Source of data	Signed Partnership agreements
Method of calculation / assessment	Percentage of actual partnership agreements signed with neighbouring states and border communities versus the number planned. The 25% for the current year represent 2 out of the 8 agreements over the MTEF.
Means of verification	Partnership agreements signed and on record with Gate 6 community and Mozambique respectively (collectively constitutes 25%)
Assumptions	Staff capacity for engagements; Agreement reached with relevant states and border communities; existing diplomatic relationships
Disaggregation of beneficiaries (where applicable)	N/A
Spatial transformation (where applicable)	N/A
Calculation type	Cumulative (year-end)

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4.2. Cooperative and coordinated partnerships with other organs of state and border communities	
Availability of total population	The targeted border community and adjacent country
Reporting cycle	Quarterly
Desired performance	25% cooperation and coordination with other organs of state and border communities
Indicator responsibility	Deputy Commissioner: Operations

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BORDER MANAGEMENT AUTHORITY

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