

PARLIAMENT OF THE REPUBLIC OF SOUTH AFRICA

Policy Brief: Performance on Human Settlements Conditional Grants

Budget Office

# Parliamentary

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# 1. Purpose

To provide Members of the Finance and Appropriations Committees with an:

- Overview of the funding structure of the national and provincial departments of Human Settlements
- Evaluation of the structure and performance of the Human Settlements Conditional Grants in 2019/20

# 2. Introduction

Members of the Appropriations and Finance committees are required (in terms of the Money Bills Amendment Procedure and Related Matters Act, 2009) to determine value for money and progress with the implementation of policy priorities funded through the division of nationally raised revenue. The monitoring of the implementation of the budget, inclusive of conditional grants is part of the legislative process and reports are submitted to Parliament on a quarterly basis.

The quarterly reporting on conditional grants is, however, not institutionalised. This means government departments and entities may choose not to report on conditional grants separately, and many chose not to. The performance targets on conditional grants are included in the schedules to the Division of Revenue Act (DORA), and the attainment of these targets is measured annual performance outcomes are reported in Annual Reports for evaluation purposes.

The Parliamentary Budget Office has started a process to assist Members to determine the efficiency and effectiveness of expenditure in conditional grants. Due to the size and importance of priority funding, the PBO started a series of assessments on the information available in the schedules to the Division of Revenue Act. The assessments mainly showed that the information provided in the DORA does not provide the relevant information that is required to determine efficiency and effectiveness of expenditure.

This report continues the process of investigating effectiveness of expenditure by analysing the performance information reflected in Annual Reports of departments. This report focuses on the National Department of Human Settlements, firstly providing the funding model for human settlements and secondly evaluating the structure of and performance on Conditional Grants that comprise a large proportion of the funding for human settlements.

In 2019/20, five conditional grants were transferred to provinces and municipalities by the National Department of Human Settlements. These conditional grants were for:

- Human Settlements Development
- Urban Settlements Development
- Municipal Emergency Housing
- Provincial Emergency Housing
- Title Deeds Restoration

#### 3. Background

Nationally raised government revenue is divided between the three spheres of government in the form of an equitable share and conditional grants for specific purposes. The equitable division of revenue raised nationally is divided among the national, provincial and local spheres of government (according to a formula). government.

Conditional allocations to provinces from the national government's share of revenue are allocated to provinces meant to supplement the funding of programmes or functions funded from provincial budgets; specific-purpose allocations to provinces; and allocations-in-kind to provinces for designated special programmes. In addition to directing funds for a specific purpose, conditional grants aim to achieve a particular outcome with a set of generic/common outputs for all provinces.

Other conditional grants include funds that are not allocated to specific provinces, which would be allocated to provinces and municipalities to fund immediate responses to declared disasters or housing emergencies.

Human Settlements are developed by the provincial sphere of government, and funded through the Provincial Equitable Share (PES) supplemented by transfers from the National Department of Cooperative Governance and Human Settlements in the form of conditional grants.

# 4. Overview of the funding structure

Table 1 shows the structure of the National Department of Human Settlements. The biggest proportion of the budget, amounting to 97.6 per cent of the total, is allocated to the housing development finance programme. The Department transferred 93.9 per cent of the 2019/20 budget to provinces and municipalities. These transfers are mainly in the form of conditional grants.

Programme		Medium-term	
	Revised	expenditure	Percentage of
	estimate	estimate	total
R million	2018/19	2019/20	101
1. Administration	439.8	464.7	1.4%
2. Human Settlements Policy, Strategy and Planning	92.7	104.7	0.3%
3. Human Settlements Delivery Support	236.0	258.7	0.8%
4. Housing Development Finance	31 477.4	33 051.1	97.6%
Total	32 245.8	33 879.2	100.0%
Economic classification			
Current payments	766.4	839.9	2.5%
Compensation of employees	376.9	405.7	1.2%
Goods and services	389.5	434.2	1.3%
Transfers and subsidies	31 385.5	32 985.8	97.4%
Total	32 245.8	33 879.2	100.0%

Table 1: Budget structure of the National Department of Human Settlements for 2019/20

Source: National Treasury database

Table 2 shows the expenditure outcomes of transfers for Human Settlements. In most instances provinces and municipalities under-spent on conditional grants. The best performing conditional grant was the Human Settlement Development grant. In 2019/20, provinces had spent 97.1 per cent of the transferred amount.

Table 2: Expenditure outcomes of transfers for Human Settlements

	, -	Medium- term expenditur	A	
	appropriati on	e estimate	Amount spent	% spent
R thousand	2018/19	2019/20	2019/20	2019/20
Departmental agencies (non-business entities)	2010/10	2010/20	2010/20	2010/20
Current	335 394	449 178		
Social Housing Regulatory Authority: Operational	51 980	65 761	79 100	120.28%
Housing Development Agency	222 177	229 311	177 310	77.32%
Social Housing Regulatory Authority: Institutional investment	20 132	21 259	15 900	74.79%
National Housing Finance Corporation: Finance Linked Individual Subsidy Programme Operational	-	5 000	3 300	66.0%
Community Schemes Ombud Services	31 105	32 847	32 847	
National Housing Finance Corporation: Finance Linked Individual Subsidy Programme	-	95 000	60 000	63.2%
Conditional grants	31 235 079	32 522 607		
Capital	743 640	723 706		
Social Housing Regulatory Authority: Consolidated capital grant	743 640	723 706	660 600	91.28%
Municipal bank accounts	11 446 137	12 194 486		
Capital	11 446 137	12 194 486		
Urban Settlements Development Grant	11 306 137	12 045 386	5 069 131	42.1%
Municipal Emergency Housing Grant	140 000	149 100	45 953	30.8%
Provincial revenue funds	19 045 302	19 604 415		
Current	518 655	547 700		
Title Deeds Restoration Grant	518 655	547 700	366 947	67.0%
Capital	18 526 647	19 056 715		
Human Settlements Development Grant	18 266 647	18 779 815	18 244 441	97.1%
Provincial Emergency Housing Grant	260 000	276 900	205 700	74.3%
Total	31 585 501	32 985 844		

Source: National Treasury database

Table 3 shows the structure of the provincial departments of Human Settlements (in other provinces human settlements are combined with other functions).

Table 3: Structure of Provincial Human Settlements Departments

	EC 2019/20	FS 2019/20	GT 2019/20	KZN 2019/20	MP 2019/20	WC 2019/20
	Revised	Revised	Revised	Revised	Revised	Revised
Percentage of budget spent	Baseline	Baseline	Baseline	Baseline	Baseline	Baseline
Payments	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Current Payments	16.8%	19.2%	13.6%	13.9%	17.2%	15.0%
Compensation of employees	15.3%	13.0%	7.6%	9.2%	14.8%	10.2%
Goods and services	1.5%	6.2%	6.0%	4.7%	2.4%	4.8%
Transfers and subsidies	82.9%	80.2%	86.0%	85.7%	82.7%	84.8%
Households	82.9%	80.2%	86.0%	79.9%	82.7%	83.6%
Payments for capital assets	0.3%	0.6%	0.3%	0.3%	0.1%	0.2%
Grand Total	2 443 382	1 409 642	6 216 526	4 006 642	1 674 139	2 463 227

Source: National Treasury database

The biggest proportion of provincial departments of human settlements budgets are transferred to households. Gauteng transfer the biggest proportion to households amounting to 86.0 per cent. The Free State is the province that spent the highest proportion of the human settlements budget on the category current payments, which includes payments for

compensation of employees and goods and services. The Eastern Cape is the province that spent the highest proportion of the human settlements budget on compensation of employees, amounting to 15.3 per cent.

# 5. Methodology for the Evaluation on the structure and performance of the Human Settlement Conditional Grants in 2019/20

The level of quality and completeness of performance information affects an oversight body's ability to evaluate to evaluate performance outcomes on expenditure. To be able to determine efficiency, performance indicators should be specific, relevant and linked to the budget. Effectiveness can be determined only by measuring change in impact indicators over time. Impact indicators are mainly measured over a 5-year period and reflected in the Medium Term Strategic Framework of Government.

Performance information from the 2019/20 Annual Report of the National Department of Human Settlements is reflected in tables 4 to 9 (Annexure) and arranged according to the purpose of the conditional grants, expected outputs/targets and actual outputs achieved. Expenditure against the budget is also added per conditional grant to get an indication of the efficiency of the expenditure in 2019/20. The quality of the information, the performance on targets as well as the expenditure on budgets are evaluated.

# 6. Findings

The PBO's assessment of the information as presented in the tables 4 to 9 shows that:

#### Human Settlements Development Grant (HSDG):

Although the Department identified eleven outputs for the HSDG, performance was only reported on two outputs, namely service sites and top structures. The identified indicators are also duplicated in other conditional grant schedules. In total provinces have spent R18.244 billion of the R18.780 billion transferred.

Reasons for under-spending of funds by provincial departments relate to:

- Late appointment of service providers
- Late submission of invoices
- Community unrest
- Slow procurement processes
- Non-availability of bulk infrastructure
- Property invasions by unlawful occupants
- Lack of proper beneficiary management systems/processes
- Unavailability of project management systems
- Late approval of plans
- Poor/slow performance by contractors and poor cash flow management
- Delays in the certifying/submission of claims
- Applicants do not qualify for loans (FLISP)

#### Title Deeds Restoration Grant (TDRG):

The Department did not report on the expected outputs for the TDRG, which could be due to some of the reasons provided below. In total provinces have spent R366.947 million of the R667.721 million transferred to them.

Reasons for the underspending of funds by provinces are:

- Lack of township establishment
- Delays in township proclamation
- Disputes regarding beneficiary verification
- Property occupied by unlawful occupants
- Tenants not eager to purchase the pre-94 rental stock
- Influx of unlawful occupants in rented pre-94 stock accommodation
- Most pre-94 properties in a poor physical condition
- Service providers unable to perform certain activities in some projects because communities are blocking access to the projects in their areas
- Family disputes amongst beneficiaries
- Duplicate site numbers and estates not reported to the Magistrate Courts
- Beneficiaries not completing relevant documents and municipalities not having equipment
- Delays in signing of registration documents by all municipalities

#### Urban Settlements Development Grant (USDG)

The expected outputs of the conditional grant have been written as objectives with no measurable targets linked to it. The reporting on these objectives were in the form of performance indicators, also without targets attached to the indicators. The annual report of the Department of Human Settlements reported these indicators as actual outputs; therefore, no performance information was reported for the USDG. An amount of R11.655 billion of the adjusted budget of R12.045 billion was transferred. Departments and municipalities have only spent R5.069 billion of the transferred amount.

Reasons for the underspending of funds by the institutions are:

- Delays in procurement process
- Violent social protests and socio-political issues
- Slow and/or non-performance by contractors resulting in project delays and/or stoppages
- Late processing of invoices resulting in late payments
- Lack of relevant skills to oversee projects
- Gang violence resulting in halting of projects
- Labour disputes in respect of wages

Specific interventions include:

- A total amount of R682 million was stopped: Mangaung (R301 million), City of Ekurhuleni (R120 million), City of Tshwane (R200 million) and City of Cape Town (R60 million)
- The stopped funds were reallocated to Buffalo City (R340 million) and City of Johannesburg (R342 million)
- Nelson Mandela Bay was issued a letter by National Treasury on 5 February 2020 wherein a decision to invoke section 216(2) of the Constitution of the Republic of South Africa, read together with section 38 of the Municipal Finance Management Act (MFMA), to withhold equitable share and conditional grants was communicated, and this implied that the last tranche amounting to R390 million could not be transferred

#### **Provincial Emergency Housing Grant**

The expected outputs for this conditional grant are to provide emergency and short term assistance to households affected and/or impacted by disasters, through:

- Provision of temporary shelter
- Temporary relocation of households to safer accommodation and/or shelter
- Repair to damaged houses following a disaster

An amount of R244.811 million of the adjusted budget of R276.900 million was transferred to provinces. Despite expenditure of R205.7 million provinces did not complete any temporary shelter units by the end of March 2020.

Reasons for the underspending of funds by the provinces

- Late transfer of funds
- Incomplete and incorrect submission of funds requests by Provinces
- Misinterpretation of the grant framework by provinces
- Resistance by community members for erection of temporary shelters and temporary relocation
- Disputes regarding beneficiary verification
- Delays with procurement processes
- Newly erected temporary shelters occupied by unlawful and undeserving occupants

#### Municipal Emergency Housing Grant (MEHG)

The expected outputs for this conditional grant are to provide emergency and short term assistance to households affected and/or impacted by disasters, through:

- Provision of temporary shelter
- Temporary relocation of households to safer accommodation and/or shelter
- Repair to damaged houses following a disaster

An amount of R147.432 million of the adjusted budget of R149.100 million was transferred to municipalities. Despite expenditure of R45.953 million municipalities no actual outputs were reported.

Reasons for the underspending of funds by the entity

- Incomplete and incorrect submission of funds requests by municipalities
- Resistance by community members to the erection of temporary shelters and temporary relocation
- Delays with procurement processes at municipalities
- Newly erected temporary shelters occupied by unlawful and undeserving occupants

# 7. Conclusion

The National Department of Human Settlements is responsible for the transferring of conditional grant funds to provinces and municipalities for the delivery of relevant outputs to create sustainable human settlements and improved quality of household life.

The Department approves conditional grant business plans and ensures compliance with the reporting requirements for conditional grants.

Subsequent to the consolidation of all quarterly financial and non-financial reports from provinces and municipalities, the Department presented the actual audited expenditure and performance on the conditional grants in the Annual Report.

The Annual Report is one of the standard documents tabled in Parliament for oversight purposes. The 2019/20 Annual Report of the National Department of Human Settlements was the main document used to determine the financial and non-financial performance of provincial departments of human settlements and municipalities.

The analysis of the information on conditional grants shows:

- Performance outputs/indicators were not well defined
- Mismatch between expected outputs and actual outputs
- The duplication of indicators
- No targets set for outputs
- Poor or no reporting on actual non-financial information
- Underspending on most of the conditional grants

The lack of proper performance information in the Annual Report of the Department of Human Settlements on conditional grants makes it difficult for Parliament to determine the effectiveness of expenditure and impact of the outputs delivered by provincial departments of human settlements and municipalities. It is not clear what the main reasons are for the lack of information. The submission of additional information would be appreciated. Such information could assist Members of Parliament to enhance their oversight role.

## Annexure

Table 4: Performance on Human Settlements Development Grant (HSDG) per province

Purpose	Expected outputs
To provide funding for the progressive realisation of access	Number of housing opportunities created may include the following:
to adequate housing through the creation of sustainable	
and integrated human settlements	
To provide funding for facilitate a programmatic and inclusive approach to upgrading informal settlements	Number of residential units delivered in all housing programmes
	Number of serviced sites delivered in all housing programmes
	Number of households in informal settlements provided with access to basic services at upgrading of informal
	settlements programme level 2 standard
	Number of informal settlements upgraded on site and/or relocated
	Number of households in backyards provided with access to services/upgraded services
	Number of title deeds issued for projects completed post 31 March 2014
	Hectares of well-located land acquired and zoned to create housing opportunities
	Number of work opportunities created through related programmes
	Percentage of project value procured as per the targeted groups in the amended Preferential Procurement
	Regulation 2017, issued by National Treasury
	Number of socio-economic amenities delivered in human settlements
	Number of catalytic projects planned, approved and implemented for integrated human settlements developments
Total funding tranferred	R18 779 815
Total expenditure	R18 244 441

Source: Annual Report National Department of Human Settlements

Provinces	Annu	val target	Performance as at	31 March 2020	% Performance:	% Performance:
Provinces	Serviced Sites	Top Structure (Units)	Serviced Sites	Top Structure (Units)	Service sites	Top structure (Units)
Eastern Cape	4 699	9 395	6 754	8 757	144%	93%
Free State	5 617	4 785	6 371	2 616	113%	55%
Gauteng	10 682	21 718	10 104	12 153	95%	56%
KwaZulu-Natal	9 101	16 791	5 983	15 737	66%	94%
Limpopo	5 354	5 911	5 807	8 135	108%	138%
Mpumalanga	5 000	6 694	3 902	6 710	78%	100%
Northern Cape	830	1 226	931	620	112%	51%
North West	7 396	9 685	5 472	6 739	74%	70%
Western Cape	6 486	9 723	5 842	8 046	90%	83%
Total	55 165	85 928	51 166	69 513	93%	81%

Table 5: Performance on Human Settlements Development Grant (HSDG) per province

Source: Annual Report National Department of Human Settlements

Table 6: Performance on Title Deeds Restoration Grant (TDRG), (No actual outputs reported on the expected outputs)

Purpose	Expected outputs of the grant
To provide funding for the eradication of the pre-	Number of title deeds registered in favour of beneficiaries of government subsidised housing (pre-1994 and
2014 title deeds registration backlog and the	post-1994) for projects completed by 31 March 2014
professional fees associated with this, including	
beneficiary verification	
	Number of title deeds issued to beneficiaries of government subsidised housing (pre 1994 and post 1994)
	for projects completed by 31 March 2014
	Number of townships proclaimed and registers opened
	Number of beneficiaries confirmed as title deed holders
	Enhanced institutional capacity of municipalities and provinces in respect of property registration
Total funding transferred	R547 700 000 was transferred to the provinces and a rollover amount of R120,021,000 was approved,
-	bringing the total available funds to R667 721 000
Total expenditure	R366 947 000 as at 31 March 2020

Table 7: Urban Settlements Development Grant (USDG).

Purpose of the grant	Expected outputs of the grant	Actual outputs achieved
Purpose of the grant The purpose of the grant is to supplement the capital revenues of metropolitan municipalities in order to support the national human settlements development	Expected outputs of the grant The outcomes to be realised in order to promote integrated sustainable human settlements and improved quality of household life are: Increased individual household access to basic services and related infrastructure	Access to Services: Water •Number of water service points installed for informal settlement dwellers within a 200 m radius •Number of additional households provided with water connections Access to Services: Sewerage •Number of sanitation service points (toilets) installed for informal settlement dwellers •Number of additional households provided with sewer connections Access to Services: Solid waste management •Number of additional households provided with access to weekly refuse removal
		<ul> <li>Number of waste minimisation projects initiated/upgraded</li> <li>Number of households living in informal areas with solid waste removal services</li> <li>Access to Services: Electricity:</li> <li>Number of additional households living in formal areas provided with electricity connections</li> <li>Number of additional high mast lights installed</li> <li>Number of additional street lights installed</li> <li>Number of households provided with free basic electricity</li> </ul>
	Increased acquisition and availability of well-located land for human settlements development	Spatial development and the built environment: •Number of hectares of land procured for Greenfields development •Number of hectares of land proclaimed (township establishment completed) •Number of informal settlements targeted for upgrading •Number of households living in informal settlements targeted for upgrading •Number of informal settlements targeted for upgrading with upgrading plans •Number of informal settlements upgraded (services provided): in situ •Number of sites serviced •The number of title deeds transferred to eligible beneficiaries

Purpose of the grant	Expected outputs of the grant	Actual outputs achieved
	Increased access of poor	Socio Economic Amenities:
	households to public and socio-	<ul> <li>Number of community halls to be developed/upgraded</li> </ul>
	economic amenities	<ul> <li>Number of sports fields and stadia to be developed/upgraded</li> </ul>
		<ul> <li>Number of parks/leisure facilities to be developed/upgraded</li> </ul>
		<ul> <li>Number of clinics to be developed/upgraded</li> </ul>
		•Number of pre-schools/early childhood development centers to be
		developed/upgraded developed
		<ul> <li>Number of community swimming pools to be developed/upgraded</li> </ul>
		<ul> <li>Number of libraries to be developed/upgraded</li> </ul>
		<ul> <li>Number of cemeteries to be developed/upgraded</li> </ul>
		•Number of fire safety and emergency facilities to be developed/
		upgraded
	Supporting densification and	
	transit-oriented development	
	projects connecting existing	<ul> <li>Number of new bus/taxi stops to be constructed</li> </ul>
	and new housing developments	
	Ensure the provision of	Roads and storm water:
	infrastructure for mixed income	Kilometres of new paved roads to be built
	and mixed use developments to	• Kilometres of new gravelled roads to be built
	support the leveraging of	•
	private and non-state sector	
	grants and funding in support of	<ul> <li>Kilometres of roads surfaced/rehabilitated/resealed</li> </ul>
	approved human settlements	
	developments	
	Improving the sustainability of	
	the livelihoods of poor	, , , , , , , , , , , , , , , , , , , ,
	households within each	guidelines and other municipal programmes
Takal for dia a kanada mad	municipality's area of jurisdiction	
Total funding transferred	R11 655 112	
Total expenditure	R5 069 131	

### Table 8: Provincial Emergency Housing Grant

Purpose of the grant	Expected outputs of the grant	Actual outputs achieved
To provide funding to the provinces for the provision of temporary shelter assistance to households affected by disasters or a housing emergency To provide funding to the provinces to repair the damage to housing for low-income households following a disaster or housing emergency, if the costs of repairs are less than the costs of relocation and provision of temporary housing	Emergency and short term assistance to households affected and/or impacted by disasters, through: • Provision of temporary shelter • Temporary relocation of households to safer accommodation and/or shelter • Repair to damaged houses following a disaster	There were no temporary shelter units completed as at 31 March 2020
Total funding transferred	R244 811	
Total expenditure	R205.7 million including rollovers	

# Table 9: Municipal Emergency Housing Grant (MEHG)

Purpose of the grant	Expected outputs of the grant	Actual outputs achieved
To provide funding to the municipalities for the provision of temporary shelter assistance to households affected by disasters or a housing emergency To provide funding to the municipalities to repair the damage to housing for low-income households following a disaster or housing emergency, if the costs of repairs are less than the costs of relocation and provision of temporary housing	Emergency and short term assistance to households affected and/or impacted by disasters, through: • Provision of temporary shelter • Temporary relocation of households to safer accommodation and/or shelter • Repairs to damaged houses following a disaster	Nothing reported
Total funding transferred	R147 432	
Total expenditure	R45 953	