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QUARTER 1 AND 2 EXPENDITURE REPORT OF THE DEPARTMENT OF PUBLIC WORKS AND INFRASTRUCTURE FOR 2020/21

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1. INTRODUCTION

The paper will provide an overview of the 1st and 2nd Quarter Expenditure for 2020/21 of the Department of Public Works and Infrastructure.¹ The report will provide a comparison between the overall expenditure performance of the Department, and will focus on the 2nd Quarters of 2019/20, and that of 2020/21 respectively.

2. OVERVIEW OF THE DEPARTMENT'S EXPENDITURE FOR QUARTER 2.

The Department received a voted allocation of R8.07 billion for 2020/21 with which to accomplish its priorities. This represents an increase of 1.3 per cent in nominal terms, and a decline 2.97 per cent in real terms (calculating the impact of inflation) from the 2019/20 adjusted appropriation of R7.97 billion. The Department's budget represents approximately 0.1 per cent of the national appropriation by vote, excluding direct charges.

¹ The Department of Public Works was renamed as the Department of Public Works and Infrastructure, following the May 2019 General Elections.



Note: The outbreak of the COVID-19 pandemic and subsequent lockdown of the country in March 2020 resulted in Government having to reprioritise funding, and redirect spending towards fighting the pandemic.

Table 1: 2020/21 Budget and Expenditure Vote 13 - Public Works and Infrastructure

						Expenditure as
	Main	Q1 Actual	Expenditure as a		Q2 Actual	a % of
	Appropriation	Expenditure	% of Available	Special Adjusted	Expenditure	Available
Programme R' million	2020/21	2020/21	Budget	Budget 2020/21	2020/21	Budget
1. Administration	538,9	75,1	13,9%	538,9	182,2	33,8%
2. Intergovernmental Coordination	63,7	8,5	13,3%	63,7	19,4	30,5%
3. Expanded Public Works Programme	2 717,5	479,9	17,7%	2 717,5	1 013,0	37,3%
4. Property and Construction Industry						
Policy and Research	4 647,8	1 266,4	27,2%	4 647,8	2 402,1	51,7%
5. Prestige Policy	103,0	17,7	17,2%	103,0	25,7	25,0%
Total	8 070,9	1 847,6	22,9%	8 070,9	3 642,4	45,1%

(Source: National Treasury 2020)

3. QUARTER 1

Table 1 provides an overview of the Department's expenditure per programme in relation to the available budget for Quarters 1 and 2 of the 2020/21 financial year. An overview will be provided of the spending during Quarter 1 under the Department's five main programmes, while the focus will remain on Quarter 2 expenditure.

In **Quarter 1**, R1.85 billion (or 22.9%) of the total allocation of R8.07 billion was spent, when compared to the R2.01 billion (25.7%) spent in the same quarter of the previous year.² One of the five main programmes managed to slightly exceed the minimum expenditure rate of 25%. Programme 4 spent R1.27 billion, which constitutes 27.2% of the R4.65 billion allocation.

All the other four main programmes did not manage to reach the minimum 25% threshold, of which two programmes reported expenditure just over 17%; i.e. Programmes 3 and 5 spending R479.9 million (or 17.7%) and R17.7 million (or 17.2%) respectively. While the other two programmes spent under 14%, i.e. Programme 1 spent R75.1 million (or 13.9%) of the R538.9 million and Programme spent the least amount at R8.5 million (or 13.3%); of the R63.7 million allocation for 2020/21 respectively.

The Department reported the following under- and over-expenditure in respect of projected spending in Quarter 1 under the five main programmes as follows:³

R47.6 million underspent under Programme 1 of the projected R122.6 million, due to
delays in filling of vacant posts; lower than projected spending on Goods and Services
budget (mainly on Audit Fees, communication, computer services, property payments
and travel and subsistence). In addition, underspending also resulted from lower than
projected planned departmental activities due to the COVID-19 nation-wide lockdown.

² National Treasury (2019), p. 44.

³ National Treasury (2020a), pp. 51-52.



- **R7.1 million** underspent under Programme 2 of the projected R15.6 million due to underspending on Compensation of Employees due to non-filling of vacant positions; and underspending under Goods and Services items (i.e. catering, venue and facilities, and travel and subsistence).
- R302.1 million underspent under Programme 3 of the projected R782.0 million with slow spending under Compensation of Employees due to delays in the filling of vacant posts; as well as Goods and Services (Agency and support/outsourced services; travel and subsistence) due to low spending on planned activities due to the COVID-19 nation-wide lockdown. Low spending on Transfers and Subsidies, especially the Expanded Public Works Programme (EPWP) Integrated Grant for Provinces and the EPWP Social Sector Incentive Grant for Provinces, which were withheld due to non-compliance with the Division of Revenue Act's (DORA's) conditions.
- R28.2 million overspent under Programme 4, of the projected R1.24 billion, due to the
 higher than projected spending under Goods and Services items. The higher than
 projected spending under Transfers and Subsidies, is due to the unbudgeted transfer
 payment to the Development Trust (IDT) in terms pf Section 29 of the Public Finance
 Management Act (No. 1 of 1999), to enable the financially distressed IDT to cover
 operational costs.
- R13.3 million underspent of the projected R31.1 million under Programme 5, with lower spending specifically on Compensation of Employees (due to delays in the filling of vacant positions), and Goods and Services on contractors and travel and subsistence due to lower than projected planned activities as a result of the COVID-19 pandemic nation-ide lockdown.

Note: The Department reported spending R234.1 million (due to the COVID-19 pandemic), through the EPWP Non-State Sector for the cleaning and sanitisation of quarantine and isolation facilities on behalf of the Department of Health, as well as the purchasing of the requisite personal protective equipment.⁴

3. QUARTER 2

Table 2: Quarter 2 Budget and Expenditure per Programme for 2020/21

	Special Adjusted	Q2 Actual Expenditure	Expenditure as a %
Programme R' million	Budget 2020/21	2020/21	of Available Budget
1. Administration	538,9	182,2	33,8%
2. Intergovernmental Coordination	63,7	19,4	30,5%
3. Expanded Public Works Programme	2 717,5	1 013,0	37,3%
4. Property and Construction			
Industry Policy and Research	4 647,8	2 402,1	51,7%
5. Prestige Policy	103,0	25,7	25,0%
Total	8 070,9	3 642,4	45,1%

(Source: National Treasury (2020a))

⁴ National Treasury (2020b), p. 52.



Table 2, provides an overview of the expenditure pattern of the Department for Quarter 2 of 2020/21.

In **Quarter 2**, R3.64 billion (or 45.1%) of the total allocation of R8.07 billion was spent, when compared to the R3.78 billion (47.8%) spent in the same quarter of the previous year.⁵ One of the five main programmes managed to slightly exceed the minimum expenditure rate of 50%. Programme 4 spent R2.40 billion, which constitutes 51.7% of the R4.65 billion allocation.

All the other four main programmes did not manage to reach the minimum 50% threshold. Three programmes reported expenditure under 40%, while one reached the Quarter 1 minimum expenditure threshold of 25% as follows for the 2nd Quarter of 2020/21:

- Programme 3 spending R1.01 billion (or 37.3%).
- Programme 1 spending R182.2 million (or 33.8%).
- Programme 2 spent R19.4 million (or 30.5%).
- Programme 5 spent the least at R25.7 million (or 25.0%)



Figure 1: Quarters 1 and 2 Budget and Expenditure per Programme for 2020/21

(Source: National Treasury (2020a) and (2020b))

The Department reported the following under- and over-expenditure in respect of projected spending in Quarter 2 under the five main programmes as follows:⁶

• **R53.4 million** underspent under Programme 1 of the projected R235.6 million, due to delays in filling of vacant posts; lower than projected spending on Goods and Services

⁵ National Treasury (2019a), p. 50.

⁶ National Treasury (2020b), p. 52.



- budget (mainly on Audit Fees, communication, computer services, property payments and travel and subsistence). In addition, underspending also resulted from lower than projected planned departmental activities due to the COVID-19 nation-wide lockdown.
- R9.2 million underspent under Programme 2 of the projected R28.6 million due to underspending on Compensation of Employees due to non-filling of vacant positions; and underspending under Goods and Services items (i.e. catering, venue and facilities, and travel and subsistence).
- R399.4 million underspent under Programme 3 of the projected R1.41 billion with slow spending under Compensation of Employees due to delays in the filling of vacant posts; as well as Goods and Services (Agency and support/outsourced services; travel and subsistence) due to low spending on planned activities due to the COVID-19 nation-wide lockdown. Low spending on Transfers and Subsidies, especially the Expanded Public Works Programme (EPWP) Integrated Grant for Provinces; EPWP Integrated Grant for Municipalities; and the EPWP Social Sector Incentive Grant for Provinces, which were withheld due to non-compliance with the Division of Revenue Act's (DORA's) conditions; such as the non-reporting on the EPWP projects on the EPWP systems.
- R36.8 million overspent under Programme 4, of the projected R2.37 billion, due to the
 higher than projected spending under Goods and Services items. The higher than
 projected spending under Transfers and Subsidies, is due to the unbudgeted transfer
 payment to the Development Trust (IDT) in terms pf Section 29 of the Public Finance
 Management Act (No. 1 of 1999), and Treasury Regulation 6.3.1 (b) to enable the
 financially distressed IDT to cover operational costs.
- R23.2 million underspent of the projected R48.9 million under Programme 5, with lower spending specifically on Compensation of Employees (due to delays in the filling of vacant positions), and Goods and Services on contractors and travel and subsistence due to lower than projected planned activities as a result of the COVID-19 pandemic nation-ide lockdown.

Issues for Consideration

- What is the impact on service delivery of the non-filling of vacancies under the different programmes?
- The Department spent R234.1 million on behalf of the Department of Health on the cleaning and sanitisation of quarantine and isolation sites through the EPWP: Non-State Sector; as well as the purchasing of personal protective equipment (in terms of the COVID-19 pandemic) in Quarter 1. What impact did this have on the work of the Department?
- The Department reported that provinces and municipalities did not comply with the DORA conditions that led to the withholding of R399.4 million under the EPWP Integrated Grant for Provinces and Municipalities, as well as the EPWP Social Sector Incentive Grant for Provinces. What impact did the withholding of the Grants have on the EPWP target for 2020/21?
- What impact did the over expenditure under Programme 4 have on the Department, particularly the unbudgeted funding allocated to the IDT?



4. TRANSFERS AND SUBSIDIES

A total of R6.99 billion was allocated towards **Transfers and Subsidies** for the 2020/21 financial year, which is an increase of R221.7 million from the R6.77 billion allocated in 2019/20.

An amount of **R3.39 billion** was transferred during the 2nd Quarter of 2020/21,⁷ when compared to the R3.34 billion spent in the 2nd Quarter of 2019/20.⁸ This is an increase of R50 million or 1.5 per cent in transfer payments.

Figure 2: Economic Classification Q2 Budget and Expenditure for 2020/21

Economic Classification R' million	Special Adjusted Budget 2020/21	Q2 Actual Expenditure 2020/21	Actual Expenditure as a % of Available Budget	•	Q2 Variance from Projeceted Expenditure	% variance of Projeceted Expenditure
Current Payments	1 054,5	331,6	31,4%	440,5	108,9	24,7%
Compensation of Employees	594,7	234,2	39,4%	269,4	35,2	13,1%
Goods and Services	459,8	97,4	21,2%	171,1	73,7	43,1%
Interest and Rent on Land	0,0	0,0	0,0%	0,0		
Transfers and Subsidies	6 996,1	3 309,6	47,3%	3 641,9	332,3	9,1%
Payments for Capital Assets	20,2	1,1	5,4%	8,3	7,2	86,7%
Paymenst for Financial Assets	0,0	0,0	0,0%	0,0	-0,1	0,0%
Total	8 070,8	3 642,3	45,1%	4 090,7	448,4	11,0%

(Source: National Treasury (2020b))

R1.58 billion of the Transfers and Subsidies is in the form of conditional grants to Provinces and Municipalities, which is allocated as follows:

- R748.0 million towards the Integrated Grant for Municipalities.
- R420.8 million towards the Integrated Grant for Provinces.
- R413.6 million towards the Social Sector Incentive Grant for Provinces.

At the end of the 2nd Quarter of 2020/21, the following amounts was transferred:

- The **EPWP Integrated Grant for Municipalities** was allocated R748.0 million, which is an increase of R18.0 million from the R730.0 million allocated in 2019/20. At the end of the 2nd Quarter of 2020/21, R184 million (or 24.6%) of the allocation was transferred.
- The **EPWP Integrated Grant for Provinces** received an allocation of R420.8 million for 2020/21, which is a decrease of R16.6 million from the R437.4 million allocated in 2019/20. A total of R220.7 million (or 52.4%) was transferred by the end of the 2nd Quarter of 2020/21.
- The Social Sector EPWP Integrated Grant for Provinces received an allocation of R413.6 million for 2020/21, which is a decrease of R17.2 million from the R430.8

⁷ National Treasury (2020b), p. 51.

⁸ National Treasury (2019b), p.50.



million for 2019/20. A total of R260.7 million (or 63%) was transferred by the end of the 2nd Quarter of 2020/21.9

Departmental Agencies and Accounts (non-business entities) receives **R4.54 billion**, which is an increase R16 million from the R4.38 billion received in 2019/20, of which:¹⁰

- R600 000 was allocated to the Construction Education and Training Authority (CETA), this constitutes an increase of R0 from the R600 000 in 2019/20. The entire amount was transferred in Quarter 2.
- R11.2 million was allocated to Parliamentary Villages Management Board, which is an increase of R600 000 from the R10.6 million allocation for 2019/20. The allocation was transferred in its entirety, by the end of the 2nd Quarter of 2020/21.¹¹
- R78.7 million was allocated to the Construction Industry Development Board (cidb) for 2020/21, (a nominal increase of R2.5 million from R76.2 million), but a decline of 1.1% in real terms from the previous year. Of this amount, R39.4 million (or 50.1%) was transferred to the entity for operations at the end of Quarter 2.
- R3.55 billion was allocated to the Property Management Trading Entity (PMTE)¹² for 2020/21, which is a decrease of R667.6 million (a decrease of 15.8% in nominal terms) from the R4.22 billion allocation of 2019/20. A total of R0 (or 0%) of a projected R887.1 million was spent in Quarter 2 of 2020/21.
- R55.2 million was allocated to the Council for the Built Environment (CBE) for 2020/21, an increase of R2.4 million from R52.8 million (or. 4.5 % in nominal terms). A total of R27.6 million (or 50%) was transferred in Quarter 2 towards the operations of the entity.

The Department also made transfers to:13

- Agrément South Africa is allocated R32.6 million, an increase of R1.5 million from the R31.1 million allocation of 2019/20. The Department transferred R16.3 million (or 50% each) in Quarters 1 and 2 respectively.
- Foreign Governments and International Organisations¹⁴ received an allocation of R28.2 million, an increase of R1.6 million (or 3.8% in nominal terms) from the R26.6

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⁹ National Treasury (2020b), p.53.

¹⁰ National Treasury (2020b), p.53.

¹¹ National Treasury (2020b), p.54.

¹² The allocation for the Property Management Trading Entity (PMTE) falls under Programme 4. In 2015/16 the PMTE, was operationalised from having functioned as a Trading Account since its inception in April 2006.

¹³ National Treasury (2020b), p. 54.



million allocated in 2019/20. This is mainly to address the fluctuations in the exchange rate when transferring the funds. The current weakening of the Rand against the major foreign currencies may result in the Department requiring an increase in its allocation from National Treasury. The amount had not been transferred by the end of the 2nd Quarter.

• **Independent Development Trust (IDT)** received no allocation for 2020/21, compared to the R5.0 million allocation of 2019/20.

The IDT is as a Schedule 2 entity should be self-sustaining and not receive an allocation from the Department, as is the case for Schedule 3 entities. Past allocations from the Department should be viewed as assisting in the continued operational functioning of the entity, in the context of the IDT having developed into a responsive development agency with a well-established presence across the country. The IDT's total budget for 2020/21 is R271.4 million, ¹⁵ a decline of R115.2 million from the R386.6 million total budget for 2019/20. ¹⁶

Despite the IDT being a Schedule 2 entity, and not receiving an allocation from the Department in 2020/21, the Department subsequently transferred R5.0 million in the 1st Quarter of 2020/21 for the IDT's operations. The Department further allocated an additional R60.8 million to the IDT from Programme 4, of which R30.4 (or 50%) was transferred to the IDT for operations in the 2nd Quarter of 2020/21. The total amount of R65.8 million allocated to the IDT in the first two Quarters of 2020/21 came from Programme 4 and was not budgeted for.

Issues for Consideration

- What is the progress to date to address the lack of an operational budget for the IDT? At present the Department is providing funding assistance via transfers. How long will this measure be sustainable given the Department's other priorities?
- The IDT is receiving funding as an implementing agent of the EPWP: Non-State Sector of the Department. What effect has the uncertainty of the IDT and its challenge to continue as a going concern, had on the operations and service delivery of the entity?

¹⁴ National Treasury (2015), p. 193. This payment is made to the Commonwealth War Graves Commission of which South Africa is a member. It is comprised of 6 member countries: Australia; Canada; India; New Zealand; South Africa and the United Kingdom.

¹⁵ National Treasury (2020), p. 197.

¹⁶ National Treasury (2019), p. 230



5. NON-PROFIT INSTITUTIONS

A total of **R778.5 million** was allocated to the **Non-Profit Institutions**, which is an increase of R28.1 million from the R750.4 million allocated in 2019/20. The allocation was disaggregated into the following two Non-State Sector allocations:

- The **Non-State Sector: Work Opportunities** was allocated R745.4 million for 2020/21, which is an increase of R26.4 million from the R719.0 million allocated in 2019/20. None of the projected spending of R171 million was spent at the end of the 2nd Quarter of 2020/21.
- The Non-State Sector: Non-Wage Costs was allocated R33.1 million in 2020/21, which is an increase of R1.7 million from the R31.4 million allocated in 2019/20. None of the projected spending for the 2nd Quarter of 2020/21 took place.

During a presentation to the Portfolio Committee on Public Works and Infrastructure, in November 2020, the Department reported that the second tranche payments for 5 Provincial Departments are still withheld due to non-compliance with the Division of Revenue Act in respect of non-reporting of grant projects in the EPWP Reporting System and significant underspending on the first transferred tranche. ¹⁷ The provinces and Departments from which a total of R22.0 million was withheld include:

- **R6.7 million** withheld from the Department of Health in the Eastern Cape.
- R1.8 million withheld from the Department of Education in the Northern Cape.
- R3.4 million and R1.2 million withheld from the Department of Education and the Community Transport Safety Management respectively, in the North West.
- R9.0 million was withheld from the Department of Education in the Western Cape.

As indicated above, the main reasons for the funding being withheld are due to:18

- Non-Compliance with the Division of Revenue Act.
- Delays in the implementation of grant funded projects.
- Delays on reporting of the grant funded projects in the EPWP Reporting System.
 - Poor spending performance.
- Non-submission of quarterly evaluation reports by some public bodies.

6. CURRENT PAYMENTS

A total of **R1.05 billion** was allocated to **Current Payments** for 2020/21, which is an increase of R43.1 million from the R1.01 billion allocated in 2019/20. Of this amount

¹⁷ Department of Public Works and Infrastructure (2020c), Slide 26.

¹⁸ Department of Public Works and Infrastructure (2020c), Slide 28.



R594.7 million was allocated to **Compensation of Employees**, which is an increase of R36.9 million from the R557.8 million allocated in 2019/20.¹⁹

At the end of the 2nd Quarter of 2020/21, R234.2 million was spent on **Compensation of Employees**, which is a decrease of R13.7 million from the R247.9 million spent in 2019/20.

Goods and Services received an allocation of **R459.8 million** for 2020/21,²⁰ which is an increase of R6.3 million from the R453.5 million allocated in 2019/20. A total of R97.4 million was spent at the end of the 2nd Quarter of 2020/21, which is a decrease of R83.4 million from the R180.8 million spent during the same period in 2019/20.

The Department further reported spending R500 000 at the end of the 2nd Quarter of 2020/21 for the personal protective equipment, as required in response to the COVID-19 pandemic.²¹

Interest and Rent on Land received 0 allocation in the 2nd Quarter of 2020/21, similar to that of 2019/20.²²

Payment for Capital Assets received an allocation of R20.2 million for 2020/21, compared to R23.2 million for 2019/20, a decrease of R3 million. At the end of the 2nd Quarter of 2020/21, R1.1 million (or 5.4 %) was spent, compared to the R11.6 million (50.1%) spent in the same period of 2019/20.

7. OBSERVATIONS

The Department continues to experience challenges with the fluctuation in the exchange rate when making payments to the Commonwealth War Graves Commission: Maintenance of Soldiers' Graves. This sometimes results in over and/or under expenditure under this sub-programme.

The Department has realigned its main and sub-programmes and highlighted the role of the PMTE, to ensure that it provides accommodation, and manages the real estate of National Government.²³ With the transformed arrangement (where the PMTE is a separate, ring-fenced Government component within the Department acting as an implementer in the property and construction business), the Department's role will be that of a regulator.²⁴

The PMTE was established in April 2006, as part of a longer-term reform programme to provide improved property management services to Client Departments. With the

¹⁹ National Treasury (2019a), p. 50.

²⁰ National Treasury (2020b), p. 51.

²¹ National Treasury (2019b), p. 52.

²² National Treasury (2019a), p. 50.

²³ Govender, M. (2015b), Slide 2.

²⁴ Govender, M. (2015a), Slide 17.



establishment of the PMTE, all accommodation-related costs were devolved to Client Departments. In this regard, it has been issuing invoices and collecting user charges from Clients on a quarterly basis, based on amounts devolved to them. In March 2015, the Department operationalised the PMTE, which resulted in it being shifted (along with its functions), to Programme 4.

The Department further reduced its expenditure on consultants and outsourced services as it was in the process of ensuring that the staff within the Department execute the necessary functions. The Department reported slow spending under Compensation of Employees and Goods and Services. This is mainly due to non-filling of vacancies or payment for goods and services due to the reduction in departmental activities caused by the impact of the lockdown following the COVID-19 pandemic in programmes 1, 2, 3, 4 and 5.

Programme 3: EPWP, also underspent significantly due to the withholding of Conditional Grants due to the non-compliance with the DORA regulations.

With the inclusion of the infrastructure component under the newly formed Department of Public Works and Infrastructure, the former Department of Public Works has to take into consideration the impact this will have. The Department's organisational structure and budget might be impacted once the final stages of agreements are concluded on the transfer of the infrastructure function from National Treasury and the Department of Economic Development.²⁵

Effective from 01 April 2020, the function of the Presidential Infrastructure Coordinating Commission (PICC) is transferred from the Minister of Economic Development to the Minister of Public Works and Infrastructure. The aim is to improve the coordination and efficiency of Government in implementing the mandate to grow the economy through inclusive integrated planning and investment.²⁶

The following is a new sub-programme that has been included, which provides support to the Presidential Infrastructure Coordinating Commission, in line with the Infrastructure Development Act (No. 23 of 2014):²⁷

 Infrastructure Development Coordination receives an allocation of R60.8 million, (an increase of R800 000, from the R60.0 million for 2019/20), but a decrease of 2.9 per cent in real terms.

The Department reported spending over R234.1 million, (of which R234 million was spent on behalf of the Department of Health), as well as on personal protective equipment in Quarter 1; and an additional R500 000 in Quarter 2 on personal protective equipment for the Department. Given the projected possible second wave of

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²⁵ National Treasury (2019c), p. 99.

²⁶ Department of Public Works and Infrastructure (2020), p. 128.

²⁷ National Treasury (2020), p. 191.



COVID-19, what are the implications of the Department having to reprioritise funds over the $3^{\rm rd}$ and $4^{\rm th}$ Quarters of 2020/21?

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