BLUE CRANE ROUTE MUNICIPALITY (EC102)

TOLERANCE, TRUST, TENACITY

ASSET MANAGEMENT POLICY

Financial Year 2023/2024

No. 1

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Definitions and Abbreviations

Item	Description
Asset	An asset is a resource controlled by the entity which is expected to last more than twelve months and from which future economic benefits or service potential will flow.
Carrying Amount	The amount at which an asset is included in the statement or financial position after deducting any accumulated depreciation and any impairment losses thereon.
CFO	Chief Financial Officer
Cost	The amount of cash or cash equivalents paid or the fair value of the other consideration given to acquire an asset at the time of its acquisition or construction.
Depreciation	This is the systematic allocation of the cost of use of an asset over its useful life.
Depreciable amount	The cost of an asset, or other amount substituted for cost in the financial statements, less its residual value.
Fair Value	The amount for which an asset could be exchanged or a liability settled between knowledgeable, willing parties in an arm's length transaction.
FAR	Fixed Assets Register
GRAP	Standards of Generally Recognized Accounting Practice
IAS	International Accounting Standards
Impairment	An asset is impaired when the carrying amount exceeds its recoverable amount
PPE	Property, Plant & Equipment – These are tangible assets that: • are held for use in the production or supply of goods or services, for rental to others, or for administrative purposes and • are expected to be used during more than one reporting period
Residual value	The estimated amount that the municipality would currently obtain from disposal of the asset after deducting the estimated

Item	Description
	costs of disposal, if the asset were already of the age and in the condition expected at the end of its useful life.
Recoverable amount	The estimated amount which the municipality expects to obtain for an asset at the end of its useful life after deducting the expected costs of disposal.
SCM	Supply Chain Management
Useful life	Useful life is either: • the period over which an asset is expected to be available for use by the municipality, or • The number of production or similar units expected to be obtained from the asset by the municipality.
Value in use	Is the present value of estimated future cash flows expected to arise from the continuing use of an asset and from its disposal at the end of its useful life?

Section 1

Objective of the Asset Management Policies and Procedures

The Asset Management Policy provides direction for the management, accounting and control of Property, Plant & Equipment (Fixed Assets) owned or controlled by municipality.

Section 2

Role of the Municipal Manager

As accounting officer of the municipality, the Municipal Manager shall be the principal custodian of all the municipality's fixed assets, and shall be responsible for ensuring that the fixed asset management policy is scrupulously applied and adhered to.

The Municipal Manager or his duly delegated representative is responsible for:

- Ensure implementation of the approved Asset Management Policy as required in terms of section 63 of the Municipal Finance Management Act (MFMA).
- Verify assets in possession of the Council annually, during the course of the financial year.
- Keep a complete and balanced record of all assets in possession of the Council.
- Report in writing all asset losses, where applicable, to Council.
- Ensure that assets are valued and accounted for in accordance with a statement of GRAP.

Section 3

Role of the Chief Financial Officer (CFO)

The CFO shall be the custodian of the fixed asset register of the Municipality, and shall ensure that a complete, accurate and up-to-date computerized fixed asset register is maintained. No amendments, deletions or additions to the fixed asset register shall be made other than by the CFO or by an official acting under the written instruction of the CFO.

- Asset Control Section

- Shall ensure that complete records of asset items are kept, verified and balanced regularly.
- Shall ensure that all movable assets are properly tagged and accounted for. (see also 23.1)
- Shall conduct an annual audit inventory by scanning selected movable assets and compare this inventory with the Departments asset sign offs. (see also 23.2)
- The asset verification report shall reflect any discrepancies between the articles found during verification and the record referred to in the point above;
- Shall ensure that the Fixed Asset Register is balanced annually with the general ledger and the financial statements.
- Shall ensure adequate bar codes to exercise the function relating to assets control are available at all times.
- Provide the Auditor-General or his personnel, on request, with the financial records relating to assets belonging to Council as recorded in the Fixed Asset Register.
- Ensure that all audit queries are resolved in a timely manner.
- Shall ensure that the relevant information relating to the calculation of depreciation is obtained from the departments and provided to the Finance department in the prescribed format.
- Shall ensure that asset acquisitions are allocated to the correct asset code.
- Shall ensure that, before accepting an obsolete or damaged asset or asset inventory item, a completed asset disposal form, counter signed by the Asset Control Section, is presented.
- Shall ensure that a verifiable record is kept of all obsolete, damaged and unused asset or asset inventory items received from the departments.
- Shall compile a list of the items to be auctioned in accordance with their guidelines in the Supply Chain Management (SCM) Policy.
- Shall compile and circulate a list of unused movable assets to enable other departments to obtain items that are of use to them.

- Shall ensure that the Procurement section is notified of any auctioning or disposing of written-off asset or asset inventory items.

- The Manager: Budgets

- Shall ensure that the capital budget as submitted by the departments is approved. A clear description of the funding source is also required.
- Shall release capital funds only after receiving written authority and a clear and concise description of the item to be purchased as well as an allocated responsible person for this asset.
- Shall ensure that any changes in the capital budget, with regards to funds transferred or project description changes are communicated to the Asset Control Section.

- The Manager: Expenditure section

- Shall ensure that invoices authorized for payment are matched to the goods received note before processing such payment.
- Shall if any doubt exists as to whether the invoice is in accordance with policy, query the payment with the relevant department and shall not process a payment until the invoice meets the policy criteria.

- Procurement Section

- Shall dispose off assets – via auction – in accordance with the provisions in the Supply Chain Management (SCM) Policy.
- The Bid Adjudication / Bid Specification Committee must comply with and be constituted in accordance with the procurement SCM policy.

Section 4

3.1 Role of other departments

4.1 Human Resources Department

The Human Resources Department:

- Shall ensure that no monies are paid out on termination of service without receiving the relevant asset resignation form signed off by the relevant department. (See also 23.6)
- Shall ensure that every asset resignation form is counter signed by the Asset Control Section before processing the termination of service.

4.2 All Departments

Directors:

- Shall ensure that employees in their departments adhere to the approved Asset Management Policies.
- Shall ensure that an employee with delegated authority has been nominated to implement and maintain physical control over assets in the department. The Asset Control Section must be notified of who the responsible person is. Although authority has been delegated the responsibility to ensure adequate physical control over each asset remains with the director.
- Shall ensure that assets are properly maintained in accordance with their respective asset maintenance policy.
- Shall ensure that the assets of the Municipality are not used for private gain.
- Shall ensure that all their movable assets as reflected on the Fixed Asset Register and are bar-coded where possible.
- Shall ensure that the Asset Control Section is notified of any changes in the status of the assets under the department's control. This must be done on the prescribed form and include the following:

  - Movements/Disposals which relate to the transfer of assets (inter departmental transfers).
  - Changes in the estimated useful lives of assets for depreciation purposes.
  - Changes in depreciation methods to best reflect an assets pattern of use.
  - The identification of impairment losses on assets by following the procedures as outlined in section 26 of this policy document.
- Shall certify in writing that they have assessed and identified impairment losses on all assets at year end.
- Shall ensure that all obsolete and damaged asset items, accompanied by the relevant asset form and attached disposal forms, are handed in to the Asset Control Section without delay.
- Shall ensure that the correct cost element and description are being used before authorizing any requisitions.
- Shall not procure any asset until the asset number is obtained; asset number allocated and will ensue that assets are bar-coded by the Asset Control Section and insured by the Finance Department.
- The detailed projects as created must be categorized and clearly identified as follows:
  - Immovable Assets:
    - Infrastructure assets
    - Buildings
    - Land
    - Community assets
    - Heritage assets
    - Recreational Facilities
    - Asset under construction (Only an asset after completion)
    - Town Development
    - Investment Properties
    - Intangible assets
    - Agricultural assets
  - Movable Assets:

- Aircraft
- Bins and Containers
- Emergency Equipment
- Emergency Vehicles
- Furniture and Fittings
- Heritage.
- Motor Vehicles
- Office Equipment
- Plant and Equipment
- Watercraft
- Other

Section 5

3.2 Definition of an asset

3.3

5.1 Definition of an Asset

An asset is a resource controlled by the municipality as a result of past events and from which future economic benefits or service potential is expected to flow to the municipality.

The definition has three components, which must all be satisfied in order to be classified as 'an asset' in an accounting sense. They are relevant to all forms of assets:

- The municipality has the capacity to control the service potential or future economic benefits of the asset, that it is control of the economic benefits or service potential of the asset rather than 'physical' control;
- The service potential or future economic benefits arose from past transactions or events existing on reporting date (that is future assets cannot be recognized in the financial statements); and
- The asset has future service potential or economic benefit for the municipality. The future economic benefit embodied in an asset is the potential to contribute, directly or indirectly, to the flow of cash and cash equivalents to the municipality. The potential may be a productive one that is part of the operating activities of the municipality. It may also take the form of convertibility into cash or cash equivalents or a capability to reduce cash outflows, such as when an alternative process lowers the costs of providing a service.
- Service potential is thus the capacity of an asset, singularly or in combination with other assets, to contribute directly or indirectly to the achievement of an objective of the municipality.

- An asset held under a finance lease, if it meets the remaining criteria of a fixed asset, shall be so recognized, as the municipality has control over such an asset even though it does not own the asset.

5.2 Role of Assets

The role of assets is to support the delivery of a service to the public. Assets should exist to support programmed delivery.

Section 6

3.4 Format of the fixed asset register

6.1 Format

The fixed asset register shall be maintained in the format determined by the CFO, which format shall comply with the requirements of any accounting requirements which may be prescribed.

Without in any way detracting from the compliance criteria mentioned in the preceding paragraph, the fixed asset register shall reflect at least the following information:

- a brief but identifiable description of each asset
- classification of each asset
- the date on which the asset was acquired for use
- the location of the asset
- the departments or cost centre within which the assets will be utilized
- the responsible person for this asset
- the title deed number, in the case of fixed property
- the stand number, in the case of fixed property
- where applicable, the identification number, as determined in compliance with 7.2 below
- the original cost or fair value if no costs are available
- the (last) effective date of revaluation of the fixed assets subject to revaluation
- the revalued value of such fixed assets
- the valuator who did the (last) revaluation
- accumulated depreciation to date
- the carrying value of the asset
- whether this is a cash or non cash generating asset
- the method and, where applicable, the rate of depreciation
- impairment losses

- impairment recovery
- the source of financing
- the current insurance arrangements
- whether the asset has been used to secure any debt, and – if so – the nature and duration of such security arrangements
- maintenance plan referrals
- whether the asset is required to perform basic municipal services;
- the date on which the asset is disposed of
- the disposal proceeds
- the date on which the asset is retired from active use, and held for disposal
- the residual value of each asset
- measurement model
- Periods when the asset was idle and reason for the idleness.

All directors of departments under whose control any fixed asset falls shall promptly provide the CFO in writing of any information required to compile the fixed asset register, and shall promptly advise the CFO in writing of any material change which may occur in respect of such information.

A fixed asset shall be capitalized, that is, recorded in the fixed asset register, as soon as it is acquired and is available for use. If the asset is constructed over a period of time, it shall be recorded as work-in-progress until it is available for use, where after it shall be appropriately capitalized as a fixed asset.

A fixed asset shall remain in the fixed asset register for as long as it is in physical existence. The fact that a fixed asset has been fully depreciated shall not in itself be a reason for writing-off such an asset.

6.2 Different categories within FAR

The following is an outline of the requirements relating to the various types of asset categories that the municipality will maintain:

- The CFO is responsible for ensuring that complete records of asset items are kept, verified and balanced regularly.
- The Fixed Asset Register (FAR) for the Municipality will contain the following types of assets categorized as immovable or movable assets:

Immovable Assets:

- Infrastructure assets:
  - Electricity assets
  - Water networks and related assets
  - Waste water networks and related assets
  - Roads, bridges and Storm water
- Land and Buildings
- Investment properties
- Community assets
- Heritage assets
- Intangible assets
- Agricultural assets
- Other assets

Movable Assets:

- Office Equipment
- Furniture and Fittings
- Bins and Containers
- Emergency Equipment
- Motor Vehicles
- Aircraft
- Watercraft
- Plant and Equipment
- The FAR will consist of all the asset master records of movable assets capitalized. These assets, except for group assets, must be numbered with the approved barcode labels. This will be implemented with effect from ____________
- Immovable assets on the FAR will not be physically numbered with barcode labels but will have a unique asset master record number.
- Capital work-in-progress. Incomplete construction work is stated at historic cost. Depreciation only commences when the asset is available for use.

Section 7

3.5 Classification and identification of Property, Plant and Equipment (fixed assets)

7.1 Classification

In compliance with the requirements of National Treasury and accounting standards the CFO shall ensure that all fixed assets are classified under the following headings and directors of departments shall in writing provide the CFO with such information and assistance as is required to compile a proper classification:

Property, Plant and Equipment

- Land (not held as investment assets);
- Buildings excluding buildings classified as investment assets, buildings classified as Heritage assets and buildings utilized in contributing to the community's well-being (Clinics, libraries etc).
- Infrastructure assets are defined as any asset that is part of a network of similar assets. these assets usually display some or all of the following characteristics:
  - They are part of a system or network,
  - They are specialized in nature and do not have alternative uses,
  - They are immovable, and
  - They may be subject to constraints on disposal.

Examples are roads, water reticulation schemes, sewerage purification and trunk mains, transport terminals and car parks. Infrastructure can be considered as a single asset or more usefully as a collection of different assets. Each individual asset shall be measured at its own cost and own lifespan, which will influence the depreciation of such an asset.

- Community assets are defined as any asset that contributes to the community's well-being. Examples are parks, libraries and fire stations.
- Heritage assets are defined as culturally significant resources. Examples are works of art, historical buildings and statues.
- Capital Finance Lease assets are defined as assets financed by a Finance Lease if it is identified as such in terms of the requirements of GRAP 13.
- Agricultural assets are defined as biological assets which are living animals or plants and agricultural produce which is the harvested product of the biological assets.
- Other assets are defined as assets utilized in normal operations. Examples are plant and equipment, motor vehicles and furniture and fittings.

Assets Held for Sale

- Any land or buildings owned or acquired by the municipality with the intention of selling such property in the ordinary course of business, or any land or buildings owned or acquired by the municipality with the intention of developing such property for the purpose of selling it in the ordinary course of business, shall be accounted for as non-current assets held for sale, and not included in either property, plant and equipment or investment property in the municipality's statement of financial position.
- Such assets shall, however, be recorded in the fixed assets register in the same manner as other fixed assets, but a separate section of the fixed assets register shall be maintained for this purpose.

Investment Property

Investment properties are defined as properties that are acquired/held for economic and capital gains. Examples are office parks and undeveloped land acquired for the purpose of resale in future years.

The CFO shall adhere to the classifications indicated in the annexure on fixed asset lives (see Annexure A below), and in the case of a fixed asset not appearing in the

annexure shall use the classification applicable to the asset most closely comparable to the asset in question.

7.2 Identification

The Municipal Manager shall ensure that the municipality maintains a fixed asset identification system which shall be operated in conjunction with its computerized fixed asset register.

The identification system shall be determined by the Municipal Manager, acting in consultation with the CFO and other directors of departments, and shall comply with any legal prescriptions, as well as any requirements of the Auditor-General, and shall be decided upon within the context of the municipality's budget.

Every director of a department shall ensure that the asset identification system approved for the municipality is scrupulously applied in respect of all fixed and movable assets controlled or used by the department in question.

7.3 Verification

The Asset Control Section shall at least once during every financial year provide all directors of departments with a comprehensive list of assets which is registered under their control.
Every director of a department shall be responsible for verifying this list with the assets under their control and investigate any discrepancies arising out of the asset verification exercise. The director of each department will be required to sign and date a declaration stating that the list of assets verified for his/her department is complete & accurate except for the discrepancies as reported to the Asset Control Section.

7.4 Safekeeping

Section 63 of the Municipal Financial Management Act (Act no 56 2003) determines that the accounting officer of a municipality is responsible for the management of the assets of the municipality, including the safeguarding and the maintenance of those assets.

Section 78 of the Municipal Financial Management Act (Act no 56 2003) determines each senior manager of a municipality and each official of a municipality exercising financial management responsibilities must take all reasonable steps within their respective areas of responsibility to ensure that the assets and liabilities of the municipality are managed effectively and that assets are safeguarded and maintained to the extent necessary. A senior manager or such official must perform the functions subject to the directions of the accounting officer of the municipality

Every director of a department shall be directly responsible for the physical safekeeping of any fixed asset controlled or used by the department in question.

In exercising this responsibility, every director of a Department shall adhere to any written directives issued by the Municipal Manager to the Department in question, or generally to all Departments, in regard to the control of or safekeeping of the municipality's fixed assets.

Section 8

3.6 Heritage Assets

8.1 Definition

Heritage assets are assets that have a cultural, environmental, historical, natural, scientific, technological or artistic significance and are held indefinitely for the benefit of present and future generations. Examples are works of art, conservation areas, historical buildings and statues.

8.2 Recognition and Disclosure of Heritage assets

The municipality shall choose as its accounting policy either the cost model or the revaluation model and shall apply that policy to an entire class of heritage assets.

Where no evidence is available to determine the market value in an active market of a heritage asset, a valuation technique may be used to determine its fair value. Valuation techniques include using recent arm's length market transactions if available. In the case of specialized heritage buildings and other man-made heritage structures, such as monuments, the municipality may need to determine fair value by using a replacement cost approach.

If the municipality is unable to determine fair value reliable due to market-determined prices or values that are unavailable and alternative estimates of fair value are determined to be clearly unreliable, the heritage asset shall be measured using the cost model.

Section 9

3.7 Donated Assets

9.1 Definition

An item donated to the municipality or acquired by means of an exchange of assets between the municipality and one or more other parties shall be recorded in the fixed asset register only if it subscribe to the definition of an asset as set out in section 5 above.

9.2 Disclosure of Donated assets

Donated assets will be disclosed in the Statement of Financial Position at fair value less accumulated depreciation at date of acquirement. Fair value being what the asset would cost in the open market at the date of acquirement. If there is no open market for such assets the depreciated replacement value will be applied to determine fair value.

The transaction of acquirement will reflect on the Statement of Changes to Net Assets as "Assets Donated"

9.3 Budgetary requirements

The same budget requirements as for other fixed assets are applicable.

Section 10

3.8 Agricultural Assets

10.1 Definitions

Biological assets are defined as living animals or plants. Agricultural produce is the harvested product of the biological assets.

10.2 Measurement

A biological asset shall be measured on initial recognition and at each reporting date at its fair value less estimated point-of-sale costs, except for assets which market-determined prices or values are not available and for which alternative estimates of fair value are determined to be clearly unreliable which shall be measured at its cost less any accumulated depreciation and any accumulated impairment losses.

Agricultural produce harvested from an entity's biological assets shall be measured at its fair value less estimated point-of-sale costs at the point of harvest.

Records of the details of agricultural assets shall be kept in a separate section of the fixed asset register or in a separate accounting record altogether and the municipality must provide a quantified description of each group of biological assets, distinguishing between consumable and bearer biological assets or between mature and immature biological assets, as appropriate.

10.3 General

- If any agricultural asset is lost, stolen or destroyed, the matter, if material, shall be reported in writing by the director of the department concerned in exactly the same manner as though the asset were an ordinary fixed asset.
- If the municipality's investment in agricultural assets does represent a material part of its financial activities, the CFO, in consultation with the director of the Department concerned, shall ensure that expert valuations are done at such more frequent intervals as the Council shall deem appropriate. Such valuations shall then account for losses, sales, acquisitions and other changes to the composition of the agricultural assets concerned.
- The Departments shall annually insure the municipality's agricultural assets, provided the Council considers such insurance desirable and affordable.

Section 11

3.9 Intangible Assets

11.1 Definition

Items belonging to the category 'intangible' do not have a physical form and meets the identification criterion in the definition of an intangible asset when it:

- is separable, i.e. is capable of being separated or divided from the municipality and sold, transferred, licensed, rented or exchanged, either individually or together with a related contract, asset or liability; or
- Arises from contractual or other legal rights (excluding rights granted by statute), regardless of whether those rights are transferable or separable from the municipality or from other rights and obligations.

Examples of intangible items are:

- Mineral exploration rights
- Computer software (not operational software)
- Licensing rights.
- Servitudes

11.2 Recognition and measurement

Intangible items are initially recorded at their cost price. Where an intangible asset is acquired at no cost, or for a nominal cost, the cost shall be its fair value as at date of acquisition.

After initial recognition, the municipality shall choose either the cost model or the revaluation model as its accounting policy.

If an intangible asset in a class of revalued intangible assets cannot be revalued because there is no active market for this asset, the asset shall be carried at its cost less any accumulated amortization and impairment losses.

Cost model

An intangible asset shall be carried at its cost less any accumulated amortization and any accumulated impairment losses.

Revaluation model

An intangible asset shall be carried at a revalued amount, being its fair value at the date of the revaluation less any subsequent accumulated amortization and any subsequent accumulated impairment losses.

11.3 Useful life

The municipality shall assess whether the useful life or service potential of an intangible asset is finite or indefinite and, if finite, the length of, or number of production or similar units constituting, that useful life. An intangible asset shall be regarded by the entity as having an indefinite useful life when, based on an analysis of all of the relevant factors, there is no foreseeable limit to the period over which the asset is expected to generate net cash inflows or service potential for the entity.

An intangible asset with a finite useful life is amortized and an intangible asset with an indefinite useful life is not.

11.4 Retirements and disposals

An intangible asset shall be de-recognized:

- on disposal; or
- When no more future economic benefits or service potential are expected from its use or disposal.

11.5 Review of useful life assessment

The useful life of an intangible asset that is not being amortized shall be reviewed each period to determine whether events and circumstances continue to support an indefinite useful life assessment for that asset.

Section 12

3.10 Capitalisation criteria

12.1 All asset acquisitions that complies with the definition of PPE.

All items of PPE acquired that comply with the fixed asset definition must be capitalized in the FAR at cost and be provided for on the capital budget. These items will be bar-coded (when moveable). The Blue Crane Route Municipality will not capitalize any assets with a useful life of one (1) year not exceeding R2 000.00 (Two thousand Rand),
but it will be written of immediately.

12.2 Group Assets

Are assets of a similar nature and usually purchased as a group.

Group items identified are:

- Water and electricity meters;
- Chairs for community centres and the city hall.
- Library books

All group asset purchases will not be tagged but must be capitalized on the Fixed Asset Register as a group and provided for on the capital budget.

Section 13

3.11 Calculation of capitalization cost of assets

13.1 Initial Cost

An item of property, plant and equipment that qualifies for recognition as an asset should initially be measured at its cost. The cost of an item of property, plant and equipment comprises its purchase price, including import duties and non-refundable purchase taxes, and any directly attributable costs of bringing the asset to working condition for its intended use. Any trade discounts and rebates are deducted in arriving at the purchase price. Examples of directly attributable costs are:

- The cost of site preparation,
- Initial delivery and handling costs,
- Installation and assembly costs, and
- Professional fees such as for architects and engineers that is directly applicable to the project;
- Feasibility studies will only be capitalized as cost if the capital project, for which this study was applied, will be executed. Up to the starting time of this capital project the cost of this study will be carried as work in progress. If no capital project will flow from this study the cost will be adjusted to the accumulated surplus account.
- The initial estimated costs of dismantling and removing the item and restoring the site on which it is located, to the extent that it is recognized as a provision.
- Administrative and other general overhead costs are only a component of cost if it can be directly attributed to the acquisition or construction of the asset without which the asset could not have been brought to working condition.
- Interests on external loans that are directly attributable to the acquisition, construction or production of a qualifying asset are that interest that would have been avoided if the expenditure on the qualifying asset had not been made.

13.2 Costs incurred on existing PPE subsequent to the initial recording of the cost price

Assets are often modified during their life. There are two main types of modification:

Enhancements / Rehabilitation:

This is where work is carried out on the asset that increases its service potential. Enhancements normally increase the service potential of the asset, and or may extend an asset's useful life and result in an increase in value.

These expenses are not part of the life cycle of the asset. These costs normally become necessary during the life of an asset due to a change in use of the asset or technological advances.

Disbursements of this nature relating to an asset, which has already been recognized in the financial statements, should be added to the carrying amount of that asset. The value of the asset is thus increased when it is probable that future economic benefits or service potential will flow to the municipality over the remaining life of the asset.

To be classified as capital spending, the expenditure must lead to at least one of the following economic effects:

- Modification of an item or plant to extend its useful life, including an increase in its capacity;
- Upgrading machine parts to achieve a substantial improvement in the quality of output;
- Adoption of new production processes enabling a substantial reduction in previously assessed operating costs;
- Extensions or modifications to improve functionality such as installing computer cabling or increasing the speed of a lift;
- Improve the performance of the asset;

Maintenance / Refurbishment:

Expenditure related to repairs or maintenance of property, plant and equipment are made to restore or maintain the future economic benefits or service potential that and municipality can expect from the asset.

Refurbishment of works does not extend functionality or the life of the asset, but are necessary for the planned life to be achieved. In such cases, the value of the asset is not affected, and the costs of the refurbishment are regarded as operating expense in the statement of financial performance.

Thus if the improved performance or extended life of an asset is not beyond what has originally been estimated for the asset and the expenditure is only to bring performance back to the level that is normally expected for the asset the expenditure will be considered an operating expense.

Section 14

3.12 Residual Values

14.1 Definition

The residual value of an asset is the estimated amount that the municipality would currently obtain from disposal of the asset, after deducting the estimated costs of disposal, if the asset were already of the age and in the condition expected at the end of its useful life.

14.2 Determine residual value

Residual value will be determined on PPE where practicable in terms of the definition as stated above.

The residual value of an asset may increase to an amount equal to or greater than the asset's carrying amount. If it does, the asset's depreciation charge is zero unless and until its residual value subsequently decreases to an amount below the asset's carrying amount.

The residual value and an asset shall be reviewed at least at each reporting date and, if expectations differ from previous estimates, the change(s) shall be accounted for as a change in an accounting estimate

Section 15

3.13 Depreciation of assets

15.1 Definition

Depreciation is the accounting process used to allocate the cost to particular accounting periods of 'using up' the service potential of the asset over its useful life.

Note: depreciation is not a method of financing the replacement of assets and is necessary even when assets are revalued every year (excluding valuation of biological assets).

15.2 Which assets must be depreciated

All assets, except land, heritage assets and biological assets, shall be depreciated - or amortised in the case of intangible assets.

Although typically disclosed together, land and buildings are separable assets and because land normally has unlimited life it is not depreciated whilst buildings are. Heritage assets such as works of art, historical buildings and statues are also not normally depreciated. The reason is that these assets have cultural significance and as such are likely to be preserved for the benefit of future generations. It should therefore be impossible to determine their useful lives.

15.3 Determining useful lives of assets

The CFO shall assign a useful operating life to each depreciable asset recorded on the municipality's Fixed Asset Register. In determining such a useful life the CFO shall adhere to the useful lives set out in the annexure to this document (refer Annexure A).

The useful lives in Annexure A will be determined considering all the following factors:

- Expected usage of the asset. Usage is assessed by reference to the asset's expected capacity or physical output.
- Expected physical wear and tear, which depends on operational factors such as the number of shifts for which the asset is to be used and the repair and maintenance programme, and the care and maintenance of the asset while idle.
- Technical or commercial obsolescence arising from changes or improvements in production, or from a change in the market demand for the product or service output of the asset.
- Legal or similar limits on the use of the asset, such as the expiry dates of related leases.
- The recommendation of the heads of the departments involved.

In the case of a fixed asset which is not listed in this annexure, the CFO shall determine a useful operating life, if necessary in consultation with the director of the department who shall control or use the fixed asset in question, and shall be guided in determining such useful life either by the useful lives assigned in the annexure to the fixed asset most closely comparable to the asset in question or by any appropriate statement of generally recognised accounting practice (GRAP).

The useful life of an asset shall be reviewed at least at each reporting date.

The amortisation period for an intangible asset with a finite useful life shall be reviewed at least at each financial year-end. If the expected useful life of the asset is

different from previous estimates, the amortisation period shall be changed accordingly.

Only the CFO may amend the useful operating life assigned to any item of property, plant and equipment, and when any material amendments occurs the CFO shall inform the Council of such amendments.

The CFO shall amend the useful operating life assigned to any asset –after recommendation from the affected Department - if it becomes known that such asset has been materially impaired or improperly maintained to such an extent that its useful operating life cycle will not be attained.

If the value of an item of property, plant and equipment has been diminished to such an extent that it has no or a negligible further useful operating life or value such fixed asset shall be fully depreciated in the financial year in which such diminution in value occurs.

The additional depreciation expenses shall be debited to the Department's expense vote controlling or using the fixed asset in question.

15.4 Depreciation calculation

Tangible assets

The municipality applies three methods of depreciation to best reflect the pattern of use of an asset. These methods are:

- The straight line depreciation method whereby items of property, plant and equipment are depreciated on a constant or uniform amount over their estimated useful life. For example, if a vehicle is purchased and has an estimated useful life of 5 years, each month 1/60th of the vehicle will be depreciated.
- The sum of unit's method whereby units consumed against total unit consumable for an asset are reflected as depreciation. For example 50 graves have been sold

for the month in the cemetery which can produce 1000 graves. The depreciation will then be 50/1000 times the cost of the cemetery capitalized.

- The diminishing balance method whereby a percentage of the cost will be depreciated every year. For example an asset is to be depreciated at 10% per period on the carrying value.

Depreciation is an expense both calculated and debited on a monthly basis against the appropriate line item in the Department or vote in which the item of property, plant and equipment is used or consumed and should be recognised as such.

Depreciation shall be charged from the calendar month following the month in which an item of property, plant and equipment is available for use and will continue until the accumulated depreciation equals the cost or valuation amount of the respective item of property, plant and equipment or the item is disposed or written off.
When depreciation is calculated, a corresponding accumulated depreciation account is created. The accumulated depreciation account is a statement of financial position item (it is an asset provision). This account balance reflects the depreciation charge that has been expensed or capitalised since the asset was available for use. The balance on the accumulated depreciation account can never exceed the cost or valuation of the specific item of property, plant and equipment to which it relates.

Intangible assets

Amortisation period and amortisation method

Finite useful life

The depreciable amount of an intangible asset with a finite useful life shall be allocated on a systematic basis over its useful life. Amortisation shall begin when the asset is available for use, i.e. when it is in the location and condition necessary for it to be capable of operating in the manner intended by management. Amortisation shall cease at the earlier of the date that the asset is classified as held for sale (or included in a disposal group that is classified as held for sale) and the date that the asset is derecognised. The amortisation method used shall reflect the pattern in which the asset's future economic benefits are expected to be consumed by the municipality. If that pattern cannot be determined reliably, the straight-line method shall be used. The amortisation charge for each period shall be recognised in profit or loss unless another Standard permits or requires it to be included in the carrying amount of another asset.

Infinite useful life

No amortisation will take place.

- The amortization method for an intangible asset with a finite useful life shall be reviewed at least at each financial year-end. If there has been a change in the expected pattern of consumption of the future economic benefits embodied in the asset, the amortization method shall be changed to reflect the changed pattern.

15.5 Budget requirement

Each director of a Department, acting in consultation with the CFO shall ensure that reasonable budgetary provision is made annually for the depreciation of all applicable assets controlled or used by the department in question or expected to be so controlled or used during the ensuing three financial years.

In calculating this provision the following must be taken into consideration:

Assets in commission with useful life that will span the budget period or a portion thereof:

- full 12 months per budget year unless fully depreciated before the final budget year;
- Expected assets that will be commissioned in the current year of operations:
- full 12 months per budget year unless fully depreciated before the final budget year;
- Expected assets that will be commissioned in the ensuing three years:
- Pro rata for commission year and full 12 months for ensuing years on commission year.
- For ensuing years 1 January of each year will be regarded as date of commissioning.

The procedures to be followed in accounting and budgeting for the amortisation of intangible assets shall be identical to those applying to the depreciation of property, plant and equipment.

15.6 Offset Depreciation

Assets financed by Government Grants or Public Contributions

The principle of government grant and public contribution funded assets is that there should be no capital cost included in tariffs from using this source of financing.

Funding from Government Grants and Public Contributions, equal to the amount used to finance the asset are directly transferred to of the operating account as revenue. This transfer will reflect in the accumulated surplus as offset of depreciation against future depreciation charges on these assets.

Assets re-valued

An amount equal to the annual depreciation portion of the re-valued assets should be transferred from the Revaluation reserve to the Accumulated surplus or deficit.

15.7 Disclosure requirements

In the accounting policy notes

- The depreciation methods used and the depreciation rates or useful lives.

On the Statement of Financial Position

- The depreciation is part of the Net Property, Plant and Equipment amount.

On the Statement of Financial Performance.

- The depreciation charged in arriving at the net surplus or deficit disclosed in the income statement.

In the notes to the statements

- The gross carrying amount and the accumulated depreciation at the beginning and end of the period in respect of each class of property, plant and equipment, together with all the other movements on the asset accounts.

In Annexure B and C to the financial statements

- These Annexure disclose a more detailed analysis of the various classes of assets (Annexure B) as well as a detailed analysis on the allocation of assets to the various departments and functions (Annexure C). These Annexure must show a reconciliation of the carrying amount at the beginning and end of the period showing:
  - Additions
  - Disposals
  - Acquisitions through business combinations
  - Increases or decreases resulting from revaluations
  - Reductions in carrying amount (impairment losses)
  - Depreciation
  - Other movements

When property, plant and equipment is disposed of whether by selling or destroyed the asset values must be offset against the proceeds, if any, resulting in a profit or loss on the particular item of property, plant and equipment. If this item was previously revalued and there is still a balance left regarding this item on the Revaluation reserve, this balance must then be transferred to the Accumulated Surplus/Deficit account.

Section 16

3.14 Revaluation of fixed assets

The municipality must adopt the cost or revaluation method at revaluating PPE. In adopting the revaluation method the following will be relevant:

16.1 Revaluation process

In adopting the revaluation method a class of PPE, after initial recognition, whose fair value can be measured reliably, shall be carried at a revalued amount, being its fair value at the date of the revaluation less any subsequent accumulated depreciation and subsequent accumulated impairment losses.

Revaluations shall be made with sufficient regularity to ensure that the carrying amount does not differ materially from that which would be determined using fair value at the reporting date.

16.2 Revaluation Reserve

The CFO shall also, where applicable, create a revaluation reserve for fixed assets equal to the difference between the value as recorded in the valuation roll and the carrying value of the fixed asset before the adjustment in question.

16.3 Depreciation of revalued property

The fixed asset concerned shall, in the case of buildings, thereafter be depreciated on the basis of its revalued amount, over its remaining useful operating life, and such increased depreciation expenses shall be budgeted for and debited against the appropriate line item in the Department's vote controlling or using the fixed asset in question.

The CFO shall ensure that an amount equal to the difference between the new (enhanced) monthly depreciation expense and the depreciation expenses determined in respect of such fixed asset before the revaluation in question is transferred each month from the revaluation reserve to the municipality's appropriation account. An adjustment of the aggregate transfer shall be made at the end of each financial year, if necessary.

16.4 Disclosure of revalued property

Revalued PPE shall be carried in the fixed asset register, and recorded in the annual financial statements, at their revalued amount, less accumulated depreciation.

Section 17

3.15 Disposal of assets

17.1 Disposal

In compliance with the principles and prescriptions of the Municipal Finance Management Act the transfer of ownership of any fixed asset shall be fair, equitable, transparent, competitive and consistent with the municipality's supply chain management policy.

Every Director of a Department shall report in writing to the CFO annually on all fixed assets controlled or used by the department concerned which such director of Department wishes to dispose of such assets by public auction or public tender within the period up to 30 June of the next financial year. The CFO shall thereafter consolidate the requests received from the various departments, and shall promptly report such consolidated information to the Disposal Committee prior to being reported to the Council or the Municipal Manager (by 30 April of the financial year), as the case may be, recommending the process of disposal to be adopted.

Any items declared obsolete or damaged will be handed in to the Asset Control Section for safekeeping. No items will be received by the Asset Control Section without a completed asset disposal form counter signed by the Asset Control Section, describing the status of the item and the reason for writing-off the item.

Each Department must take the necessary steps to ensure that all their obsolete or damaged assets are disposed of in the correct and approved manner. It is the responsibility of each Department to ensure that all such assets to be disposed of are delivered to and received at the Asset Control Section.

The Council shall ensure that the disposal of any fixed asset takes place in compliance with Section 14 of the Municipal Finance Management Act 2004 and the Supply Chain Management Policy.

Every director of a department shall ensure that any incident of loss, theft, destruction, or material impairment of any fixed asset controlled or used by the Department in question is promptly reported in writing to the Insurance Section, the Asset Control Section, the internal auditor, and, in cases of suspected theft or malicious damage, also to the South African Police Services. Once the fixed assets are disposed of, the CFO shall remove the relevant records from the fixed asset register.

Transfer of fixed assets to other municipalities, municipal entities (whether or not under the municipality's sole or partial control) or other organs of state shall take place in accordance with the above procedures, except that the process of disposal shall be by private treaty.

All assets to be disposed of in the next financial period is to be transferred to the Non-current assets held for sale account, revalued to the lower of cost and expected selling price and to be disclosed on the Statement of Financial Position as Non-current assets held for sale under Current assets and not as Property, plant and equipment under Non-current assets.

17.2 Other write offs

A fixed asset even though fully depreciated shall be written off only on the recommendation of the director of a department controlling or using the asset concerned, and with the final approval of Council.

Every director of a department shall annually report to the CFO on any fixed assets which such director of a department wishes to have written off, stating in full the reason for such recommendation. The CFO shall consolidate all such reports and shall promptly submit a recommendation to the Council on the fixed assets to be written off.

The only reasons for writing off fixed assets, other than the disposal of such fixed assets, shall be the loss, theft, destruction, incorrect capitalizations or material impairment of the fixed asset in question.

17.3 Proceeds /Gain or Loss on disposal of assets

When assets are disposed of whether by disposal or written off the asset values needs to be readjusted and offset against the proceeds. If the proceeds of the disposal are less than the carrying value recorded in the fixed asset register, such difference shall be recognized as a loss in the cost centre of the Department concerned. If the proceeds of the disposal, on the other hand, are more than the carrying value of the fixed asset concerned, the difference shall be recognized as a gain in the cost centre of the Department concerned.

If this asset has an outstanding balance on the Revaluation Reserve this balance must be transferred to the Accumulated Surplus.

17.4 Disclosure of assets disposed of

The carrying value of the asset disposed of is removed from the records and will not reflect on the Statement of Financial Position as part of the balance on Property, Plant and Equipment under Non - Current assets

The gain or loss will be reflected in the Statement of Financial Performance as a gain under Revenue or as a loss under Expenditure.

Section 18

3.16 Recognition of assets in the financial statements

Recognition is the process of incorporating in the Statement of Financial Position or Statement of Financial Performance, an item that meets the definition and satisfies the criteria for recognition.

Assets are classified into categories as set out in section 7 (Classification of Assets) and the information for each category summarized in a table format is disclosed as:

- a note to the financial statements;
- with a detailed disclosure as an annexure reflecting the movements for the financial year by category and subcategory;
- movements are also reflected on an annexure per Department;
- The net value (carrying value at year-end), for all categories is added together and reflected as a single line item in the statement of financial position.

The failure to recognize such items is not rectified by disclosure of the accounting policies used, or by notes or explanatory material.

To be able to assess the utilization of assets all assets should be listed once the recognition criteria are met.

An asset item should be recognized in the financial statements if it meets the:

- Probability criteria (it is probable that any future economic benefits or service potential associated with the asset will flow to the municipality);
- Measurement criteria (the asset has a cost or value that can be measured with reliability).

In many cases, cost or value must be estimated; the use of reasonable estimates is an essential part of the preparation of financial statements and does not undermine their reliability. When, however, a reasonable estimate cannot be made, the item is not recognized in the Statement of Financial Position or Statement of Financial Performance.

An item that possesses the essential characteristics of an asset but fails to meet the criteria for recognition may nonetheless warrant disclosure in the notes, explanatory material or in supplementary schedules. This is appropriate when knowledge of the item is considered to be relevant to the evaluation of the financial position, performance and changes in financial position of the municipality by the users of financial statements.

No asset is recognized in the Statement of Financial Position for expenditure incurred where it is improbable that economic benefit or service potential will flow to the municipality beyond the current financial year. Where the probability is low, such a transaction will result in the recognition of an expense in the Statement of Financial Performance.

Where the expenditure has been incurred in connection with an asset already recognized, consideration should be given to the probability that the expense will result in an extension of the asset's estimated useful life. If the probability is high the expense will be added to the value of the asset in the Statement of Financial Position and written off by way of depreciation over the *remaining life* of the asset.

Expenditure incurred on an existing asset that will not extend the useful life or the functionality of the asset, will be reflected in the Statement of Financial Performance as an expense (maintenance).

Assets may be acquired for safety or environmental reasons. The acquisition of such assets, while not directly increasing the future economic benefits or service potential of any particular existing asset, may be necessary in order for the municipality to obtain the future economic benefits or service potential from its other assets. When this is the case, such acquisitions of assets qualify for recognition as assets, in that they enable future economic benefits or service potential from related assets to be derived by the municipality in excess of what it could derive if they had not been acquired. However, such assets are only recognized to the extent that the resulting carrying amount of such an asset and related assets does not exceed the total economic benefits or service potential that the municipality expects to recover from their continued use and ultimate disposal.

Section 19

3.17

3.18 Funding Sources

The main sources of finance utilized to acquire assets are:

- Government and other conditional grants.
- Finance leases
- Conditional grants, Subsidies and Public Contributions and Donations
- Cash surplus.

The sources of finance that may be utilized to finance assets are utilized in accordance with the provisions of Section 19 of the Municipal Finance Management Act.

19.1 Government and other conditional grants

Whenever a conditional government or other grant for the acquisition of an asset is received a grant creditor is created on receipt of the funds. Once the asset is bought, an amount equal to the cost of the asset is transferred from the unspent grant creditor to the Statement of Financial Performance as revenue.

Unspent conditional grants are reflected on the Statement of Financial Position under current liabilities as Unspent Conditional Grants. These funds always have to be backed by cash. The following conditions are set for the creation and utilization of these funds:

- The cash which backs up the grant is invested until it is utilized.
- Interest earned on the investment is treated in accordance with grant conditions. If it is payable to the funder it is recorded as part of the creditor. If the conditions are silent on investment interest it is recognized as interest earned in the Statement of Financial Performance and might be allocated, through the Statement of Changes in Net Assets, in part or fully to the unspent portion of the grant if it is so stated in the accounting policy.
- Whenever an asset is acquired from a conditional grant an amount equal to the cost of the asset is transferred from the Unspent grant creditor to the Statement of Financial Performance as revenue.
- The amount spent from this grant, meeting the condition, is transferred to an operational revenue account and reflected on the Statement of Financial Performance. It will then increase the surplus for the year and the accumulated surplus representing an offset depreciation surplus.

Once the asset is available for use, it is included in the FAR and depreciation is calculated based on the relevant useful life of the asset. Depreciation on the asset is then charged to the Statement of Financial Performance as an expense.

19.2 Finance leases

A lease is classified as a finance lease if it meets the recognition requirements as per GRAP 13 (Annexure C)

At the commencement of the lease term, the municipality shall recognize finance leases as assets and liabilities in the statement of financial position at amounts equal to the fair value of the leased property or, if lower, the present value of the minimum lease payments, each determined at the inception of the lease. The discount rate to be used in calculating the present value of the minimum lease payments is the interest rate implicit to the lease, if this is practicable to determine; if not, the municipality's incremental borrowing rate shall be used. Any initial direct costs of the municipality are added to the amount recognized as an asset.

19.3 Donations

The fair value of donated assets must be determined and at receipt or transfer of the assets be allocated to the accumulated surplus account.

Once the asset is available for use, it is included in the FAR and depreciation is calculated based on the relevant useful life of the asset. Depreciation on the asset is then charged to the Statement of Financial Performance as an expense.

19.4 Surplus cash

If there is sufficient surplus cash available assets can be financed directly by allocating this cash for the acquisition of assets. Depreciation charges on these assets will not be offset.

Section 20

3.19 Impairment Losses

20.1 Impairment

The carrying amount (book value) of an item or a group of identical items of property, plant and equipment should be reviewed periodically in order to assess whether or not the recoverable amount has declined below the carrying amount.

Recoverable amount is the amount that the municipality expects to recover from the future use of an asset, including its residual value on disposal.

When such a decline has occurred, the carrying amount should be reduced to the recoverable amount. The amount of the reduction should be recognized as an expense immediately, unless it reverses a previous revaluation on properties in which case it should be charged to the Revaluation Reserve.

The recoverable amount of individual assets, or groups of identical assets, is determined separately and the carrying amount reduced to recoverable amount on an individual asset, or group of identical assets, basis. However, there may be circumstances when it may not be possible to assess the recoverable amount of an asset on this basis, for example when all of the plant and equipment in a sewerage purification work is used for the same purpose. In such circumstances, the carrying amount of each of the related assets is reduced in proportion to the overall decline in recoverable amount of the smallest grouping of assets for which it is possible to make an assessment of recoverable amount.

The following may be indicators that an asset has become impaired:

- The item has been damaged.

- The item has become technologically obsolete.
- The item remains idle for a considerable period either prior to it being put into use or during its useful life.
- Land is purchased at market value and is to be utilized for subsidized housing developments, where the subsidy is less than the purchase price.

20.2 Example:

An example of where the Municipality has suffered an impairment loss is the purchase of land for an amount of R 5,000,000. The land will be utilized for new subsidized housing developments. If at year end the expectation is that the Municipality will receive only R 1,000,000 by way of subsidies an impairment loss of R 4,000,000 needs to be recognized. The recoverable amount (R 1,000,000) is calculated as being the larger of:

- Net Selling Price of the land which is the amount obtainable from the sale of the market in an arm's length transaction between knowledgeable, willing parties, less the cost of disposal.
- Value in use of the land which is the present value of the estimated future net cash inflows expected from the continuing use of the asset and from its disposal at the end of its useful life.

20.3 Disclosure of impairment losses

All impairment losses must reflect on the Statement of Financial Performance.

The financial statements should also disclose, in the reconciliation of the carrying amount at the beginning and end of the period for each class of property, plant and equipment recognized in the financial statements any impairment losses recognized in the statement of financial performance during the period and impairment losses reversed in the statement of financial performance during the period.

Material impairment losses need to be disclosed in the notes to the income statement as a separately disclosable item.

20.4 Reversal of an Impairment Loss

- The same procedures as for the identification of impaired assets are followed as to whether there is an indication that impairment may have decreased. If so, the recoverable amount must be added to the carrying value of the asset.
- The life cycle must be adjusted.
- The increased carrying amount due to reversal should not be more than what the depreciated historical cost would have been if the impairment had not been recognized.
- Reversal of an impairment loss is recognized as income in the income statement.
- Depreciation must be adjusted for the remaining life cycle.

Section 21

3.20

3.21 Investment Property

21.1 Definition of Investment Property

Investment Property is defined as:

Property (land or a building — or part of a building — or both) held (by the owner or by the lessee under a finance lease) to earn rentals or for capital appreciation or both, rather than for:

- Use in the production or supply of goods or services or for administrative purposes; or
- Sale in the ordinary course of operations.
- Investment Property generates cash flows largely independently of the other assets of the municipality.

Investment property is held to earn rentals or for capital appreciation or both.

The following are examples of investment property:

- Land held for long-term capital appreciation rather than for short-term sale in the ordinary course of operations;
- Land held for a currently undetermined future use. (If the municipality has not determined that it will use the land for short-term sale in the ordinary course of operations, the land is considered to be held for capital appreciation);
- A building owned by the municipality (or held by the municipality under a finance lease) and leased out under one or more operating leases on a commercial basis; and

- A building that is vacant but is held to be leased out under one or more operating leases on a commercial basis to external parties.

The following are examples of items that are not investment property:

- Property held for sale in the ordinary course of operations or in the process of construction or development for such sale;
- Property being constructed or developed on behalf of third parties;
- Own-occupied property, including (among other things) property held for future use as own-occupied property, property held for future development and subsequent use as own-occupied property, property occupied by employees such as housing (whether or not the employees pay rent at market rates) and own-occupied property awaiting disposal;
- Property that is being constructed or developed for future use as investment property. GRAP 17 applies to such property until construction or development is complete, at which time the property becomes investment property. However, existing investment property that is being redeveloped for continued future use as investment property remains investment property;
- Property that is leased to another entity under a finance lease;
- Property held to provide a social service and which also generates cash inflows. For example, a housing department may hold a large housing stock used to provide housing to low income families at below market rental. In this situation, the property is held to provide housing services rather than for rentals or capital appreciation and rental revenue generated is incidental to the purposes for which the property is held. Such property is not considered an "investment property" and would be accounted for in accordance with GRAP 17; and
- Property held for strategic purposes which would be accounted for in accordance with GRAP 17.
- Where a property is utilized partly in the ordinary course of operations and partly to generate rentals or for capital appreciation it will only be classified as investment property if a significant portion is utilized to generate investment income.

21.2 Initial measurement of Investment Property

- Investment property is measured initially at its cost (including transaction costs).Where an investment property is acquired at no cost (for example donated assets), or for a nominal cost, its cost is its fair value as at the date of acquisition.
- The cost of a purchased investment property comprises its purchase price and any directly attributable expenditure, such as, professional fees for legal services, property transfer taxes and other transaction costs.
- The cost of a self-constructed investment property is its cost at the date when the construction or development is complete. Until that date, the municipality applies the GRAP standard on accounting for PPE (GRAP 17). At the completion date, the property becomes investment property and the Standard on investment property applies (GRAP 16).
- Investment property is only recognized as an asset when it is probable that the future economic benefits or service potential that are associated with the investment property will flow to the municipality and the cost or fair value of the investment property can be measured reliably.

21.3 Measurement of Investment Property subsequent to initial measurement

- Subsequent expenditure relating to an investment property that has already been recognized should be added to the carrying amount of the investment property when it is probable that future economic benefits or service potential over the total life of the investment property, in excess of the most recently assessed standard of performance of the existing investment property, will flow to the municipality. All other subsequent expenditure should be recognized as an expense in the period in which it is incurred.

  For example: If a municipality purchases a building as an investment property and will incur renovation costs, the renovation cost may be capitalised if it improves the condition of the asset over its most recently assessed standard of performance. Assume that before the renovation the building can earn R5, 000 per month rental income, but after the renovation it will earn R7, 000 per month rental income. In this case the renovation cost will be added to the carrying amount of the investment property.
- After initial recognition of the investment property the municipality may choose to reflect the investment property at fair value or at cost less accumulated depreciation.
- The fair value of investment property is usually its market value. Fair value is measured as the most probable price reasonably obtainable in the market at the reporting date in keeping with the fair value definition. It is the best price reasonably obtainable by the seller and the most advantageous price reasonably obtainable by the buyer. After initial recognition, a municipality that chooses the fair value model should measure all of its investment property at its fair value at each Statement of Financial Position date. A gain or loss arising from a change in the fair value of investment property should be included in net surplus/deficit for the period in which it arises. No depreciation will be calculated on this property.

  For Example: The municipality purchases four houses at a cost of R200, 000 each for purposes of leasing them out to senior managers of the municipality at market related rates. The legal fees and transport duties relating to the transaction amount to R16, 000. At the end of the financial year the fair value of the houses is determined to be R 900,000. This means that the municipality will recognise a fair value gain in the Statement of Financial Performance for the year of R 84 000. (R900, 000 – R 816,000).

- If, after initial recognition, the municipality chooses the cost model it should measure all of its investment property using the guidelines for normal assets that is, at cost less any accumulated depreciation and accumulated impairment losses.

21.4 Transfers and disposals of investment properties

Transfers

Transfers to, or from, investment property should be made when, and only when, there is a change in use, evidenced by:

- Commencement of own-occupation, for a transfer from investment property to own-occupied property;
- Commencement of development with a view to sale, for a transfer from investment property to inventories;
- End of owner-occupation, for a transfer from other classified property to investment property;
- Commencement of an operating lease (on a commercial basis) to another party, for a transfer from inventories to investment property; or
- End of construction or development, for a transfer from property in the course of construction or development to investment property.

For a transfer from investment property carried at fair value to own-occupied property or inventories, the property's cost for subsequent accounting under the relevant

GRAP on PPE (GRAP 17) or inventories should be its fair value at the date of change in use.

If an own-occupied property becomes an investment property that will be carried at fair value, a municipality should apply GRAP 17 up to the date of change in use. The municipality should treat any difference at that date between the carrying amount of the property and its fair value in the same way as a revaluation under GRAP 17 by crediting a reserve.

For a transfer from inventory to investment property that will be carried at fair value, any difference between the fair value of the property at that date and its previous carrying amount should be recognized in net surplus/deficit for the period.

When the municipality completes the construction or development of a self-constructed investment property that will be carried at fair value, any difference between the fair value of the property at that date and its previous carrying amount should be recognized in net surplus/deficit for the period.

Disposals

On disposal or permanent withdrawal from use of investment property:

- An investment property should be eliminated from the Statement of Financial Position;
- Gains or losses arising from the retirement or disposal of investment property should be determined as the difference between the net disposal proceeds and the carrying amount of the asset. For the purposes of display in the financial statements, the gain or loss should be included in the Statement of Financial Performance as an item of revenue or expense.

21.5 Budget implications relating to Investment Property.

The following amounts will have to be budgeted for in the operating budget relating to investment properties:

- Gains on the disposal of investment properties that are intended to be sold during the next financial year.
- Fair value gains that are expected to be obtained on investment properties that will be held during the next financial year.
- Depreciation on investment properties that are intended to be transferred to own-occupied properties during the next financial year.
- The effect of reduced depreciation on own-occupied properties that are intended to be transferred to investment properties during the next financial year.
- Revenue through operating lease income; and
- Fair value gains where the intention to sell a building (inventory) is changed and the inventory is held as an investment property on which rental income and capital appreciation will be earned by the municipality in the next financial year.

21.6 Disclosure

The disclosure requirements adhered disclosing information on investment property is to be done in accordance with the requirements as per the relevant GRAP statement.

Section 22

3.22 Replacement Strategy

The Municipal Manager, in consultation with the CFO and other directors of Departments shall formulate strategies and standards for the replacement of all operational property, plant and equipment. Such strategies and standards shall be incorporated in a formal policy, which shall be submitted to the Council for approval. This policy shall cover the replacement of infrastructure and operational movable vehicles and equipment.

This strategy should take into consideration:

- The nature of the asset
- The usage of the asset
- Priorities
- Available funding
- Operational and maintenance costs
- Operational skills
- Future expected developments
- Technology
- Outsourcing
- Private sector partnerships

Section 23

3.23 Asset Risk Management

23.1 Insurance

Departments are responsible for managing the risks associated with their activities.

This decision will depend on the amount of excess the municipality are prepared to carry, the types of risks they insure against, taking due cognisance of the budgetary constraints of the municipality.

Complete property, plant and equipment identification and valuation may prevent the municipality from being over or under insured. Specific supportable insurable values are defined in the insurance policy in effect and should be reviewed regularly. In some instances, an in-house estimate of cost or insurable value may not be sufficient to substantiate the amount of a loss. Rather, an appraisal by an independent third party may be required.

23.2 Other risk reducing methods

Department regulations or "operating policies" can also reduce risks. Department managers should investigate their operations and set operating policies as to how personnel should operate and use property, plant and equipment to minimize risk. Examples are as follows:

- Only authorized personnel should be allowed in areas where expensive equipment is kept;
- Only authorized personnel should be allowed to operate plant or vehicles;
- The keys for office vehicles should be controlled in a central office during the day, and employees should sign when they take the keys;

- Ensure that drivers or operators have the necessary qualifications and licenses;
- It should be part of service conditions that employees incur personal liability if they drive while under the influence of alcohol, drugs, medication, and so forth; or if they leave the vehicle unattended and unlocked;
- Physical access to buildings, or areas within buildings, should be restricted, especially after hours.

Section 24

3.24 Maintenance of assets

24.1 Maintenance plans

Regular maintenance can prevent unplanned and expensive breakdowns. Maintenance plans must therefore be drawn up to ensure minimum maintenance standards and execution to achieve the optimum use of assets as planned.

Every director of a Department shall ensure that a maintenance plan in respect of infrastructural asset is prepared and submitted to the Council of the municipality for approval.

If so directed by the Municipal Manager, the maintenance plan shall be submitted to Council prior to any approval being granted for the acquisition or construction of new infrastructural assets.

The director of a Department controlling or using the infrastructure asset in question, shall budget for the executing of the approved plan and will annually report to Council, not later than 31 March, of the extent to which the relevant maintenance plan has been complied with, and of the likely effect which any non-compliance and / or budgetary constraints may have on the useful operating life of the asset concerned.

24.2 Deferred Maintenance

If there is material variation between the actual maintenance expenses incurred and the expenses reasonably envisaged in the approved maintenance plan for any infrastructural asset (see 18 above), the CFO shall disclose the extent of and possible implications of such deferred maintenance in an appropriate note to the financial statements. Such note shall also indicate any plans which the Council has approved in order to redress such deferral of the maintenance requirements concerned.

If no such plans have been formulated or are likely to be implemented, the Director of a Department controlling or using such asset shall predetermine the useful operating life of the fixed asset in question, if necessary in consultation with the Asset Control Section, and the Asset Control Section shall recalculate the annual depreciation expenses accordingly.

24.3 General maintenance

Every director of a Department shall be directly responsible for ensuring that all assets that are in his/her care are properly maintained and in a manner which will ensure that such assets attain their useful operating lives.

Section 25

3.25 General Requirements

25.1 Tagging

Tagging means to place a control number on a piece of equipment or property.

All movable assets must be tagged if probable.

The primary purpose of tagging is to maintain a positive identification of assets.

Tagging is important to:

- Provide an accurate method of identifying individual assets
- Aid in the annual physical inventory
- Control the location of all physical assets
- Aid in maintenance of fixed assets

Fixed property and plant is not tagged; such as:

- Buildings (record legal description in asset record),
- Land (record legal description in asset record),
- Infrastructural assets.

Consistently place asset tags in the same location on each similar type asset. If possible, the tags shall be accessible for viewing. Place the tag where the number can be seen easily and identified without disturbing the operation of the item, which will aid in taking inventory.

25.2 Physical inventory of all movable assets

The Asset Control Section will conduct a physical inventory of movable assets annually. They will require the cooperation of departmental personnel in accomplishing the physical inventory task and will attempt to minimize the time demanded of them.

The designated officials in the different Departments within the Municipality must execute the functions listed below.

- Ensure that the bar code number and location number are reflected on the asset movement form by the relevant official on the receipt of the asset. Where applicable, the serial number or registration number should be included.
- Complete the asset movement form when transfers occur and forward the completed original form to Asset Control Section.
- Ensure that a completed asset disposal form is submitted when an asset item is disposed of after the necessary approval has been obtained.
- Asset Control Section must be notified by the relevant Department within 14 days of any of the following possible movements:
    - Donations
    - Additions / Improvements
    - Departmentally manufactured items
    - Loss or damage
    - Transfers
    - Terminations

    - Land Sales

25.3 Acquisition

Acquisition - In making the decision to acquire an asset the following fundamental principles should be carefully considered:

- The purpose for which the fixed asset is required is in keeping with the objectives of the municipality and will provide significant, direct and tangible benefit to it.
- The fixed asset has been budgeted for.
- The purchase is absolutely necessary as there is no alternative municipality asset that could be upgraded or adapted.
- The fixed asset is appropriate to the task or requirement and is cost effective over the life of the asset.
- The fixed asset is compatible with existing equipment and will not result in unwarranted additional expenditure on other assets or resources.
- Space and other necessary facilities to accommodate the asset are in place.
- The most suitable and appropriate type, brand, and model etc. has been selected.

25.4 Asset management responsibilities

- Utilization - All assets should be used for the purposes they were acquired.
- Asset performance should be regularly reviewed to identify under-utilized and under-performing assets. The reasons for this should be critically examined and appropriate action taken.
- Disciplinary action must be taken against individuals if there is misuse of the municipality's assets.

25.5 Additions / Improvements

Depending upon the type of addition or improvement to a specific asset the responsible official in the Department must notify the Asset Control Section of the change in status. The asset master record will be amended on receipt of the required asset acquisition form from the responsible Department.

When capital expenditure is incurred for any enhancement/improvement of an asset, the Department shall complete the necessary asset acquisition form and forward it to the Asset Control Section.

When any changes to vacant land or land and buildings are effected such as subdivision, transfer to another Department, extent or holders title, the current owner must complete the relevant asset movement form and forward it to the Asset Control Section.

25.6 Termination of employee's service

At the termination of an employee's service, the applicable Department representative must complete the asset resignation form and forward the original to the Asset Control Section. This form is a statement that the inventory and assets entrusted to the employee to execute his/her daily duties are in good order and handed in where necessary. A copy of this form is forwarded to the HR Business Section concerned or its relevant Department for further investigation in the case of missing assets.

25.7 Transfer of Assets

When a Department transfers an asset or inventory item within the Department, the asset movement form must be completed and forwarded to the Asset Control Section. The copy of this form must be forwarded to the party receiving the asset or inventory item.

When a Department transfers an asset or inventory item to another Department, the transferring Department must approve the transfer. After approval has been granted the asset movement form must be completed and forwarded to the Asset Control Section.

25.8 Disposal of assets.

All Departments must submit the properly completed asset disposal forms together with copies of all relevant approvals for the disposal of assets to the Asset Control Section.

Annexure A

3.26 Asset Useful Live Guide

Infrastructure Assets

The following is the list of infrastructure assets, with the estimated useful life in years indicated in brackets in each case.

- **Electricity**

Power stations	(30)
Cooling towers	(30)
Transformer kiosks	(30)
Meters	(20)
Load control equipment	(20)
Switchgear	(20)
Supply and reticulation networks	(20)
Mains	(20)
Substations	(20)
Festive Lighting	(10)

- **Roads**

Motorways	(15)
Other roads	(10)
Traffic islands	(10)
Traffic lights	(20)
Street lights	(25)
Overhead bridges	(30)
Storm water drains	(20)
Bridges, subways and culverts	(30)
Car parks	(20)
Bus terminals	(20)

Parking Meters	(15)
Parking Areas	(10)
Guidance Signs	(10)
Pedestrian Facilities	(10)
Sidewalks	(10)
Taxi Facilities	(20)

- **Water**

Mains	(20)
Supply and reticulation networks	(20)
Reservoirs and storage tanks	(20)
Rights (that is, the right to draw water from a particular source belonging to another party)	(20)
Meters	(15)
Water Treatment Works	(20)
Dams	(20)

- **Sewerage**

Sewer mains	(20)
Outfall sewers	(20)
Sewage purification works	(20)
Sewerage pumps	(15)
Sludge machines	(15)

- **Pedestrian Malls**

Footways	(20)
Kerbing	(20)
Paving	(20)

- **Security**

Access control systems	(5)
Security systems	(5)
Security fencing	(3)

Security lighting	(3)

Community Assets

The following is a list of community assets, showing again the assigned or estimated useful lives in years in brackets:

- **Buildings and other assets**

Agriculture	(30)
Ambulance stations	(30)
Aquariums	(30)
Beachfront developments	(30)
Care centers	(30)
Cemeteries	(30)
Civic theatres	(30)
Clinics and hospitals	(30)
Community centers	(30)
Fire stations	(30)
Game reserves and rest camps	(30)
Indoor sports	(30)
Libraries	(30)
Museums and art galleries	(30)
Parks	(30)
Public conveniences and bath houses	(30)
Recreation centers	(30)
Sports and related stadiums	(30)
Zoos	(30)

- **Recreational facilities**

Bowling greens	(20)
Tennis courts	(20)
Swimming pools	(20)
Golf courses	(20)
Jukskei pitches	(20)
Outdoor sports facilities	(20)

Organs (that is, pipe organs that are Fixtures in a municipal hall or other centre)	(20)
Lakes and dams	(20)
Fountains	(20)
Floodlighting	(20)

Heritage Assets

The following is a list of at least some typical heritage assets encountered in the municipal environment (no asset lives are given, of course, as no ordinary depreciation will be charged against such assets):

- Museum exhibits
- Works of art (which will include paintings and sculptures)
- Public statues
- Historical buildings or other historical structures (such as war memorials)
- Historical sites (for example, an Iron Age kiln, historical battle site or site of a historical settlement)

Investment Assets

It is not possible to provide an exhaustive list of investment assets, as the actual list will depend very much on the local circumstances of each municipality. However, the following will be among the most frequently encountered:

- Office parks (which have been developed by the municipality Itself or jointly between the municipality and one or more other parties) (30)
- Shopping centers (again developed along similar lines) (30)
- Housing developments (that is, developments Financed and managed by the municipality itself, with the sole purpose of selling or letting such houses for profit) (30)

Other Assets

The following is a list of other assets, again showing the estimated useful life in years in brackets:

- **Buildings**

Abattoirs	(30)
Asphalt plant	(30)
Caravan parks	(30)
Compost	(30)
Compacting stations	(30)
General	(30)
Hawker Facilities	(30)
Hostels used to accommodate the public or tourists	(30)
Hostels for municipal employees	(30)
Housing schemes	(30)
Kilns	(30)
Laboratories	(30)

Fresh produce and other markets	(30)
Nurseries	(30)
Office buildings	(30)
Old age homes	(30)
Quarries	(30)
Recycling Centers	(30)
Tip sites	(30)
Training centers	(30)
Transport facilities	(30)
Waste Cells	(30)
Workshops and depots	(30)

- **Office equipment**

Computer hardware	(3-5)
Computer software	(3-5)
Office machines	(3-5)
Air Conditioners	(3-5)

- **Furniture and fittings**

Chairs	(7-10)
Tables and desks	(7-10)
General	(7-10)
Cabinets and cupboards	(7-10)

- **Bins and containers**

Household refuse bins	(5)
Bulk refuse containers	(10)

- **Emergency equipment**

Fire hoses	(5)
Other fire-fighting equipment	(15)
Emergency lights	(5)

- **Motor vehicles**

Ambulances	(5-10)
Fire engines	(20)
Tankers	(20)
Mobile Libraries	(15)
Buses	(15)
Trucks and light delivery vehicles	(5-7)
Ordinary motor vehicles	(5-7)
Motor cycles	(3)

- **Plant and equipment**

Chlorination Equipment	(5)
Compactors	(5)
Electronic Equipment	(5)
Fire Hoses	(5)
General	(5)
Generators	(5)
Graders	(10-15)
Horticultural Equipment	(5)
Mobile Pumps	(5)
Other Fire Fighting Equipment	(5)
Pumps	(5)
Tractors	(10-15)
Trailers	(5)
Mechanical horses	(10-15)
Farm equipment	(5)
Lawn mowers	(5)
Compressors	(5)
Laboratory Equipment	(5)
Radio Equipment	(5)
Firearms	(5)
Telecommunication equipment	(5)
Irrigation systems	(15)
Cremators	(15)

Lathes	(15)
Conveyors	(15)
Feeders	(15)
Tippers	(15)
Workshop Equipment	(5)
Pulverizing mills	(15)

- **Airports**

Aircraft	(15)
Aprons	(20)
Runways	(20)
Taxiways	(20)
Airports/Radio beacons	(20)

- **Gas**

Meters	(20)
Mains	(20)
Storage tanks	(20)
Supply/reticulation	(20)

Annexure B

3.27 Paraphrase of Section 14 of the Municipal Finance Management Act 2004

A municipality may not dispose of any capital asset required to provide a minimum level of basic municipal services.

A municipality may dispose of any other capital asset, provided that:

- The Council, in a meeting open to the public, has first determined that the asset is not required to provide a minimum level of basic municipal services, and
- The Council has considered the fair market value of the asset and the economic and community value to be received in exchange for the asset.

Annexure C

3.28 GRAP 13 Definitions of Finance Leases

A lease must meet one of the following criteria to be classified as a finance lease:

- the lease transfers ownership of the asset to the lessee by the end of the lease term,
- the lessee has the option to purchase the asset at a price which is expected to be sufficiently lower than the fair value at the date the option becomes exercisable for it to be reasonably certain, at the inception of the lease, that the option will be exercised,
- the lease term is for the major part of the economic life of the asset even if title is not transferred,
- at the inception of the lease the present value of the minimum lease payments amounts to at least substantially all of the fair value of the leased asset,
- the leased assets are of a such a specialized nature that only the lessee can use them without major modifications, and
- The leased assets cannot easily be replaced by another asset.
- if the lessee can cancel the lease, the lessor's losses associated with the cancellation are borne by the lessee,
- gains or losses from the fluctuation in the fair value of the residual accrue to the lessee (for example, in the form of a rent rebate equaling most of the sales proceeds at the end of the lease), and
- The lessee has the ability to continue the lease for a secondary period at a rent that is substantially lower than market rent.

Document Version Control

Version	Author	Date	Pages/Sections affected	Remarks

9. COUNCIL RESOLUTION

The Asset Management Policy to be reviewed by Council.

BLUE CRANE ROUTE MUNICIPALITY (EC102)

DRAFT BUDGET POLICY

Financial Year 2023/2024

No. 2

TOLERANCE, TRUST, TENACITY

CONSIDERED /APPROVED BY COUNCIL
30 JUNE 2023

MZWANDILE PATRICK NINI
MUNICIPAL MANAGER

Table of Contents

1. Statutory framework

1.1 In terms of section 215 of the Constitution municipal budgets and budgetary processes must promote transparency, accountability and the effective financial management of the economy, debt and the public sector. National legislation must prescribe the form of municipal budgets and that budgets in each sphere of government must show the sources of revenue and the way in which proposed expenditure will comply with national legislation. Budgets in each sphere of government must contain estimates of revenue and expenditure, differentiating between capital and current expenditure, proposals for financing any anticipated deficit for the period to which they apply and an indication of intentions regarding borrowing and other forms of public liability that will increase public debt during the ensuing year.

1.2 Section 16(1) of the Local Government: Municipal Finance Management Act 2003 (Act No 56 of 2003) demands that the Council must before the start of each financial year approve an annual budget for the municipality for that financial year. In order for the Council to approve an annual budget before the start of a financial year the Mayor must table the annual budget at a Council meeting at least 90 days before the start of the budget year.

1.3 The annual budget must generally be divided into a capital and an operating budget in accordance with international best practice. The budget must be a schedule in the prescribed format –

1.3.1 setting out realistically anticipated revenue for the budget year from each revenue source;

1.3.2 appropriating expenditure for the budget year under the different votes;

1.3.3 setting out indicative revenue per revenue source and projected expenditure by vote for the two financial years following the budget year;

1.3.4 setting out estimated revenue and expenditure by vote for the current year and actual revenue and expenditure by vote for the financial year preceding the current year.

1.4 When an annual budget is tabled at a Council meeting, it must be accompanied by the following documents:

1.4.1 draft resolutions approving the budget, imposing property rates and setting tariffs for the budget year and approving any other matter that may be prescribed;

1.4.2 measurable performance objectives for revenue from each source and for each vote in the budget, taking into account the Municipality's integrated development plan (IDP);

1.4.3 a projection of cash flow for the budget year by revenue source, broken down per month;

1.4.4 any proposed amendments to the IDP following its annual review;

1.4.5 any proposed amendments to the budget-related policies of the municipality;

1.4.6 particulars of the municipality's investments;

1.4.7 any prescribed budget information on municipal entities under the sole or shared control of the Municipality;

1.4.8 particulars of all proposed new municipal entities which the Municipality intends to establish or in which the municipality intends to participate;

1.4.9 particulars of any proposed service delivery agreements, including material amendments to existing service delivery agreements;

1.4.10 particulars of any proposed allocations or grants by the Municipality to other municipalities, any municipal entities and other external mechanisms assisting the Municipality in the exercise of its functions or powers, any other organs of state and any organisations or bodies outside any sphere of government otherwise than in compliance with a commercial or other business transaction;

1.4.11 the proposed cost to the Municipality for the budget year of the salary, allowances and benefits of each political office-bearer, councillors and the Municipal Manager, the Chief Financial Officer, each senior manager of the Municipality and any other official having a remuneration package greater than or equal to that of a senior manager;

1.4.12 the proposed cost for the budget year to a municipal entity under the sole or shared control of the Municipality of the salary, allowances and benefits of each member of the entity's board of directors and the chief executive officer and each senior manager of the entity; and

1.4.13 any other supporting documentation as may be prescribed.

1.5 In terms of section 18 of the MFMA an annual budget may only be funded from realistically anticipated revenues to be collected, cash-backed accumulated funds from previous years' surpluses not committed for other purposes and borrowed funds, but only for the capital budget. Revenue projections in the budget must be realistic, taking into account projected revenue for the current year based on collection levels to date and actual revenue collected in previous financial years.

1.6 The Mayor must-

1.6.1 co-ordinate the processes for preparing the annual budget and for reviewing the IDP and budget-related policies to ensure that the tabled budget and any revisions of the IDP and budget-related policies are mutually consistent and credible;

1.6.2 at least 10 months before the start of the budget year, table at a Council meeting a time schedule outlining key deadlines for-

(a) the preparation, tabling and approval of the annual budget;

(b) the annual review of the IDP and the budget-related policies;

(c) the tabling and adoption of any amendments to the IDP and the budget-related policies; and

(d) any consultative processes forming part of the processes.

1.7 When preparing the annual budget, the Mayor must-

1.7.1 take into account the IDP;

1.7.2 take all reasonable steps to ensure that the Municipality revises the IDP, taking into account realistic revenue and expenditure projections for future years;

1.7.3 take into account the national budget, the provincial budget, the national government's fiscal and macro-economic policy, the annual Division of Revenue Act and any agreements reached in the Budget Forum;

1.7.4 consult Ukhahlamba District Municipality and the other local municipalities within the area of Ukhahlamba, the Provincial Treasury and when requested, the National Treasury and any national or provincial organs of state, as may be prescribed; and

1.7.5 provide, on request, any information relating to the budget to the National Treasury and to the national departments responsible for water, sanitation, electricity and any other service as may be prescribed, any other national and provincial organ of states, as may be prescribed and any other municipality that may be affected by the budget.

1.8 Section 22 of the MFMA requires that, immediately after an annual budget is tabled at a Council meeting, the Municipal Manager must-

1.8.1 in accordance with Chapter 4 of the Municipal Systems Act make public the annual budget and the supporting documents tabled with the budget and invite the local community to submit representations in connection with the budget; and

1.8.2 submit the annual budget to the National Treasury and the Provincial Treasury and to any prescribed national or provincial organs of state and to other municipalities affected by the budget.

1.9 When the annual budget has been tabled, the Council must consider the views, comment and representations, if any, of the local community and the National and Provincial Treasuries and other organs of state, including municipalities, which made submissions on the budget. After considering all the submissions, the Council must give the Mayor the opportunity to respond thereto and, if necessary, to revise the budget and table amendments for consideration by the Council.

1.10 In terms of section 24 of the MFMA the Council must at least 30 days before the start of the budget year consider approval of the annual budget, which must be approved before 1 July. An annual budget must be approved together with the adoption of resolutions as may be necessary-

1.10.1 imposing property rates for the budget year;

1.10.2 setting any municipal tariffs for the budget year;

1.10.3 approving measurable performance objectives for revenue from each source and for each vote in the budget;

1.10.4 approving any changes to the IDP; and

1.10.5 approving any changes to the Municipality's budget-related policies.

1.11 The Municipal Manager must submit the approved budget to the National and Provincial Treasuries.

1.12 The Municipality may revise an approved annual budget through an adjustments budget. An adjustments budget-

1.12.1 must adjust the revenue and expenditure estimates downwards if there is material under-collection of revenue during the current year;

1.12.2 may appropriate additional revenues that have become available over and above those anticipated in the annual budget, but only to revise or accelerate spending programmes already budgeted for;

1.12.3 may, within a prescribed framework, authorise unforeseeable and unavoidable expenditure recommended by the Mayor;

1.12.4 may authorise the utilisation of projected savings in one vote towards spending under another vote;

1.12.5 may authorise the spending of funds that were unspent at the end of the past financial year where the under-spending could not reasonably have been foreseen at the time to include projected roll-overs when the annual budget for the current year was approved by the Council;

1.12.6 may correct any errors in the annual budget; and

1.12.7 may provide for any other expenditure within a prescribed framework.

1.13 When the Mayor tables an adjustments budget, it must be accompanied by-

1.13.1 an explanation how the adjustments budget affects the annual budget;

1.13.2 a motivation of any material changes to the annual budget;

1.13.3 an explanation of the impact of any increased spending on the annual budget and the annual budgets for the next two financial years; and

1.13.4 any other supporting documentation that may be prescribed.

1.14 Property rates and tariffs may not be increased during a financial year except when required in terms of a financial recovery plan.

1.15 The appropriation of funds in an annual or adjustments budget lapses to the extent that it is unspent at the end of the financial year to which the budget relates, except in the case of an appropriation of money for capital expenditure made for a period longer than that financial year.

1.16 The Mayor must provide general political guidance over the budget process and the priorities that must guide the preparation of a budget, co-ordinate the annual revision of the IDP and the preparation of the annual budget, determine how the IDP is to be taken into account or revised for the purposes of the budget and take all reasonable steps to ensure that the Municipality approves its annual budget before the start of the budget year. She/he must promptly report to the Council and the MEC for finance any delay in the tabling of an annual budget. The Mayor must further ensure that the revenue and expenditure projections for each month and the service delivery targets and performance indicators for each quarter, as set out in the service delivery and budget implementation plan (SDBIP), are made public no later than 14 days after the approval of the SDBIP and that the annual performance agreements of the Municipal Manager and senior managers are made public no later than 14 days after the approval of the SDBIP.

1.17 The Municipal Manager is responsible for implementing the approved budget. She/he must take all reasonable steps to ensure that the spending of funds is in accordance with the budget and is reduced as necessary when revenue is anticipated to be less than projected in the budget or in the SDBIP and that revenue and expenditure are properly monitored. When necessary, the Municipal Manager must prepare an adjustments budget and submit it to the Mayor for consideration and tabling at a Council meeting. The Municipal Manager must no later than 14 days after the approval of an annual budget submit to the Mayor a draft SDBIP for the budget year and drafts of the annual performance agreements for the Municipal Manager and all senior managers.

2. Policy objectives

The objectives of budgeting and this policy are –

2.1 to assist the planning of the Municipality's operations for a budget year;

2.2 to coordinate the activities of the various organisational components of the Municipality;

2.3 to control the planned activities;

2.4 to provide high-level strategic objectives for both councillors and the community; and

2.5 to shift the focus from inputs towards outputs and outcomes.

3. Votes, categories of expenditure and line items

3.1 Votes are the basic divisions of the budget. In accordance with the definition of "vote" in the MFMA, votes shall be at the departmental or functional level. Votes must be related to an international classification system, such as the Government Finance Statistics (GFS) system.

3.2 Each vote in the operating expenditure budget shall be sub-divided into the following expenditure categories –

3.2.1 Salaries and allowances

3.2.2 General expenses

3.2.3 Repairs and maintenance

3.2.4 Depreciation

3.2.5 Finance charges

3.2.6 Contributions

3.2.7 Appropriation of revenues to capital and operating reserves.

3.3 Each expenditure category shall be divided into such line items as the Chief Financial Officer may determine. No line item may be created if the amount that will be appropriated under it will be less than R500.

4. Capital budget methodology

Except in so far as capital projects represent a contractual commitment to the Municipality extending over more than one financial year, the annual capital budget shall be prepared from a zero base.

5. Approval of the budget

5.1 Before approving a capital budget, the Council shall consider the impact of each proposed capital project/item on –

5.1.1 the present and future operating budgets of the Municipality in relation to finance charges to be incurred on external loans, depreciation of fixed assets, maintenance of fixed assets, and any other ordinary operational expenses associated with any project/item on such capital budget; and

5.1.2 the likely impact of such operational expenses on future property rates and service tariffs.

5.2 When considering the draft annual budget, the Council shall consider and assess the impact which any proposed increases in rates and service tariffs will have on the monthly municipal accounts of households in the municipal area. The impact of such increases shall be assessed on the basis of a fair sample of randomly selected accounts. Because households have no mechanism for passing on such increases to other parties, but must fully absorb the increases concerned, the Council shall ensure that the average additional

impact of such increases is not more than the relevant increase in the consumer price index, as set out in the tariff policy.

6. Budgeting for a surplus

Each annual and adjustments budget shall reflect a realistic surplus, however nominal, of current revenues over expenses.

7. Appropriation of unappropriated surpluses

Any unappropriated surplus from previous financial years, even if fully cash-backed, shall not be used to balance any annual or an adjustments budget, but shall be appropriated, as far as it is not required to finance the payment of operating creditors or for other operational purposes, to the Municipality's asset financing reserve.

8. Operating deficits

An impending operating deficit shall be made good in an adjustments budget, but if an operating deficit arises at the end of a financial year, notwithstanding any precautionary measures adopted by the Council, it shall immediately be made good in the annual budget for the ensuing financial year and shall not be offset against any unappropriated surplus carried forward from preceding financial years.

9. Provisions and reserves

9.1 Subject to the provisions of the relevant collective agreement, the Municipality shall establish and maintain a provision for accrued leave entitlements equal to 100% of the accrued leave entitlement of officials as at 30 June of each financial year preceding a budget year and shall budget appropriately for contributions to such provision in each annual and adjustments budget.

9.2 The Municipality shall establish and maintain a provision for bad debts in accordance with the rates and tariffs policies and shall budget appropriately for contributions to such provision in each annual and adjustments budget. The target for collection shall initially be 94% of budgeted revenue.

9.4 The Municipality shall establish an asset financing reserve (AFR) for the purpose of financing capital projects and the acquisition of capital assets. The AFR shall be established from the following sources of revenue:

9.4.1 unappropriated cash-backed surpluses to the extent that such surpluses are not required for operational purposes;

9.4.2 interest on the investments of the AFR, appropriated in terms of the investment policy;

9.4.3 further amounts appropriated as contributions in each annual or adjustments budget; and

9.4.4 net gains on the sale of fixed assets.

10. Cash funded expenses

No expenditure may be incurred against any fund unless provision has been made for such expenditure in the annual or an adjustments budget.

11. Apportionment of finance charges

11.1 Finance charges payable by the Municipality shall be apportioned between votes on the basis of the proportion at the last balance sheet date of the carrying value of the fixed assets belonging to such vote to the aggregate carrying value of all fixed assets in the Municipality.

11.2 External loans shall be raised only for the financing of fixed assets in specified services. Finance charges in respect of external loans shall be charged to or apportioned only between the votes relating to such services.

11.3 Depreciation and finance charges together shall not exceed 20% of the aggregate expenses budgeted for in the operating budget of each annual or adjustments budget.

12. Allocation of interest earned

The allocation of interest earned on the Municipality's investments shall be budgeted for in terms of the investment policy.

13. Provision for maintenance of fixed assets

Adequate provision shall be made in each annual and adjustments budget for the maintenance of the Municipality's fixed assets in accordance with the asset management policy.

14. Allowed budget increase

The Mayor must annually, not later than the date on which the budget timetable is tabled at a Council meeting, determine the maximum increases in revenue and expenditure allowed during the budget to which such time table relates. In the preparation of the draft operating budget, the allowable budgetary increment shall relate to the total amount provided for each budget vote and the guidelines issued by National Treasury in this regard.

15. Allocation to line-items

15.1 The departmental head responsible for the service or function concerned shall have the right to allocate the total budgeted amount to the line-items within the relevant vote, except in so far as the line-item provisions relate to matters determined by the Chief Financial Officer in terms of the Municipality's approved policies and contractual commitments.

15.2 The departmental head, service or function to which each budget vote relates shall justify the allocation of the aggregate budget for such vote to the various line-items within the vote to the portfolio committee responsible for the department, service or function concerned. In motivating the allocations made to and within the vote, the departmental head, service or function concerned shall provide the portfolio committee concerned with appropriate quarterly performance indicators and service delivery targets pertaining to the budget. Such indicators and targets shall be prepared with the approval of the Municipal Manager and the Mayor.

16. Preparation of salary budget.

The budget for salaries, allowances and salary-related benefits shall be separately prepared, and shall not exceed 37% of the aggregate operating expenses in the annual or adjustments budget. For purposes of applying this norm, the remuneration of political office-bearers and other councillors shall be excluded from this limit.

17. Revenue from property rates

In preparing its revenue budget, the Municipality shall strive to maintain the aggregate revenues from property rates at not less than 25% of the revenues budgeted for non-trading services.

18. Capital budgeting

18.1 The Mayor must approve the inclusion of the capital budget, as determined in the IDP, in the annual budget for the budget year not later than 28 February of every year.

18.2 No provision shall be made for capital expenditure unless the Mayor has approved the inclusion of such expenditure in the capital budget. The Mayor shall during the consideration of any proposal regarding capital expenditure have due regard for the Municipality's approved capital programme contained in the IDP.

18.3 No capital project for which provision had been made in a current budget may be continued in an ensuing financial year unless adequate provision has been made in respect thereof in the capital budget for that year. When such a project is submitted for inclusion in an ensuing budget, the departmental head concerned must expressly identify the project as such, indicate the percentage of completion already achieved and state the reasons why it has not commenced or was not completed in the current year.

18.4 Every departmental head must submit the draft capital budget for her/his department to the Chief Financial Officer -

18.4.1 not later than the date stipulated in the budget timetable;

18.4.2 in the format prescribed by the Chief Financial Officer;

18.4.3 with due regard for the approved capital programme and the IDP.

18.5 The Chief Financial Officer must consolidate the capital budget proposals received from departmental heads, calculate the effect of the capital budget proposals on property rates and service charges and determine the increase in proposed capital expenditure against the current year. As soon as the Chief Financial Officer has done so, she/he must submit the consolidated draft capital budget to the Municipal Manager.

18.6 A departmental head must in writing and within the period determined by the Chief Financial Officer explain any material difference between her/his capital budget proposals and the capital programme.

18.7 The Municipal Manager, together with the Chief Financial Officer and the departmental heads must review the consolidated draft budget with a view to comply with the capital programme, the Mayor's determination with regard to the increase in expenditure and revenue and any instructions of the National Treasury regarding the allowed or anticipated allowed growth in capital expenditure and submit the reviewed consolidated draft capital budget to the Council.

19. Operating budget

19.1 As soon as the Council has approved the capital budget, the Chief Financial Officer must, after consultation with the Municipal Manager and departmental heads, prepare the salary budget for the ensuing year.

19.2 Every departmental head must –

19.2.1 indicate to the Chief Financial Officer her/his intentions with regard to increases and decreases in the staff establishment of her/his department during the next year;

19.2.2 prepare and submit to the Chief Financial Officer, not later than the date contained in the budget timetable, a draft operating budget for the ensuing financial year, excluding a salary budget, in respect of her/his department and the votes assigned to her/him.

19.3 As soon as the Chief Financial Officer has completed the draft salary budget and received the draft departmental operating budgets, she/he must prepare the draft operating budget for the budget year having due regard for any instruction issued by Mayor and the National Treasury regarding the allowed or anticipated allowed growth in operating expenditure.

19.4 The Chief Financial Officer must, as soon as she/he is reasonably sure that all operating expenditure for the ensuing year had been included and calculated in the proposed operating budget, determine proposed increases in property rates and service charges during the next financial year.

19.5 As soon as the Chief Financial Officer has calculated the proposed increases in property rates and service charges, she/he must, together with the Municipal Manager and the departmental heads, review the proposed operating budget with a view to comply with and any instructions issued by the National Treasury and/or the Mayor regarding the allowed or anticipated allowed growth in operating expenditure.

20. Public participation

20.1 Public hearings

20.1.1 The Municipal Manager shall publish the budget as tabled in terms of section 22 of the Local Government: Municipal Finance Management Act 2003 (Act No 56 of 2003) and determine the date, time and venue for conducting one or more public hearings regarding the budget, provided that at least one such public hearing shall be held in Pearston and Coockhouse. .

20.1.2 The Municipal Manager shall notify the local community of the date, time and venue of the hearings in an appropriate manner.

20.1.3 On the scheduled date and time, the Mayor shall, assisted by such officials as she/he may determine, conduct a public hearing. The Municipal Manager shall make such arrangements as may be necessary to ensure that the proceedings of each public hearing is recorded and that a report thereon is submitted to the Council.

20.2 Ward committee meetings

20.2.1 The chairperson of each ward committee shall, during the period in which the budget is open for inspection as indicated in the budget timetable, convene at least one meeting of her/his ward committee to discuss the budget. The chairperson concerned may –

(a) request the Mayor to attend and address such meeting;

(b) require the Municipal Manager to ensure that one or more officials shall attend such meeting(s) in order to assist the councillor concerned.

20.2.2 The chairperson concerned shall ensure that the proceedings at each ward committee meeting in terms of this paragraph are recorded and that a report thereon is submitted to the Municipal Manager for consideration by the Council.

20.3 Meeting if the IDP representative forum

20.3.1 The Mayor shall, as soon as the Municipal Manager has published the budget as tabled in terms of section 22 of the Local Government: Municipal Finance Management Act 2003 (Act No 56 of 2003), determine the date, time and venue for conducting a meeting of the IDP representative forum regarding the budget.

20.3.2 The Municipal Manager shall notify the members of the Forum of the date, time and venue of the meeting in an appropriate manner.

20.3.3 On the scheduled date and time, the Mayor shall, assisted by such officials as she/he may determine, conduct a meeting of the forum. The Municipal Manager shall make such arrangements as may be necessary to ensure that the proceedings of such meeting is recorded and that a report thereon is submitted to the Council.

21. Consideration and approval of the budget

21.1 The Council must consider the budget not later than 31 May of every year.

21.2 The Council shall approve the budget not later than 30 June of every year.

22. General principles of budget management

22.1 Every departmental head is responsible for the **prudent management** of the budget votes assigned to her/him.

22.2 The Chief Financial Officer shall provide such management and accounting support and advice to departmental heads as may be necessary to ensure proper financial management.

22.3 No report that may contain recommendations regarding proposed expenditure or which may result in expenditure may be submitted to any political structure or political office-bearer of the Municipality or the Municipal Manager unless the Chief Financial Officer has reported thereon. If any expenditure is envisaged in a report to a political structure or office-bearer, the departmental head concerned must indicate the relevant provision in the capital or operating budget and the budget allocation to which the expenditure will be charged.

23. Excess expenditure

23.1 Whenever –

23.1.1 actual expenditure on the revenue account exceeds or is likely to exceed an amount appropriated in the approved budget; or

23.1.2 actual revenue amounts to less than the estimated revenue or the estimated revenue is unlikely to be collected in the opinion of the Chief Financial Officer

the departmental head concerned shall, at the request of the Chief Financial Officer, submit to her/him a written report giving the reasons for the shortfall, likely shortfall, excess or likely excess, as the case may be.

23.2 The Municipal Manager shall consider a report of the departmental head together with a written report from the Chief Financial Officer and shall make appropriate recommendations to the Mayor. The Mayor may, after she/he considered the report and recommendations of the Municipal Manager, order any further payments from any vote in the budget to stop until the Council has made a decision on the matter.

24. Incurring capital expenditure

24.1 **No capital expenditure may be incurred, unless (funding secured?????) –**

(a) provision has been made for it in the approved capital budget;

(b) any approval legally required had been obtained; and

- the project, including the total cost, has been approved by the Council and,
- the funding source has been adequately secured.

24.2 A departmental head wishing to incur capital expenditure provided for in the budget, shall submit a written report to the Municipal Manager in order to obtain the Council's approval to incur the expense. A report seeking to obtain the Council's approval to incur capital expenditure shall contain the following information –

24.2.1 the estimated total capital costs of the project;

24.2.2 the projected cost covering all financial years until the project is operational; and

24.2.3 the future operational costs and revenue on the project, including municipal tax and tariff implications.

25. Role of the Chief Financial Officer

25.1 Without derogating in any way from the duties of the Municipal Manager as accounting officer, the Chief Financial Officer shall be responsible and accountable to the Municipal Manager for –

25.1.1 collating the draft annual capital and operating budgets, including the budget projections required for the ensuing financial years;

25.1.2 preparing any required adjustments budgets;

25.1.3 preparing the projections of revenues and expenses for the SDBIP, including the alignment of such projections with the cash management programme prepared in terms of the Municipality's investments policy;

25.1.4 drafting the budget timetable for the ensuing financial year for the Mayor's approval in terms of the Local Government: Municipal Finance Management Act 2003 (Act No 56 of 2003);

25.1.5 subject to any classification system that may be prescribed, determining the number and type of votes to be used and the line-items to be shown under each vote, provided that the vote structure shall properly and adequately reflect the organisational structure of the Municipality and shall comply, in so far as the organisational structure permits, also with the budget format prescribed by the National Treasury;

25.1.6 determining the depreciation expenses to be charged to each vote, the apportionment of interest payable to the appropriate votes, the estimates of withdrawals from (claims) and contributions to (premiums) the self-insurance reserve and the contributions to the provisions for bad debts, accrued leave entitlements and obsolescence of stocks;

25.1.7 determining the recommended contribution to the AFR and any special contributions to the self-insurance reserve, subject to the approval of the councillor responsible for financial matters and the Municipal Manager;

25.1.8 determining the recommended aggregate growth factor(s) according to which the budgets for the various votes shall be drafted, subject to the approval of the Mayor and the Municipal Manager, and having regard to the Municipality's current financial performance;

25.1.9 compiling monthly budget reports, with appropriate recommendations, comparing actual results with budgeted projections and submitting such reports and explanations to the Municipal Manager for consideration by the Mayor and any other parties which may be prescribed in terms of the Local Government: Municipal Finance Management Act 2003 (Act No 56 of 2003);

25.1.10 ensuring that the annual and adjustments budgets comply with the requirements of the National Treasury, reflect the budget priorities determined by the Mayor, are aligned with the IDP and comply with the budget-related policies;

25.1.11 making recommendations to the Mayor for the revision of the IDP and the budget-related policies where these are indicated;

25.1.12 making recommendations regarding the financing of the draft capital budget for the ensuing and future financial years, indicating the impact of viable alternative financing scenarios on future expenses and, specifically, commenting on the relative financial merits of internal and external financing options;

25.1.13 determining the basis for allocating overhead expenses not directly chargeable to votes provided that expenses associated with democratic governance shall be allocated to a separate vote, and shall not be charged out as overhead;

25.1.14 ensuring that the cost of indigent relief is separately reflected in the appropriate votes; and

25.1.15 ensuring that allocations from other organs of state are properly reflected in the annual and adjustments budget and that the estimated expenses against such allocations (other than the equitable share) are appropriately recorded.

25.2 The Municipal Manager shall ensure that all departmental heads provide the inputs required by the Chief Financial Officer into the budget processes.

25.3 Departmental heads shall timely furnish the Chief Financial Officer with adequate explanations for deviations from the budget.

25.4 Except where the Chief Financial Officer, with the consent of the Mayor and Municipal Manager, decides otherwise, the sequence in which each annual budget and adjustments budget shall be prepared, shall be -

25.4.1 first, the capital budget; and

25.4.2 second, the operating budget

provided that the operating budget shall reflect the impact of the capital budget on –

(a) depreciation charges;

(b) repairs and maintenance expenses;

(c) interest payable on external borrowings; and

(d) other operating expenses.

25.4 The Chief Financial Officer shall provide technical and administrative support in the preparation and approval process of the annual and adjustment budgets, as well as in the consultative processes, which must precede the approval of such budgets.

26. Council Resolution

The Budget Policy to be reviewed.