BUDGET OVERSIGHT



POLICY, PROCESSES AND PROCEDURES

RECOMMENDED

THAT the Budget Oversight Policy including Key Deadline Checklist and the contents thereof be tabled for approval at the Mayoral Committee.

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Date	April 2015	
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Supported By	CHIEF FINANCIAL OFF	Date: FICER
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Contents

1	. Policy	/	4
	1.1	Overview	4
	1.2 F	Purpose	5
	1.3	Objective	5
	1.4 E	Business Process framework	5
	1.4.1	3-1	
	1.4.2	Accounting Framework	6
	1.5 F	Recommendations	6
2	. Proce	esses	8
		Municipal Accountability Cycle	
	2.2 <i>A</i> Plan 9	Activity, Timelines and Responsibilities Assigned for the SDM Budgetary Proce	SS
	2.3 A	Activity, Legislative Prescripts, Timelines and Responsibilities Assigned for	
		ng the SDM Annual Report	
	2.4 F	Role Players and stakeholders	16
	2.4.1	Internal Oversight Stakeholders & Regulatory Mechanisms	16
	2.4.2	MAYCO	17
	2.4.3	External Oversight Stakeholders & Mechanisms	23
3		edures	
	3.1 N	Management & Oversight per Stakeholder and Procedure	25
	3.1.1	Council	
	3.1.2	MAYCO	
	3.1.3	Audit Committee	
	3.1.4	Budget Steering Committee	
	3.1.5	Executive Mayor	
	3.1.6	Accounting Officer	
	3.1.7	CFO	
	3.1.8	Section 71 Reporting	
	3.1.9	Section 72 Reporting	
	3.1.10		
	3.1.1		
	3.1.12	· · · · · · · · · · · · · · · · · · ·	
	3.2 lı	mplementation, Amendment and Review of the policy	30

1. Policy

1.1 Overview

Sedibeng District Municipality has developed its Budget Oversight Policy with a view to ensure financial sustainability and the capacity to accommodate future planning. This in recognizing its:

- i. Community orientation; and
- ii. The need for good governance.

The policy is a transparent and codified internal control system aimed at promoting its core District Objectives to ensure that the limited resources at the disposal of Sedibeng District Municipality will be focused towards serving the various stakeholders in the pursuit of their interactions with Sedibeng District Municipality both efficiently and congruent to approved budgets and broader financial policies of Sedibeng District Municipality, whilst minimizing the temptation of misuse of municipality funds.

The policy is applicable to all Sedibeng District Municipality office bearers and publicly elected councilors charged with discharging municipality related activities. It seeks to institutes the necessary control measures to facilitate the daily activity of the municipality by providing:

- i. A guideline for all stakeholders;
- ii. An internal dynamic document detailing the processes required for the efficient discharge of duties to ensure the efficient administration of the Sedibeng District Municipality budgets

The policy is intended to provide a framework for monitoring and evaluating the Municipality's budgetary processes to ensure compliance and governance congruent to the Municipal Finance Management Act, 2003 and National Treasury Regulations.

1.2 Purpose

The purpose of this policy is to adhere to all legislative, regulatory and policy imperatives by infusing effective and efficient budget monitoring processes and procedures into the Sedibeng District Municipality.

The policy is further intended to meet the requirements of the Municipal Finance Management Act, 2003 and to be consistent with any prescripts issued by the South African National Treasury. Central to these are the need to infuse sound financial management practices and structures for long term sustainability.

1.3 Objective

The policy objectives of the Budget Oversight Policy also specifically seek to address the following:

- i. To ensure effective budget management and oversight;
- ii. Ensure compliance with the MFMA Budget and Reporting Guidelines:
- iii. Govern fund shifts within votes, adjustment budgets and correlate to the unforeseen and unavoidable expenditure policy and the unauthorized expenditure policy.

1.4 Business Process framework

1.4.1 Legal Framework

The Municipal Finance Management Act (MFMA) 56 of 2003, the Municipal Systems Act (MSA) 32 of 2000, and all other applicable legislation, policies and circulars make reference.

Section 21 of the **MFMA** requires the Executive Mayor to table before council 10 months before the start of the budget year a time schedule outlining key deadlines inclusive of the annual budget process, the Integrated Development Plan as prescribed by section 34 of the **MSA**, the budget related policies, any amendments to the

IDP or budget related policies, and the necessary consultative process which need to give effect to the above.

Section 7(1) (m) of the Municipal Budget and Reporting Regulations (MBRR) makes reference to the fact that the municipality should have a policy related to budget implementation and the oversight thereof.

1.4.2 Accounting Framework

Section 7 (1) of the **MBRR** directs the municipal manager to prepare, or take reasonable steps to ensure that the preparation of a set of budget related policies of the municipality occurs in accordance with all legislation governing such policies for tabling in the municipal council within the deadline as set by the Executive Mayor Section 21(1) (b) of the **MFMA**.

The responsibility of drafting the specific policies rests with the Municipal Manager and the Chief Financial Officer. The performance of this function may be delegated to subordinates; however this however does not alleviate the responsibility of the Municipal Manager and Chief Financial Officer.

1.5 Recommendations

- This policy, processes and procedures document is adopted as the Budget Oversight Policy;
- ii. This policy, processes and procedures document be recognised as identifying, characterizing and addressing the various oversight requirements for the budgetary implementation;
- iii. This policy, processes and procedures document be recognised as denoting all internal control mechanisms relevant to the efficient and effective discharge of the budget oversight policy for both municipal officials and elected representatives of SDM;

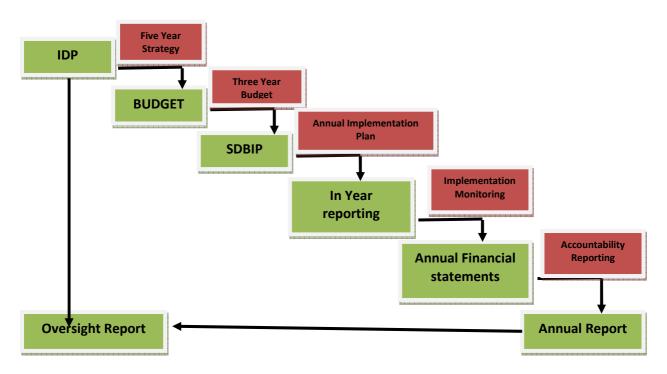
iv. This policy document is adopted by the Executive Management and the broader Council of Sedibeng District Municipality as the framework for the Budget Oversight.

2. Processes

2.1 Municipal Accountability Cycle

For consistency in report National treasury has prescribed that a framework for monitoring and evaluating the performance of municipalities. Included in this is a detailed process flow as to municipalities are to interrelate various functions and reports to arrive at a standard chart of accounts whoich allow for parity in evaluation of performance.

MFMA Circular No. 63 schematically presents the municipal accountability cycle as follows:



2.2 Activity, Timelines and Responsibilities Assigned for the SDM Budgetary Process Plan

Activity	Process Owner	Suggested	
		Timeframe	
Municipal integration Meeting	• MM, CFO,		
Assign roles and responsibilities for the completion of the annual	COO	First Wednesday in	
financial and planning guidelines	Finance	June Annually	
	• IDP		
First Mayoral Budget Lekgotla	 Executive 		
Provide political guidance for the MTREF	Mayor		
Review Strategic Agenda	 MMC Finance 	First week in July	
	• MM, CFO,		
	COO		
	Finance		
	• IDP		
Identification and Planning	• CFO		
Strategic Priorities	Finance	Second week of	
• Costing	• IDP	august until	
Training – business planning, finance procedures, budgeting		beginning	
		September	
SDBIP	•	End	
Review & Incorporate current strategic priorities		September	

IDP	•	End September until
Consultative process for needs identification, verification and		end January next
collation		year
Annual Implementation & Performance Plans development	• CFO	Beginning October
Business Plan development	• All	to end November
Detailed Operational & Capital Budget	Departments	
Adjustment Budgets for current year	• CFO	Last week of
		October until
		beginning of
		November
Mid Year Budget Review & Adjustment Budget to Council Approval	• CFO	On or before 25 th
		January
Long Term Financial Model	• CFO	End January
Review		
Budget allocation for two years		
Departmental Budget hearings	• CFO	First week in
		February
Alignment	•	First week in
Streamline to scorecard		February
Preparation & Consolidation of Proposed MTREF (ensuing year)	• CFO	Second week in
		February

Second Mayoral Lekgotla	•	MMC Finance	Third week of
Political review of draft MTREF			February
Draft Budget to Executive Mayor	•	MMC, CFO	Third week of
	•	MMC Finance	February
Table MTREF for the new budget year	•	MMC Finance	Last week of March
Community Consultative Process			
MFMA compliance	•	Office of the	Second week of
Community, Business and all other Stakeholder Consultation		Speaker	April
Media activation			
Third Mayoral Lekgotla	•	MMC Finance	Fourth week of April
Finance Portfolio Committee recommends MTREF	•	MMC Finance	Second week of
			May
MAYCO recommends MTREF	•	MMC Finance	Third week of May
Council Budget Approval	•	MMC Finance	Last week of May
Submission to National Treasury & Provincial Department of Local		CFO	First week in June
Government			
Prescribed format			

2.3 Activity, Legislative Prescripts, Timelines and Responsibilities Assigned for producing the SDM Annual Report

Timeframe	Activity	Legislation & Guidance	Process Owner
	 Consideration of next year's Budget and IDP process plan In year reporting formats standardized for feeding in to Annual report process 		MMCFOS56Managers
July	 Implementation & Monitoring of Approved Budget and IDP Approved SDBIP commences – in year financial reporting and quarterly performance reports 	MSA S41 (1) (e)	MMCFOS56Managers
	Finalise Q4 report of previous financial year	MFMA S52 (d)	MMCFOS56Managers
	 Submit draft previous financial year Annual report Evidence to Internal Auditor & Auditor General of both AFS and accompanying financial and non-financial information 	MFMA S 126 (1) – AFS & Draft Annual Report MSA S46 – Annual performance Report	• MM • CFO

July /	Unaudited Annual Report inclusive of AFS &	Joint Committee assessing	• MM
August	Annual performance Report to the combined	both financial and non-	• CFO
	Audit / performance Committee		• Audit &
		advance accountability and	Performance
		expedite corrective	Audit
		measures	Committee
August	Mayor tables the Unaudited Annual Report in		Mayor
	Council		
	SDM submits Annual Report inclusive of	MFMA S 12 (3) (a – k)	
Final AFS and Annual performance report to Excludes AG comments as		Excludes AG comments as	
AG for auditing purposes – due 31 August this process still running • C		• CFO	
	Council submits unaudited Annual report to		
	MPAC for vetting and verification of councils		
	directive on service delivery & committee to		
	evaluate senior managers performance		
	against agreement entered into		
	Commencement of IDP Analysis Commencement of IDP Analysis		Council
inclusive of institutional services,			
	infrastructure provision, backlogs and		
	priorities;		
	- Unaudited Annual report sent to AG to be		

	utilized for input into IDP strategic phase		
	process and community verification and		
	input by MPAC on reported performance		
November	AG audits Annual report and submits Audit	MFMA S 126 (3) (b)	Auditor
	Report to the Accounting Officer for SDM	requires the Ag Audit report	General
		within 3 months of receipt	
		thereog	
September	Annual report and Oversight Report process	MFMA S 127, 128, 129	Council
to November	for adoption to be used as input into public	and 130	
	participating meetings for the IDP reveiew		
	process		
	AG report issued and no further changes	MFMA S 129, 130 and 131	• MM
	allowed as audit process completed		
	Mayor tables Annual report and Financial		Executive
	Statements to Council		Mayor
November to			
December	Audited Annual Report is made public e.g.	MFMA S 129, 130 and 131	Accounting
	Council website	MFMA S 75 for publication	Officer
		on website	IT Director
	Oversight Committee finalises assessment	MFMA S 129, 130 and 131	Oversight

	on Annual report – must be concluded within	Committee		
	7 days of receipt of AG report - has to be			
	completed before Council goes into recess in			
	December			
December (Council adopts Oversight Report	Council		
not allowed	Oversight Report is made public	• MM		
to carry it	Oversight Report is submitted to legislators,			
over to	Treasuries and DCOG	Mayor		
march next				
year)				
1	MFMA Circular No. 63	: Annual Report September 2012		

2.4 Role Players and stakeholders

Internal	SDM internal structures, officials
	and public office bearers
External	Gauteng Provincial Government -
	Lead process owner is Provincial
	Department of Local Government
	National Government – lead
	process owner is National treasury

2.4.1 Internal Oversight Stakeholders & Regulatory Mechanisms 2.4.1.1 Council

MFMA S 16	a. The council of a municipality must
101 10124 5 10	
	for each financial year approve an
	annual budget for the municipality
	before the start of that financial
	year.
	b. In order to comply with the
	abovementioned provision, the
	mayor of the municipality must
	table the annual budget at a
	council meeting at least 90 days
	before the start of the budget
	year.
MFMA S 24	a. The municipal council must at
	least 30 days before the start of
	the budget year consider approval
	of the annual budget.
	b. An annual budget must be
	approved before the start of the
	budget year by adoption by the
	municipal council of the draft
	•

resolution referred to in section 17(3).

2.4.2 MAYCO

MSA S 44	a.	Identify the needs of the
		municipality.
	b.	Review, evaluate and prioritise
		such needs.
	C.	Recommend appropriate
		strategies, programmes and
		services to address such needs to
		the council.
	d.	Recommend suggested
		implementation plans inclusive of
		delivery mechanisms for such
		strategies, programmes and
		services.

2.4.2.1 Audit Committee

MFMA	S	a.	Advise on internal financial control
166			and internal audits
		b.	Advise on Risk Management
		C.	Advise on Accounting Policies
		d.	Advise on the adequacy, reliability
			and accuracy of financial
			reporting and information
		e.	Advise on Performance
			Management
		f.	Advise on effective Governance
		g.	Advise on compliance with MFMA
			and all other applicable legislation
		h.	Advise on any other matters

referred to it by the municipality

2.4.2.2 Budget Steering Committee

MBRR S 4 **MFMA** S 53

The Executive Mayor must establish a budget steering committee to provide technical assistance to the Executive mayor in discharging his responsibilities.

2.4.2.3 Executive Mayor

MFMA S 52	a. Provide general political guidance
	over the fiscal and financial affairs
	of SDM.
	b. Monitor and oversee the functional
	activities of the MM and CFO, to
	the extent of the Act, but not
	interfere in the daily operational
	activities.
	c. Ensure Cosntitutional and Statutory
	functions within the municipal
	budget
	d. Within 30 days of each quarter
	submit a report to council on
	budget implementation and the
	financial affairs of the municipality
MFMA S 53	a. Provide political guidance over the
	budget process and priorities to
	guide the budget process.
	b. Co-ordinate the preparation of the
	annual budget and determine how
	the IDP is to be taken into
	account or revised for the budget.
	c. Take all reasonable steps to

ensure that the municipality approves its annual budget before the start of the budget year and the service delivery and implementation plans approved by the mayor within 28 days after the approval of the budget.

- d. Report to General Council and the Provincial MEC for Finance any delay in tabling the annual budget.
- e. Ensure that the revenue and expenditure projections for each month and the service delivery targets and performance indicators for each quarter are made public within 14 days after approval of the service delivery and budget implementation plan.

2.4.2.4 Monthly Budget Statements

MFMA S 71 The Account

(1)

The Accounting Officer must within 10 working days after the end of each month submit to the Executive Mayor and Provincial Treasury submit in the prescribed format as to the state of the municipality's budget reflecting the following particulars for that month, and financial year up to the end of that month:

a. Actual revenue by revenue source

- b. Actual Borrowings
- c. Actual expenditure per vote
- d. Actual capital expenditure per vote
- e. The amount of any allocations received
- f. Actual expenditure on those allocations excluding equitable share allocation expenditure or allocations exempted from the annual Division of Revenue Act
- g. An explanation of material variances of projected revenue by source and expenditure projections per vote
- h. An explanation of material variances from the service delivery and budget implementation plan
- Any remedial or corrective action to be taken or taken to ensure projected revenue and expenditure remain within the municipal approved budget.

2.4.2.5 Mid Year Budget & Performance Assessment

MFMA S 72	The Accounting Officer must by the
	25 th January annually
	a. Assess the performance of the
	municipality during the first half
	of the financial year by taking
	into account:

- The monthly statements as per s 71,
- Service delivery performance relative to the service delivery targets and performance indicators set in the service delivery and budget implementation plan
- The past years annual report, and progress made in resolving issues identified in the annual report
- b. Submit a report on the assessment to the Executive Mayor, National treasury and the relevant provincial treasury
- Make a recommendation as to whether an adjustment budget is necessary;
- d. Recommend revised projections for revenue and expenditure where necessary.

2.4.2.6 CFO

The CFO of a municipality must assist the accounting officer in the administration of the municipality's bank accounts and in the preparation and implementation of the municipality's budget. The CFO must also perform such budgeting, accounting, analysis, financial reporting,

cash management, debt management, financial management, review and other duties as may in terms of section 79 of the MFMA be delegated by the accounting officer to the CFO

2.4.2.7 Portfolio Committees

MSA S 59	a. Council needs to develop a
	system of delegation to
	maximise administrative and
	operational efficiency and
	provide checks and balances
	b. Via that system of delegation
	delegate appropriate powers to
	any of the municipality's other
	political structures, political
	office bearers, councillors or
	staff members
	c. Instruct such political structure,
	political office bearers,
	councillors or staff members to
	perform any of the
	municipalities duties
MSA S 59	a. Establish a s79 Portfolio
	Committee through the system
	of delegation ;
	b. Delegate the powers, functions
	and duties to the s79 Portfolio
	Committee – such powers may
	include, but not be limited to:
	- Monitoring &
	Implementation of the

IDP, Budget,	Business
Plans,	Strategic
Objectives, Po	olicies and
Programmes	
- Reporting	to the
Executive May	or

2.4.3 External Oversight Stakeholders & Mechanisms

2.4.3.1 National Treasury

MFMA	a. Monitor the budgets of
Chapter 2	municipalities to establish:
S 5 (2)	- Whether they are
	consistent with National
	Government fiscal and
	Macro economic Policy
	 Comply with Chapter 4
	b. Monitor the implementation of
	municipal budgets, including
	their expenditure, revenue
	collection and borrowing to
	promote good budget and
	fiscal management by
	municipalities
MFMA	a. Issue guidelines on the manner in
Chapter 4	which municipal councils should
S 23 (3)	process their annual budgets
	inclusive of guidelines for the
	formation of a committee of
	council to consider the budget and
S 24 (3)	to hold public hearings

b. The Accounting Officer of a municipality must submit the approved annual budget to National Treasury and the relevant provincial treasury

2.4.3.2 Provincial Treasury

MFMA	
Chapter 2	a. Monitor the preparation of their
S 5 (4)	budgets by municipalities in the province
	b. Monitor the monthly outcomes
	of the budgets
MFMA	
Chapter 4	a. The Accounting Officer of a
S 24 (3)	municipality must submit the
	approved annual budget to
	National Treasury and the
	relevant provincial treasury

3. Procedures

3.1 Management & Oversight per Stakeholder and Procedure

3.1.1 Council

- a. Approve the Annual Budget before the start of the Financial year
- b. Ensure the proposed budget is tabled at least 90 days before the start of the budget year

3.1.2 **MAYCO**

- a. Identify the needs of the municipality
- b. Prioritise such needs
- c. Identify and recommend to council strategies, projects and programmes to address such prioritized needs
- Recommend or determine best practices to deliver on the identified strategies, projects and programmes for improved service delivery
- e. Identify and develop criteria for the evaluation of the strategies, programmes and services
- f. Evaluate ongoing progress on key performance indicators
- g. Review the municipality's performance
- h. Monitor the administration of the municipality as governed by policy dictates of the council
- i. Oversee sustainable service delivery to the communities
- j. Perform duties and exercise the powers delegated to it by the council
- k. Report annually on community involvement and community organizations involvement with the municipality
- I. Ensure community consultation occurs and report on such consultative processes to council

3.1.3 Audit Committee

- a. Report on financial controls via internal audits
- b. Ensure that proper Risk Management systems are in place
- c. Ensure that the necessary accounting policies and procedures are in place

- a. Ensure that financial reporting is accurate, reliable and adequate
- d. Ensure that performance management occurs
- e. Enforce effective governance
- f. Ensure that a performance evaluation occurs
- g. Drive compliance with the MFMA and all other applicable legislation

3.1.4 Budget Steering Committee

- a. Provides general political guidance with the Executive Mayor
- Assists with setting the strategic priorities for the budget process
- c. Assists the Executive mayor in the execution of his/her duties.

3.1.5 Executive Mayor

- Monitor and oversee the execution of duties of the accounting officer and CFO, but not interfere in the daily execution of tasks
- Enforce constitutional and statutory compliance within the budgetary process
- c. Report in written format to Council on th implementation of the budget and the financial state of the municipality
- d. Instruct the accounting officer to ensure that the budget is implemented in accordance with the service delivery and budget implementation plan and that spending of funds and revenue collection proceed in accordance with the budget
- e. Correlate budget implementation to the service delivery and budget implementation plan
- f. Provide political guidance over the fiscal and financial affairs of the municipality
- g. Co-ordinate the preparation of the annual budgetary process and determine how the IDP is to integrated into the budget or revised
- h. Take reasonable steps to ensure that the municipality approves the budget before the advent of the budget year and that the

- budget implementation plan and service delivery plan is approved within 28 days after final budget approval
- Immediately report to Council and the MEC for Finance in the province any delay in tabling the budget
- j. 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, are made public no later than 14 days after the approval of the service delivery and budget implementation plan.

3.1.6 Accounting Officer

- a. Accountable to the Executive Mayor as accounting and administrative authority
- Accountable to the Council for the overall administration of the municipality
- Implement the approved budget inclusive of correlating expenditure to revenue collected by adjusting spend upwards or downwards
- d. Ensure the monitoring of revenue and expenditure
- e. Prepare an adjustment budget where necessary and submit it for consideration to the Executive Mayor who tables it at the General Council
- f. Report to Council any shortfalls in budget revenue, overspending and the necessary remedial steps to remedy shortfalls or overspending
- g. Submit to the Executive Mayor actual revenue, borrowings, expenditure and any variances thereto.

3.1.7 CFO

- a. Assist the MM in the administration of the municipality's bank accounts
- Assist the MM with the preparation and implementation of the municipality's budget

c. Perform budgeting, accounting analysis, financial reporting, cash management, debt management, financial management, reviews and other duties as delegated by the MM.

3.1.8 Section 71 Reporting

- a. Financial month end reports must be produced
- Reports detailing the following information must be circulated to the Executive Management Team:
 - Actual operating revenue & expenditure for the month compared to the budget for the month per vote
 - Actual operating revenue & expenditure for the year compared to the budget for the year to date
 - Actual operating revenue & expenditure for the year compared to the budget for the full year per vote
 - Capital budget expenditure for the month compared to the budget for the month
 - Capital budget expenditure for the year to date compared to the budget for the year to date
 - Capital budget expenditure for the year to date compared to the budget for the full year
 - Grant allocations received as well as expenditure against those grants for the year to date
 - Details of unspent grant funding
- c. Reports need to be submitted to the Executive Mayor by the 10th monthly of the ensuing month
- d. A full report with analyses and performance results will be presented to the Finance Portfolio Committee and MAYCO on a monthly basis
- e. By reprioritizing on the budget shifting of funds will be facilitated so as to combat over or under expenditure

3.1.9 Section 72 Reporting

a. SDM has to assess its performance during the first half of the financial year based on its service delivery targets, performance indicators and financial performance. *MFMA* S 72

- requires such assessment to be completed by the 25th January annually.
- b. Based on the assessment budget adjustments may be required. The Adjustment Budget has to be prepared and submitted to the Executive Mayor should it be required, for consideration and tabling to Council. Such Adjustment Biudget will include revised projections for revenue and expenditure where necessary.
- c. The two processes will run concurrently and need to be completed as per the MFMA on or before 25th January annually.

3.1.10 Portfolio Committee

- a. Advise the Executive Mayor as per S59 (1) (a) of the MSA in an oversight role as to:
 - Budget
 - Business Plans
 - Strategic Objectives
 - Policies and Programmes

3.1.11 National Treasury

- a. Monitors SDM budget to establish consistency with national government fiscal and macro-economic policy and compliance through usage of standardized templates for reporting purposes.
- Monitors the implementation of SDM budget, inclusive of expenditure, revenue collection and borrowing for good budget and fiscal management

3.1.12 Provincial *Treasury*

a. Monitors the preparation of SDM budget and monitor the monthly budget outcome.

3.2 Implementation, Amendment and Review of the policy

- a. This policy will be implemented once approved by council
- b. The Budget Overview Policy shall be reviewed at the discretion of the CFO due to changing circumstances as a result of the legislation or otherwise, and tabled to council as part of the budget process
- c. Any changes to this policy need to be re submitted to council.